

**CITY OF OAKLAND
AGENDA REPORT**

OFFICE OF THE CITY CLERK
2006 APR 11 PM 12:29

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: April 25, 2006

RE: A Report and Request to Authorize the Release of a Request for Proposals for the Selection of a Qualified Community Based Organization, Public Agency or a Partnership of Such Organizations to Implement the Transitional Jobs Program Strategy of the Measure Y: Violence Prevention and Public Safety Act of 2004

SUMMARY

Staff requests the City Council's authorization to release a Request for Proposals (Attachment A) for the selection of a community based organization, public agency or a partnership of such organizations to implement the Transitional Jobs program strategy of the Measure Y: Violence Prevention and Public Safety Act of 2004 (Measure Y: VPPSA). Staff recommends the \$540,028 approved by the City Council for this program component be used to enable young adults on probation or parole to become gainfully employed as quickly as possible with a program design that enhances job retention and advancement.

FISCAL IMPACT

These funds, a total of \$540,028, are located in the Violence Prevention and Public Safety Act of 2004 Measure Y Fund (2251), HHS Administration organization (78111), DHS Measure Y Transitional Jobs - Wage Pool Project (G261263). There is no impact on the General Fund.

BACKGROUND

There are five program strategies that address the employment and training needs of at-risk youth and young adults in the Measure Y: VPPSA. They are:

- Intensive Reentry Training and Employment
- Crew- Based Sheltered Employment
- After School Job Training
- Subsidized Summer Youth Employment
- Transitional Jobs

Three of the above program strategies (Intensive Reentry Training and Employment, Crew-Based Sheltered Employment and After School Job Training) were included in the competitive RFP funding (see companion report to City Council for more information). The Subsidized Summer Youth Employment program strategy was not included in the competitive funding process but was allocated directly to the Oakland Mayor's Summer Jobs program. All four of the above mentioned employment and training program strategies concentrate on providing ex-

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Public Safety Committee
April 25, 2006

offenders with some degree of intensive training, supportive services and subsidized employment.

The Transitional Jobs program strategy was a concept originally designed to provide wage subsidies and other incentives to entice employers to hire young adults on probation and parole in Oakland. However, research regarding providing financial incentives to employers to hire welfare to work participants found that they do not generally increase the employer's likelihood of hiring a former welfare to work recipient.¹ In addition, further best practices research and a review of current program strategies reveal that young adults on probation and parole need a choice of employment and training programs that vary in their degree of intensity.² This report outlines how the Community and Economic Development Agency, Workforce Development Unit will implement the Transitional Jobs program strategy to better address the needs of young adults on probation or parole.

KEY ISSUES AND IMPACTS

Effective Job Training Models for Hard to Serve Populations

It is widely accepted that providing ex-offenders with jobs is an effective technique in avoiding recidivism. Available research and evaluation of job training and placement programs for "hard to serve" populations such as ex-offenders reveals there are two types of effective job training and placement programs.³ The "work first" model is designed around the notion that employing people right away is the priority and more intensive training and education for career advancement is provided while the person is employed. The intensive job training and subsidized employment model provides participants with a certain amount of training (life skills or other more intensive career oriented training) first and then provides them with a subsidized job for another limited period of time (from 3 months to 1 year). They are then assisted with finding unsubsidized, long term employment. The Intensive Reentry Training and Employment, Crew-Based Sheltered Employment and After School Job Training program components of Measure Y:VPPSA fall into the later category. Both of the models described above have proven successful in placing and retaining hard to serve populations in jobs.⁴

The Varying Job Training and Placement Needs of Young Adults on Probation and Parole

Research and evaluation also suggests that offering a variety of different programs that meet the needs of young men on probation and parole "where they are at" are more successful than providing them with a one size fits all program.⁵ For example, longer term employment and training programs best serve ex-offenders who require intense job training, life skills and subsidized employment before they can be successful in the real work world. However, evidence

¹ Kotloff, Lauren. "Leaving the Streets: Young Fathers Move from Hustling to Legitimate Work." Philadelphia, Public/Private Ventures, February, 2005.

