

CITY OF OAKLAND APR 13 PM 6:23
AGENDA REPORT

TO: Office of the City Administrator
ATTN: P. Lamont Ewell, Interim City Administrator
FROM: Department of Human Services
DATE: April 26, 2011

RE: A Resolution Authorizing The City Administrator To Enter Into A Grant Agreement With Volunteers Of America Of The Bay Area (VOABA) In An Amount Not To Exceed \$2,065,000 From May 1, 2011 Through June 30, 2013 To Provide A Transitional Employment Program For Oakland Residents On Parole Modeled After The Center For Employment Opportunities (CEO) Best Practice

SUMMARY

This is a report and resolution recommending that the City enter into a grant agreement with Volunteers of America of the Bay Area (VOABA) in partnership with Rubicon, Inc. in an amount not to exceed \$2,065,000 from May 1, 2011 through June 30, 2013. This grant is to implement a transitional employment program for Oakland residents on parole modeled after the best practice from the Center for Employment Opportunities (CEO) in New York. The California Department of Corrections and Rehabilitation (CDCR) has developed work crew programs in various cities throughout the state to do litter abatement and other maintenance work on Caltrans rights-of-way with crews composed of individuals on parole. Unique to CDCR's partnership with Oakland, CDCR has identified supportive services dollars and partnered with the Roberts Enterprise Development Foundation (REDF) to raise additional funds to develop a program that is a fully resourced and a faithful replication of the CEO model which has been shown to be effective in reducing recidivism. VOABA has been selected through a competitive Request for Proposal process to be the local implementing agency. The City of Oakland has been in partnership with CDCR, Caltrans and REDF in developing this model and City Council approved this project and receipt of funds on December 21, 2010.

FISCAL IMPACT

Approval of this resolution will authorize the City Administrator to enter into a grant agreement with Volunteers of America of the Bay Area to provide a transitional employment program. Funds are available in an estimated \$2,350,000 from the California Department of Corrections and Rehabilitation. The City will retain approximately \$285,000 over the proposed 26 month project to provide project direction and fiscal management. The remaining funds, \$2,065,000 are available for the grantee. The funds are available in the Department of Human Services Fund

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(2128), DHS Administration Organization (78111), Project to be determined, and Fostering Safe and Healthy Communities Program (SC22).

There is no negative impact to the City's finances or on the General Purpose Fund. These funds are fully cost covering. DHS will utilize existing staff to manage this contract but will hire a grant funded position to provide coordination.

BACKGROUND

On December 21, 2010, City Council accepted a grant from the California Department of Corrections and Rehabilitation (CDCR) to provide funding for a transitional jobs program for individuals on parole in Oakland. The program is designed to replicate New York City's Center for Employment Opportunity (CEO) which is considered a best practice in transitional employment for individuals in the criminal justice system. The project is a partnership among CDCR, the City of Oakland, the Roberts Enterprise Development Fund, and CEO from New York. The transitional jobs program will provide litter abatement work for 2—3 crews of individuals working on CalTrans rights-of-way. The term of the interagency agreement between the City and CDCR is from May 2011 through June 2013. REDF and CEO are both investing additional funding into the project to ensure a faithful replication of the model. This replication effort is entitled Golden State Works. (*See Attachment A* for a more detailed description of the work crew program taken from the Golden State Works Initiative RFP.)

The Department of Human Services issued a Request for Proposal on January 25, 2011, seeking an agency interested in joining this partnership and with the capacity to implement the CEO model and the work crews. A Bidders Conference was held on January 31, 2011 and included representatives from the City of Oakland, REDF and CEO. Applicants were also allowed to submit questions via email. All questions and answers as well as the information from the Bidders Conference were posted on the Measure Y website. The RFP closed on February 28, 2011 and DHS received five (5) proposals. All were deemed complete and forwarded to the 5-member review panel which consisted of representatives from DHS, GEO, REDF and experts in the field from other cities. The panel had broad experience in both workforce and reentry. After the review process, agencies that were not recommended for funding were notified of their right to appeal. No appeals were received by the deadline.