² Kotloff, Lauren. "Leaving the Streets: Young Fathers Move from Hustling to Legitimate Work." Philadelphia, Public/Private Ventures, February, 2005.

³ Solomon, Amy, et al. "From Prison to Work: The Employment Dimensions of Prisoner Reentry. A Report of the Reentry Roundtable." Washington, DC. Urban Institute, Justice Policy Center. October, 2004. Page 22.

⁴ Solomon, Amy, et al. "From Prison to Work: The Employment Dimensions of Prisoner Reentry. A Report of the Reentry Roundtable." Washington, DC. Urban Institute, Justice Policy Center. October, 2004. Page 22.

⁵ Kotloff, Lauren. "Leaving the Streets: Young Fathers Move from Hustling to Legitimate Work." Philadelphia, Public/Private Ventures, February, 2005.

suggests that some young adults on probation and parole are ready for work as soon as they are released but need support to stay employed and to advance to higher paying jobs. Many of these young adults on probation and parole face a great deal of pressure from family members to become employed as soon after they are released as possible. Some members of this target population are also hesitant to join a program that requires lengthy training and life skills components before they can become eligible for job placement. Such young adults on probation and parole would be more willing to join a re-entry program if they could find work in an unsubsidized job as soon as possible.

Diversifying Measure Y:VPPSA Employment and Training Program Strategies

Measure Y:VPPSA already funds three Employment and Training program strategies that follow the intensive job training and subsidized employment model. Therefore, staff recommends releasing a Request for Proposals through the Measure Y: VPPSA Transitional Jobs program component to serve the needs of Oakland’s population of young adults on probation and parole by employing a “work first” model. This program strategy will fund a community based organization, a public agency or a partnership of such organizations to provide unsubsidized job placement and supportive services to young adults on probation and parole with an emphasis on ensuring job retention and career advancement. This will diversify the type of employment and training programs available through Measure Y:VPPSA and, therefore, better meet the needs of the target population. Attracting and retaining more young adults on probation and parole in programs that provide supportive and job retention services will reduce recidivism and, in turn, reduce violence in Oakland.

PROGRAM DESCRIPTION

Request for Proposal Requirements

Up to three community based organizations, public agencies or partnerships will be allocated up to a total of \$540,028 in Transitional Jobs funding to provide direct job placement with supportive services and ongoing follow up to no less than 80 participants. This organization or partnership will be chosen through a competitive RFP process. The target population for this program strategy is young adults (18-35) on probation or parole and first priority will be given to clients served by the Measure Y: VPPSA Project Choice program component. Preference will be given to Measure Y: VPPSA Project Choice participants in a further effort to create a seamless support system for Measure Y: VPPSA participants. Participants enrolled in Measure Y:VPPSA Intensive Reentry Employment and Training and the Crew-Based Sheltered Employment program strategies are not eligible to receive services through this program strategy because they will already receive job placement and retention services.

Transitional Jobs program strategy participants will be provided with a brief life skills and job training component and will then be placed in subsidized or unsubsidized employment at a minimum average of 30 hours per week, with the goal of earning the City’s Living Wage by six months following placement.⁶ Participants will receive ongoing job retention and career advancement services for at least one year following original placement in unsubsidized employment. This will be a strictly performance based contract. Therefore,

⁶ The living wage is \$9.90 per hour for jobs with benefits and \$11.39 per hour for jobs without benefits.

funding will be released only when participants reach specific benchmarks. Such benchmarks will include placing participants in a job, and then meeting employment retention targets of 30, 90 and 180 days. Program related expenses such as client support services (e.g., transportation, child care costs, cost of uniforms and/or career advancement stipends to pay for education or training expenses for those participants who exceed 180 day job retention) and wage subsidies for a limited number of participants are an allowable use of funds but will be a part of the benchmark reimbursements.

Partnerships with the Alameda County Probation Department, the California Department of Corrections Parole Division serving Oakland, education and training programs, and a strong relationship with employers willing to hire ex-offenders will be highly encouraged. Non-profit community based organizations or public agencies are permitted to apply for funding through this RFP. For profit organizations may join a partnership led by a non-profit organization as a subgrantee. Priority will be given to Oakland-based organizations.

Request for Proposals Timeline

If City Council approves the RFP, staff will release an official copy on Thursday, May 4, 2006. Applications must be submitted prior to Wednesday, May 24, 2006 at 5pm in order to be considered. Preliminary determinations of the funded proposal will occur by June 1, 2006. Staff anticipates bringing a report with final funding recommendation's to City Council for approval in July 2006, with services commencing in August, 2006 for eleven (11) months. Similar to the other Measure Y:VPPSA agreements, the City and the service provider may renew the contract for two (2) additional 12-month periods, subject to satisfactory performance, availability of City funds, and City Council approval.

Proposal Review Process

City staff from the City Administrator's Office, Community and Economic Development Agency and Department of Human Services will work with outside experts to conduct a thorough review of all proposals submitted. Outside panelists will be selected for their expertise in key areas including: violence prevention, employment, training and providing services to ex-offenders. The panel will be comprised of readers with varied programmatic experiences in the public and non-profit sectors.

SUSTAINABLE OPPORTUNITIES

Economic:

The Transitional Jobs component of Measure Y will enhance business development and retention by providing employers with qualified workers and ongoing job retention support.

Environmental:

No environmental impacts are anticipated.

Social Equity:

Providing young adults on probation and parole with job placement and retention services will enable them to achieve a greater degree of social equity.

DISABILITY AND SENIOR CITIZEN ACCESS

All programs funded through Measure Y: VPPSA are accessible to persons with disabilities and mobility impaired seniors. All Measure Y: VPPSA programs contribute to increasing the safety of Oakland communities which is particularly beneficial to residents with disabilities and seniors.

RECOMMENDATION AND RATIONALE

Staff recommends that the City Council approve the release of a Request for Proposals (RFP) for the Transitional Jobs program strategy of Measure Y: VPPSA. The RFP as currently designed raises job placement and retention expectations through a strong performance-based contract, which will add a direct job placement program strategy to the Measure Y: VPPSA spectrum of violence prevention programs.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council authorize the release of a Request for Proposals for the selection of a qualified community based organization, public agency or a partnership of such organizations to implement the Transitional Jobs program strategy of the Measure Y: Violence and Public Safety Act of 2004.

Respectfully submitted,



ANDREA YOUNGDAHL
Director, Department of Human Services

Reviewed by:
Sara Bedford
Manager, Policy and Planning Unit

Prepared by:
Al Auletta
Workforce Development Manager, CEDA

Page Tomblin
DHS Planner

Attachment A – RFP for Transitional Job

**APPROVED FOR FORWARDING TO
THE PUBLIC SAFETY COMMITTEE:**



OFFICE OF THE CITY ADMINISTRATOR

DRAFT - NOT FOR RELEASE

The Violence Prevention and Public Safety Act of 2004

Measure Y
Fiscal Year 2006-07 Funding Cycle

**Request for Full
Proposal
for Transitional Jobs**

Open to All Bidders

ISSUE DATE:

Thursday, May 4, 2006

MANDATORY BIDDER'S CONFERENCE:

Monday, May 8, 2006; TBA PM
Department of Human Services
150 Frank H. Ogawa Plaza, 4th Floor
Oakland, CA 94612

FULL PROPOSALS DUE:

Wednesday, May 24, 2006; before 5:00 PM

SUBMIT FULL PROPOSAL TO:

City of Oakland
Department of Human Services
Attn: VPPSA Programs
150 Frank H. Ogawa Plaza, Suite 4340
Oakland, CA 94612



**Violence Prevention and
Public Safety Act of 2004**

City of Oakland
Department of Human Services
150 Frank Ogawa Plaza,
4th Floor
Oakland, Ca 94612