KEY ISSUES AND IMPACTS

Volunteers of America of the Bay Area submitted a proposal that was ranked highest by the Review Committee and met all the RFP requirements. VOABA has extensive reentry experience and has been providing crew-based employment for individuals on parole for the past four years with Measure Y funding. They are also the Measure Y grantee for the Project Choice program in San Quentin providing pre- and post- release mentoring for young men returning to Oakland for the past 8 years. They are a large organization with multiple government funding streams including CDCR funding for residential housing and job development.

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Their proposal includes a partnership with Rubicon, Inc. which has extensive experience in workforce development and managing One Stop Career Centers throughout the Bay Area. Rubicon is proposed to provide the job development, job coaching, and retention components of the program. Rubicon staff will be located at the VOA facility in Oakland where the current Measure Y crew is housed and overall management both programmatically and fiscally will be with VOABA.

The VOABA and Rubicon partnership was deemed most likely to be able to meet the specific requirements of this replication project. Specifically, they will provide crew based litter abatement for a minimum of 200-250 Oakland residents who are on parole. Clients will first participate in a two week CEO life skills class and when ready be placed on a crew working an estimated 8 hours per day, 4 days per week, at \$10 per hour for between 60-75 days. A hallmark of this model is that clients will be paid every day that they work. Individuals will spend their non-crew days working with the job developers and coaches to become job ready, going out on interviews, and addressing any barriers to employment. "Rapid rewards" are an essential part of the model to provide incentives for clients to reach critical benchmarks. Clients will continue to be followed and provided with job retention services for the life of the project. REDF is committed to conducting a thorough evaluation of all employment outcomes.

PROGRAM DESCRIPTION

Please refer to *Attachment A* for excerpts from the RFP that provide detailed description of the program and the partnerships.

EVALUATION OF PAST PERFORMANCE

This project will be closely modeled after CEO's best practice program which has been extensively evaluated and studied and been shown to reduce recidivism and increase employment placement.

VOABA is a current Measure Y grantee in good standing. Their status on meeting their current deliverables and any outstanding corrective actions are detailed below. Overall, the agency has been a strong performer and no serious outstanding issues exist. This year's Measure Y Evaluation is not yet available. However, in prior years evaluations, VOA was found to reduce recidivism.

FY 10-11

| Deliverables | 2nd Q Benchmark | 2nd Q Actual | % of Benchmark Met |
|---|-----------------|--------------|--------------------|
| # of enrolled clients | 16 | 16 | 100% |
| # of clients 220 hours of work experience | 14 | 0 | 0% |
| # of client hours of work experience | 3520 | 3188 | 91% |
| # of case management hours | 200 | 313 | 156% |
| # of client hours of life skills | 768 | 1004 | 131% |
| # of NCPC meetings attended | 2 | 2 | 100% |
| # of client surveys completed | 80 | | |
| # of clients co-enrolled in America Works | 10 | 10 | 100% |

FY 09-10

| Deliverables | Annual Goal | # Served | Goal Reached |
|---|-------------|----------|--------------|
| # of enrolled clients | 32 | 32 | X |
| # of clients 220 hours of work experience | 32 | 28 | |
| # of client hours of work experience | 7040 | 9642 | X |
| # of case management hours | 400 | 488 | X |
| # of client hours of life skills | 1536 | 1724 | X |
| # of clients co-enrolled in America Works | 20 | 20 | X |
| # of NCPC meetings attended | 4 | 4 | X |
| # of client surveys completed | 80% | 80% | X |

Reporting Compliance: Quarterly reports are complete, thorough and submitted on time. The site visit confirmed that Volunteers of America is complying with the Measure Y grant agreement.

SUSTAINABLE OPPORTUNITIES

Economic: This program will support economic growth in the City of Oakland by providing funding for a community based agency and employing traditionally, under- or unemployed individuals who will now have resources to spend in the local economy.

Environmental: There is no environmental impact to this project.

Social Equity: This program will provide skill development, paid employment, and job placement for individuals on parole who traditionally have substantial barriers to economic self-sufficiency thus increasing their social equity.