<http://www.oaklandhumanservices.org/initiatives/measurey.htm>

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Overview

On November 2, 2004, Oakland voters demonstrated their commitment to the safety and the well being of all City residents, especially youth, by passing Measure Y, The Violence Prevention and Public Safety Act of 2004 (Measure Y: VPPSA). Voters approved a new parcel tax and a parking surcharge on parking in commercial lots in order to fund community police officers, violence prevention programs, and increased fire and paramedic services. Specifically, VPPSA will:

Fire Department

- Eliminate rotating closures of fire stations citywide
- Reopen 2 engine companies for total strength of 25 engine companies and 7 truck companies, 24/7
- Expand paramedic services from 25 units to 33 within 3 years
- Enhance the Fire Department's community programs that reach Oakland youth

Police Department

- Hire at least 63 sworn police officers, bringing total sworn strength to 802, including:
- One officer for each community policing beat (43 officers added to 14 currently authorized)
- Six additional Crime Reduction Team officers to focus on homicides and drug dealing
- Additional officers for school safety, truancy, domestic violence and child abuse

Violence Prevention Services with an Emphasis on Youth and Children:

Expand preventative social services provided by the City of Oakland, or by adding capacity to community based nonprofit programs with demonstrated past success for the following objectives:

- a) Youth outreach counselors: hire and train personnel who will reach out, counsel and mentor at-risk adolescents and young adults by providing services and presenting employment opportunities.
- b) After and in-school programs for youth and children: expand existing City programs and City supported programs that provide recreational, academic tutoring and mentoring opportunities for at-risk adolescents and children during school hours; expand truancy enforcement programs to keep kids in school.
- c) Domestic violence and child abuse counselors: make available counselors who will team with police and the criminal justice system to assist victims of domestic violence or child prostitution and to find services that help avoid repeat abuse situations; expand early childhood intervention programs for children exposed to violence in the home at an early age.
- d) Offender/parolee employment training: provide parolee prerelease employment skills training and provide employers with wage incentives to hire and train young offenders or parolees.

Of the total proceeds spent on Police and Violence Prevention Services (all funds not included in the \$4,000,000 for Fire and Paramedic Services), not less than 40% must be allocated to Violence Prevention Services (the specific violence prevention programs funded by the VPPSA and approved by Oakland's City Council). The remaining funds (equal to \$9 million in FY 05-06) are allocated to Police Services.

The City of Oakland -Department of Human Services (DHS), in coordination with the City of Oakland, Community and Economic Development Department's (CEDA) Workforce Development Unit, is in the process of administering approximately \$6 million in designated violence prevention funds. In the fall of 2005, DHS and CEDA's Workforce Development Unit began a competitive funding process to allocate \$3.7 million of the program strategies to nonprofit, community based organizations and public agencies. City Council approved the funding recommendations for these program strategies on May 4, 2006 and funding will begin on July 1, 2006. The remaining \$2.3 million was allocated directly to specific qualified community nonprofit organizations, public agencies, or City of Oakland programs to implement specific program strategies per City Council's directive. For more information about this funding process and detailed descriptions of the program strategies, please visit the DHS Measure Y website at: <http://www.oaklandhumanservices.com/initiatives/VPPSA>.

Background on the Measure Y:VPPSA Employment and Training Funding Component

Measure Y: VPPSA sets the following parameters for the use of Measure Y employment and training funds:

To "[e]xpand preventative social services provided by the City of Oakland, or by adding capacity to community based nonprofit programs with demonstrated past success for the following objectives: . . . Offender/parolee employment training: provide parolee prerelease employment skills training and provide employers with wage incentives to hire and train young offenders or parolees.

Thus, employment and training is a crucial strategy for all of the Measure Y: VPPSA target populations. Investing in employment opportunities for truant, drop out and suspended/expelled youth keeps them engaged and builds strong basic work habits. For youth and young adults on probation and parole, although education is the most important goal, the need for money is real and pressing. Moreover, for young adults on probation and parole in particular, the pressure to work is enormous. Many have families that were without financial support during their incarceration, yet young men returning from prison frequently lack education and have little to no job experience. Another barrier for these young adults is the reluctance of employers to hire people with criminal records and therefore the near impossibility of establishing work experience.

Measure Y: VPPSA attempts to address this need in its Employment Funding Component. This component has five program strategies and three of those strategies (Intensive Reentry Training and Employment, Crew- Based Sheltered Employment and After School Job Training) were included in the competitive funding process described above (please see the attached Violence Prevention Program Strategies Chart in Appendix I for a brief description of these program strategies). The Subsidized Summer Youth Employment program strategy was not included in the competitive funding process but was allocated directly to the Oakland Mayor's Summer Job's program to provide 110 job placements for high risk youth. All four of the above Employment and Training program strategies concentrate on providing ex-offenders with intensive training, supportive services and subsidized employment.

The Transitional Jobs/Wage Pool program strategy was a concept originally designed to provide wage subsidies and other incentives to entice employers to hire young adults on probation and parole in Oakland through a competitive RFP process developed after the first round of funding was announced. However, further best practices research and a review of current program strategies reveals that young adults on probation and parole need a choice of employment and training programs that vary in their degree of intensity and meet this target population "where they are at."¹ For some young adults on

¹ Kotloff, Lauren. " *Leaving the Streets: Young Fathers Move from Hustling to Legitimate Work.* " Philadelphia, Public/Private Ventures, February, 2005.

probation and parole this means providing an intensive level of service that includes rigorous job training and subsidized employment (e.g. Intensive Reentry Training and Employment, Crew- Based Sheltered Employment and After School Job Training and Subsidized Summer Youth Employment). However, for other young adults on probation on parole “meeting them where they are at” means providing them with a brief life skills and job training component and then immediate placement in an unsubsidized job with some supportive services. Both types of programs have proven successful in placing and retaining hard to serve populations in jobs.² On May 2, 2006, City Council approved staff recommendations to release this Request for Proposals to fund a community based organization or a public agency to provide unsubsidized job placement and supportive services to young adults on probation and parole with an emphasis on ensuring job retention.

Transitional Jobs Program Strategy

Summary

The Transitional Jobs program strategy will provide direct job placement with supportive services and ongoing follow up to those young adults on probation and parole that do not need intensive job training.

Target Population

Young adults (18-35) on probation or parole. First priority will be for Project Choice clients. Participants in the Intensive Reentry Employment and Training and the Crew-Based Sheltered Employment program strategies are not eligible to receive services through this program strategy.

Performance Measures & Outcomes

The community based organization or public agency receiving funding for this program strategy will enter into a performance based contract with the City of Oakland. This means that the contractor will be paid a fixed fee for a series of benchmarks each client reaches in obtaining and retaining an unsubsidized job. Those fees will cover all of the contractors operating costs, administrative costs, and overhead. Any expenditures for client support services and wage subsidies will be reimbursed on an at cost basis only. These benchmarks include:

- 30 day retention in employment - 20% of total placement funding
- 90 day retention in employment - 35% of total placement funding
- 180 day retention in employment -45% of total placement funding

Required Service Activities and Program Design Elements

Young adults on probation or parole (aged 18-35) will be provided with life skills and job training that is no longer than two-weeks in duration. They will then be placed in employment at a minimum average of 30 hours per week making no less than the City of Oakland’s living wage after six (6) months of employment.³ Clients will receive ongoing job retention and career advancement services for at least one year following original placement in unsubsidized employment. This program strategy will work in coordination with contractors of Measure Y:VPPSA’s Project Choice program strategy. Program related expenses such as client support services and wage subsidies are an allowable use of funds. Examples of client support services include: transportation, child care costs, cost of uniforms and career advancement stipends to pay for education or training expenses to those participants who exceed 180 day job retention.