DISABILITY AND SENIOR CITIZEN ACCESS

This program will give priority services to young men who are most likely to commit violence. However, all ages can and will be served. The transitional employment that is funded requires manual labor and work on highway right-of-ways and would not be available to individuals with mobility impairments.

RECOMMENDATION(S) AND RATIONALE

Staff recommends that City Council approve the grant agreement with Volunteers of America of the Bay Area for an estimated \$2,065,000 from May 1, 2011 through June 20, 2013 to provide transitional employment for Oakland residents on parole under a program model closely aligned with New York's Center for Employment Opportunities.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council approves this report and resolution authorizing the City Administrator to enter into agreement with Volunteers of America of the Bay Area in an amount not to exceed \$2,065,000 from May 1, 2011 through June 30, 2013 to provide a transitional employment program for Oakland residents on parole modeled after the Center for Employment Opportunity (CEO) best practice.

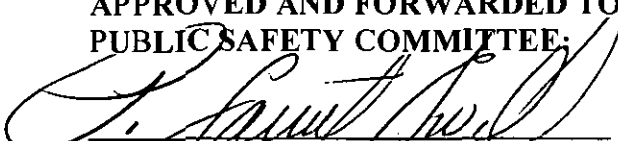
Respectfully submitted,



ANDREA YOUNGDAHL, Director
Department of Human Services

Prepared by: Sara Bedford, Manager
Policy and Planning

**APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:**


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ATTACHMENT A

OVERVIEW

THE GOLDEN STATE WORKS PROGRAM

The Golden States Works (GSW) initiative is an innovative partnership between the City of Oakland, the California State Department of Corrections and Rehabilitation (CDCR), and the Roberts Enterprise Development Fund (REDF), a nonprofit technical assistance organization. The GSW initiative seeks to establish a program in Oakland, California that will replicate the program model of the New York-based Center for Employment Opportunities (CEO). This model provides transitional employment, job placement and supportive services to recent parolees with the goal of achieving job placement and retention, and reducing recidivism and reincarceration.

The CEO model is an evidence-based practice that has been demonstrated by the independent evaluator Manpower Demonstration Research Corporation (MDRC) in a randomized control study to reduce recidivism rates among parolees. Key features of the CEO model that the operator must ensure are included in the local replication effort are described in detail below under section "Key Program Elements." During the course of this contract, the program operator(s) will receive technical assistance and consultation from REDF and CEO. Part of this technical assistance will include co-location of a CEO staff person (the "Data Specialist") to conduct work crew scheduling and billing during the first year of the project, or longer as needed. More information about CEO can be found at <http://www.ceoworks.org>. More information about REDF can be found at <http://www.redf.org>.

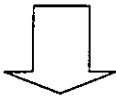
KEY PROGRAM ELEMENTS

The operator of the GSW program will provide a transitional work and permanent job placement program that incorporates key elements and practices of the CEO model and meets the requirements of the transitional employment funding source.

At a minimum, program operators must provide services to participants that include Life Skills Education (LSE), employment preparation, transitional jobs, and permanent job placement retention, and appropriate case management.

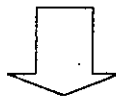
RECRUITMENT

Referrals from DAPO (Parole Service Centers/Residential Multi-Service Centers/Agent of Records) and City Measure Y providers



LIFE SKILLS EDUCATION

Participants participate in 5 day long life skills education curriculum



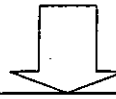
TRANSITIONAL EMPLOYMENT

Participants are placed into transitional employment working on CALTRANS Work Crews

JOB COACHING

Preparing participants to become "Job Start Ready" and thereby making them eligible for placement services

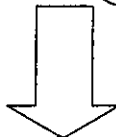
Participant Status: Enrolled



JOB DEVELOPMENT/ PLACEMENT

Matching participant with potential employment opportunities

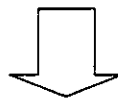
Participant Status: Job Start Ready
If participant works more than 90 days of TJ without a placement they can be discharged if staff believes adequate progress is not



JOB PLACEMENT

Participants are placed into unsubsidized employment

Participant Status: Placed



RETENTION SERVICES

On going support after placement including "Rapid Reward" incentives

A. Life Skills Education

A core component of the CEO model is a 5-day Life Skills Education (LSE) curriculum developed by CEO to advance participants' work readiness. CEO and REDF will work with the operator to learn and implement the LSE curriculum. *(See Appendix F)*

All enrolled GSW participants must participate in LSE at the beginning of enrollment. The operator must also work with participants during LSE to assemble all necessary documents necessary for them to legally work on the transitional job site (1-9 compliant) and create a detailed participant profile in CEO's customized version of Salesforce.com (described below under "Use of Customized Software for Scheduling and Tracking").