² Solomon, Amy, et al. “From Prison to Work: The Employment Dimensions of Prisoner Reentry. A Report of the Reentry Roundtable.” Washington, DC. Urban Institute, Justice Policy Center. October, 2004. Page 22.

³ The living wage is \$9.90 per hour for jobs with benefits and \$11.39 per hour for jobs without benefits.

Eligible Applicants

Non-profit community based organizations or public agencies are permitted to apply for funding through this RFP. For profit organizations may join a partnership led by a non-profit organization as a subgrantee. Priority will be given to Oakland-based organizations.

Partnerships

- Partnership with Project Choice providers to refer participants will be negotiated after funding is awarded.
- Relationships with parole and adult probation are recommended but not required.
- *Strong relationships with employers willing to hire formerly incarcerated job candidates are highly recommended.*
- Education and training partners such as Adult Education or partners in the Workforce Investment System are recommended.

Approximate Funding & Pricing

\$540,028 is allocated to a maximum of **three (3)** agencies or partnerships to offer services to a minimum of 80 clients per year that retain employment for a minimum of 180 days. Those applicants displaying a lower cost per client ratio and a track record of success will receive priority in funding.

Payment and Performance

As described above, this is a strictly performance based contract. Payments will be made as program participants reach each of the three milestones. The initial payment is made after the participant is employed for 30 days, the second is made after employment is retained for 90 days and final payment is made after the participant has retained employment for 180 days. A job is considered retained along the following guidelines:

- The job was obtained as a direct result of the job placement activities of the organization or partnership receiving funds for this program strategy and substantiated by the employer; or
 - ▶ The job was obtained by the individual as a result of the job preparation activities and services provided by the contractor. The job will be considered to have resulted from the services provided by the contractor if the date of hire occurs within 75 days of completing the formal job preparation activities.
- The individual is employed at least an average of 30 hours per week during the retention period be claimed.
- At the 180 day benchmark, all participants must be earning the City of Oakland living wage.⁴

⁴ The living wage is \$9.90 per hour for jobs with benefits and \$11.39 per hour for jobs without benefits.

Application Process

Organizations and partnerships submitting a full proposal for the Transitional Jobs program strategy must submit applications prior to **Wednesday, May 24, 2006 at 5pm**. Preliminary determinations of the funded proposal will occur by June 1, 2006. The City anticipates that contracts with awardees will be finalized by City Council approval in July, with services commencing in August of 2006 and ending June 30, 2007.

Organizations selected to provide services may be contracted by the City of Oakland for a term longer than 10 months after fiscal year 2006-07. **However, full proposals should reflect the costs and measurable outcomes for eleven (11) month period.** Upon mutual agreement, the City and the service provider may renew the contract for two (2) additional 12-month periods, subject to satisfactory performance, availability of City funds, and City Council approval.

Review Process

A successful proposal will include the following six critical elements:

1. Strong service track record, particularly with the targeted populations and geographic areas
2. Incorporation of best practices into program design
3. Clear, specific outcomes linked to violence prevention and consistent with Measure Y parameters
4. Service activities that clearly lead to identified outcomes
5. Demonstrated partnerships
6. Leveraged resources

City staff from the City Administrator's Office, Community and Economic Development Agency and Department of Human Services will work with outside experts to conduct a thorough review of all full proposals submitted. Outside panelists will be selected for their expertise in key areas including: violence prevention, employment, training and providing services to ex-offenders. The panel will be developed representing readers with varied programmatic experience in the public and non profit sectors.

Panels will conduct a thorough review of each proposal using a consistent evaluation rubric. During the proposal review, the panel will also look at how collaborations and other strategies might maximize the use of resources. Panelists may request follow up information from applicants.

Final funding recommendations will be brought to City Council for approval.

Deadlines

Invitations to submit full proposal:	Thursday, May 4, 2006
Mandatory Bidders Conference:	Monday, May 8, 2006; Time and Place TBA
Full proposals due:	Wednesday, May 24, 2006 ; 5:00 PM
Funding Recommendations Announced:	June 1, 2006 via email
Contracts begin (pending City Council Approval)	August 1, 2006

Submittal Requirements

- Applicants must submit **one (1)** original plus **five (5)** hard copies of the completed, signed Full Proposal, and **one (1)** electronic copy (on CD or diskette)
- Full proposals are due **Wednesday, May 24, 2006 before 5:00 p.m. PST.**
- All proposals must be **hand delivered**, complete to the City of Oakland, Department of Human Services, 150 Frank Ogawa Plaza, 4th Floor, Oakland, CA 94612.

- **Late applications WILL NOT BE ACCEPTED.** There are no exceptions.

Appeals

All appeals concerning full proposals shall be written and must specify in detail the grounds of the appeals, the facts and evidence in support thereof and the remedy sought. Only the following matter may be appealed:

The Department's failure to follow any procedure, requirement, or evaluation criterion in this request for proposals.

Written appeals shall be hand delivered to the Director of the Department conducting the protested funding process and the Manager who is conducting the funding process (as indicated below) by **Friday, June 9, 2006 by 5pm.**

Director of Department: Ms. Andrea Youngdahl
Director
City of Oakland
Department of Human Services
150 Frank H. Ogawa Plaza, 4th Floor
Oakland, CA 94612-2092

Manager: Ms. Sara Bedford
Policy and Planning Manager
City of Oakland
Department of Human Services
150 Frank H. Ogawa Plaza, 4th Floor
Oakland, CA 94612-2092

The Director of the Department will review each appeal and deliver a decision in writing.

Grant Requirements

Organizations funded by VPPSA will be required to collect data necessary for an independent evaluation. Cost of this data collection should be included in the benchmark achievement payment schedule. Organizations will also be required to submit quarterly progress reports that include the number of clients that have reached the intended benchmarks resulting in payment. At any time during or before a contract is issued, City of Oakland staff or members of the review panel may conduct site visits, interviews, and/or undertake other means to verify applicants' provision of services before making a final determination of grant awards.

Post Award Requirements

After grant award announcements are made, grantees will work with the City of Oakland to develop a contract. Contracts with funded agencies will not be considered complete until the following documents and assurances are submitted:

- Signed Contract
- Revised scope of work and budget with accompanying narratives using correct forms
- Declaration of Compliance with the Living Wage document
- Campaign Contribution Form
- Insurance Certificates, endorsements and waiver letters (if applicable)
- Independent Contractor Questionnaire

- IRS Letter as proof of 501 (c) (3) status dated 2004 or later
- Active Corporate Status
- Current Oakland Business Tax Certificate
- Nuclear Free Zone Disclosure
- Declaration of Compliance with the Americans with Disability Act
- Applicants must also comply with all local, state and federal laws that prohibit discrimination based on race, color, national origin, age, gender, sexual orientation or gender, or disability.
- Declaration and supporting documentation of compliance with the Equal Benefits Ordinance.

Questions and Technical Assistance

A **mandatory bidder's conference**/technical assistance session will be held:

Monday, May 8, 2006
Time TBA
Place TBA

Questions regarding the proposal process can be **submitted by email only** to aauletta@oaklandnet.com.

Full Proposal Instructions

Formatting Requirements

Proposal narratives and attachments must be written on 8 1/2 x 11 inch paper, with 1 inch margins on all sides. All text, including charts and tables, must be double spaced (except for the outcomes and services activities section). Please use standard 12 point font. Do not print pages double sided. Proposal narratives must not exceed **16** pages and should be numbered consecutively. Please do not staple or bind proposal. Binder clips or paper clips will suffice. All pages in the proposal narrative must have the following header:

Name of the Lead Agency (Top Left)	Project Title (Top Center)	Page Number (Top right)
---------------------------------------	-------------------------------	----------------------------

Elements of a Full Proposal

Complete proposals will have the following elements in the following order. Please review the checklist on the coversheet prior to submitting your proposal. Incomplete proposals will not be considered. Only the requested elements will be reviewed, please do not submit additional attachments, as they will not be considered.