B. Transitional Employment:

The program model is built upon enrollees being placed immediately into transitional employment, simultaneous with receiving other supports to prepare enrollees for future permanent job placements.

The operator must offer each program participant who successfully completes LSE a transitional job in a work crew conducting litter abatement and maintenance work along State Right of Ways within a 60-mile radius of the City of Oakland. Work to be performed by parolee work crews includes, but is not limited to, litter and debris removal, weed control, graffiti abatement, trimming or removing vegetation, restoring and replanting vegetation, and other general maintenance.

(Further details about the *CalTrans Work Crew requirements* are included in *Appendix A* to this RFP. All applicants should review these requirements closely.)

Crews shall consist of 8 to 10 parolees with an onsite supervisor.

Transitional Employee expectations

- Participants in transitional jobs must work an average of four days per week, and be present for eight and ½ hours per day at the transitional job. Participants will be paid for eight hours of work with a ½ hour unpaid lunch break for every eight-hour shift they are assigned to a work crew.
- Participants must meet one day per week with the operator's vocational staff on job readiness and job development.
- The transitional jobs must pay a minimum of \$10.00 per hour.
- Transitional employees must receive payment *at the end of each and every day* that they work on a transitional job. Daily payment is a key element of the CEO model.

- Transitional employees must be evaluated daily on five basic work behaviors using CEO's *Passport to Success*. (See *Appendix B*)
- Works crews will be deployed 5 days per week, except holidays.

Transitional jobs are anticipated to last between two and four months until placement in a permanent job. Participants are eligible to work a maximum of 90 days after which point a determination as to their ongoing enrollment in the program will be made on a case-by-case basis.

Role of CEO Data Specialist: For at least the first year of the grant period, a full-time CEO staff person, Data Specialist, will directly conduct the scheduling and confirmation of individuals to work crews and transfer that information to the daily payroll system. The CEO Data Specialist will also work with the selected operator to designate a day per week that each parolee will meet with vocational staff. The scheduling functions of the program are an essential part of the CEO model. The data specialist will serve as a resource to the operator to address these highly technical aspects of the CEO model during the first year of the program. It is anticipated that these responsibilities will be transitioned from CEO to the program operator in the second year of the project. (*Note: Applicants should not budget for this position in the second year at this time. Second year funding for this position will be determined at a later date during the project.*) The selected operator will participate in the hiring of the CEO data specialist and be responsible for providing office space for the Data Specialist

A Memorandum of Understanding between the City of Oakland, CEO and the operator will specify the precise nature of this relationship and will include a means by which the operator can assume responsibility for the scheduling of participants should CEO fail to meet established standards of performance during the first year of the project.

In order to have 8-10 participants at each crew site each work day, the Data Specialist will assign 13 participants to either a crew or an appointment. On any given day, 8 to 10 of the crew members are assigned to a work site while 2-3 have appointments with GSW staff. With 90%-100% projected "show-up" rates this helps to ensure that 8 – 10 qualified crew members are available daily.¹ If the "show-up" rate in Oakland proves to be higher or lower, then the scheduling of participants will be adjusted accordingly.

¹ CalTrans will not provide full reimbursement for any crew of less than eight parolees. Under the CalTrans payment provision, the attendance of 7 parolees would result in the provider receiving \$1312.50 for the work day -- ($7/8 = .875 \times \$1500 = \1312.50). Reimbursement of \$1,500 per day will be provided if there are 8, 9, or 10 members on the crew.

| SAMPLE SCHEDULE | | | | | |
|----------------------------------|--------|---------|-----------|----------|--------|
| Participant | Monday | Tuesday | Wednesday | Thursday | Friday |
| 1 | APPT | 1 | 1 | 1 | 1 |
| 2 | 1 | APPT | 1 | 1 | 1 |
| 3 | 1 | 1 | APPT | 1 | 1 |
| 4 | 1 | 1 | 1 | APPT | 1 |
| 5 | 1 | 1 | 1 | 1 | APPT |
| 6 | APPT | 1 | 1 | 1 | 1 |
| 7 | 1 | APPT | 1 | 1 | 1 |
| 8 | 1 | 1 | APPT | 1 | 1 |
| 9 | 1 | 1 | 1 | APPT | 1 |
| 10 | 1 | 1 | 1 | 1 | APPT |
| 11 | APPT | 1 | 1 | 1 | 1 |
| 12 | 1 | APPT | 1 | 1 | 1 |
| 13 | 1 | 1 | APPT | 1 | 1 |
| Total scheduled for Crews | 10 | 10 | 10 | 11 | 11 |

| Total to be scheduled daily per site | Monday | Tuesday | Wednesday | Thursday | Friday |
|--------------------------------------|--------------|--------------|--------------|-----------|-----------|
| Crew 1 | 10 | 10 | 10 | 10 | 11 |
| 90%-100% Show Up Rate | 9-10 | 9-10 | 9-10 | 9 | 10 |
| Appointments/Daily | 3 | 3 | 3 | 2 | 2 |
| TOTAL CENSUS | 12-13 | 12-13 | 12-13 | 11 | 12 |

C. Job Preparation and Placement Services

The operator is responsible for ensuring that transitional jobs lead to full time employment and will be held accountable for long-term employment performance. The job development process must begin when participants commence transitional jobs.

Participants begin the vocational portion of the program with a Job Start Readiness Assessment, at which time it is determined whether a participant can work with a Job Developer to secure full-time employment or if they need to work with a Job Coach to address barriers to employment (e.g. personal presentation, ability to answer the conviction question in an interview).

Systematic, independent employment verification of participants at their full-time job placement must be made through the receipt of participant pay stubs, direct confirmation of employment with employers, or parole officers.

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D. Job Retention Services

Job retention services must be made available for 12 months after a participant is placed in a full time job.² Retention should involve both consistent one-on-one contact with participants, as well as retention incentives (called “Rapid Rewards” by CEO) for participants who achieve retention milestones.

Participants placed in a permanent job should be assigned to a Retention Specialist who makes contact with the participant within 24 hours of being placed. Following this contact the Retention Specialist must have a face-to-face meeting with the participant within 7 days of being placed. This meeting can be a field visit (e.g. at the participant’s place of employment) or in the program office.

The Retention Specialist is responsible for maintaining contact with the participant no less than twice a month, once face-to-face and one time by phone. During each contact, the Specialist:

- conducts an assessment centered on the CEO basic work behaviors contained in CEO’s *Passport to Success (See Appendix B)*; and
- assesses the probability of continued employment or job loss.; and

Retention services are expected to help the participant pursue career advancement and further education when appropriate; provide support and referral resources when barriers arise that threaten continued employment; and assist in the collecting of paystubs that can verify employment and in the delivery of Rapid Rewards retention incentives.

In the event of job loss, the Retention Specialist is responsible for making contact with the participant and bringing the participant back to the transitional employment and/or redevelopment services. A consistent protocol must be developed by the operator that defines circumstances under which Participants will not be brought back for redevelopment services (e.g. job loss due to violent behavior at work).

Every contact between a Retention Specialist and participant must be documented in Salesforce by the operator.

Retention Incentives: Rapid Rewards

Retention incentives, known as Rapid Rewards, must be provided that give participants some form of income support such as transit passes, food vouchers, work clothes, etc. for the period they are enrolled in retention services. Rapid Rewards are used both as motivator to keep individuals connected to the workforce and a tool for Retention Specialists to maintain contact with participants. Funds for these services are made available as part of this grant.

² Maintaining retention services for participants enrolled in the second year will be determined during the grant period and will be contingent upon available funding.

E. Case Management and Documentation

Effective case management must be provided by all vocational staff including Job Coaches, Job Developers, and Retention Specialists in order to assist participants in the transition from imprisonment to work and to link participants to other appropriate services. The Operator will be responsible for providing effective case management throughout a participant's engagement, with full documentation of all parolee-participant activities maintained within Salesforce.

A participant's job-related performance issues shall be specifically addressed by the Operator's Job Coaches and Job Developers. The staff may seek assistance in identifying additional services needed by the participant such as housing, educational opportunities, substance abuse treatment, domestic violence education, etc., primarily provided through a referral network. Articulation of the support services network is an important part of this application.

DRAFT

City Attorney

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OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO A GRANT AGREEMENT WITH VOLUNTEERS OF AMERICA OF THE BAY AREA (VOABA) IN AN AMOUNT NOT TO EXCEED \$2,065,000 FROM MAY 1, 2011 THROUGH JUNE 30, 2013 TO PROVIDE A TRANSITIONAL EMPLOYMENT PROGRAM FOR OAKLAND RESIDENTS ON PAROLE MODELED AFTER THE CENTER FOR EMPLOYMENT OPPORTUNITIES (CEO) BEST PRACTICE

WHEREAS, the City of Oakland as part of its overall violence prevention strategy, has supported transitional reentry employment as a key element under its Measure Y initiative; and

WHEREAS, the City of Oakland, is home to an estimated 3,000 individuals on state parole who frequently have substantial employment barriers; and

WHEREAS, the City of Oakland through Measure Y, currently funds a work crew transitional employment program for individuals on probation and parole and has found the strategy to be successful; and

WHEREAS, the City of Oakland is interested in replicating best practices from around the nation including New York's Center for Employment Opportunities (CEO) transitional employment program which served as a model for the Measure Y work crew program; and

WHEREAS, the City of Oakland has negotiated a public entity contract with the California Department of Corrections and Rehabilitation (CDCR) to implement a transitional employment program for individuals on parole providing litter abatement and other maintenance services on CalTrans rights-of-way in the Bay Area; and

WHEREAS, the public entity contract with CDCR is in an estimated amount of \$2,350,000 and extends from January 1, 2010 through June 30, 2013, of this amount the City will retain approximately \$285,000 to provide project management and the remaining funds of \$2,065,000, are available for the grantee; and

WHEREAS, the City of Oakland, Department of Human Services (DHS) conducted a Request for Proposal process, in keeping with CDCR's regulations, to identify an appropriate community provider to manage and implement the transitional jobs program based on the CEO model; and

WHEREAS, a review panel of experts in the field of reentry employment and project partners determined that Volunteers of America of the Bay Area submitted a proposal that best met the qualifications and was ranked the highest; and

WHEREAS, Volunteers of America of the Bay Area has extensive experience running a crew based program and in working with individuals on parole and is a current Measure Y grantee for the City in good standing; and

WHEREAS, the Department of Human Services wishes to enter into a grant agreement to run this transitional employment program from May 1, 2011 through June 30, 2013 in an estimated amount of \$2,065,000 to provide 200-250 individuals with transitional jobs, job placement and job retention services; now, therefore, be it

RESOLVED: That the City Administrator is hereby authorized to enter into a grant agreement with Volunteers of America of the East Bay to run this transitional employment program from May 1, 2011 through June 30, 2013 in an estimated amount of \$2,065,000 to provide 200-250 individuals with transitional jobs, job placement and job retention; and be it

FURTHER RESOLVED: That funds for this grant agreement with Volunteers of America of the Bay Area are available from the Department of Human Services Fund (2128), DHS Administration Organization (78111), Project to be determined, and Fostering Safe and Healthy Communities Program (SC22); and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized and directed to accept and appropriate any additional funding related to this contract that may become available without returning to City Council; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests and related actions which may be necessary in accordance with its basic purpose; and be it

FURTHER RESOLVED: That said grant agreement shall be approved as to form and legahy by the Office of the City Attorney and placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF and PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California