- Cover Sheet – *electronic template provided*
- Proposal Narrative- including agency specific questions from invitation letter (not to exceed 16 pages)
- Attachment A - Scope of Work for FY 2006-07 - *electronic template provided*
- Attachment B - Budget form for FY 2006-07 - *electronic template provided*
- Attachment B1-3 – Budget form for Subgrantees for FY 2006-07 (if applicable) - *electronic template provided*
- Attachment C- Budget Narrative for FY 2006-07
- Attachment C 1-3- Budget Narrative for Subgrantees FY 2006-07 (if applicable)
- Attachment D - Resumes or Job Descriptions for key positions
- Attachment E - IRS Letter of not-for-profit status
- Attachment F - MOUs or Letters of Agreement with all partners and subgrantees
- Attachment G- Financial Statements or Audit
- Schedule C1 – ADA Compliance Declaration
- Schedule D – Professional Services Questionnaire
- Schedule M, Part A – Independent Contractor
- Schedule N- Living Wage
- Schedule N-1 or EBO Certificate Equal Benefits, Declaration of Non-Discrimination
- Schedule O - Campaign Contributions Form

Proposal Narrative

Proposal narrative is not to exceed 16 pages. Additional pages will not be read. The sections of the program narrative are described below with suggested page length for each section. Some of the information may be taken directly from a previously submitted preliminary proposal.

1. Agency History and Capacity (2 - 3 pages double spaced)

- Elaborate on the demonstrated past success the lead organization has in providing similar services to the target population including the size and scope of the programs. This includes the results of outside evaluations.
- If this is a collaborative proposal, please provide detailed history of the lead organization in managing collaborating groups receiving funding from a grant. If the organizations are an established collaborative, please provide the history of their work together and the results.
- If this is a collaborative proposal with subgrantees, please provide background and evidence of demonstrated past success of each subgrantee to provide similar services to the target population. This includes the results of outside evaluations.

2. Performance Outcomes (No more than a ½ page single spaced)

The community based organization or public agency receiving funding for this program strategy will enter into a performance based contract with the City of Oakland. This means that the contractor will be paid a fixed fee for a series of benchmarks each client reaches in obtaining and retaining a job. Those fees will cover all of the contractors operating costs, administrative costs, and overhead. Any expenditures for client support services and wage subsidies will be reimbursed on an at cost basis only and should not be included in this reimbursement. These benchmarks include:

- 30 day retention in employment - 20% of total placement funding
- 90 day retention in employment - 35% of total placement funding
- 180 day retention in employment -45% of total placement funding

3. Service Activities and Reimbursement (No more than a ½ page single spaced)

What are the most important activities that will help you achieve your measurable outcomes and for which you will receive payment. Please list up to four (4) of the most important service activities, briefly describing them in 1-3 sentences each. Include **frequency, duration, and number served**.

Example:

- *30 hours of life skills and job training for 80 clients resulting in employment for each client by October 31, 2006.*

4. Program Design (4-8 pages double spaced)

- Before writing this section, please read the details on the Transitional Jobs program strategy on page 5 of this document. Successful proposals need to address the required design elements and to meet planned service levels.
- Basic program design. Please include the rationale or logic model for the program design. This is your opportunity to create the story of why your specific agency's history and

proposed service activities will lead to the outcomes you have identified in the neighborhoods and with the populations specified. Include information on the “best practices” that are employed in your design.

- **Program specific questions.** Please address these questions in your program narrative:
 - What type of life skills and job training will you provide to clients? Is this part of an already established curriculum?
 - Clearly identify the agency’s/collaborative’s ability to conduct outreach to various ethnic and linguistic minorities.
 - Define your plan for receiving referrals from programs funded under the Project Choice program strategy.
 - Outside of Project Choice clients, how will you recruit eligible clients?
 - Does your organization or partnership have the capacity to fund services under this type of performance based contract? Please explain how this will be achieved.
 - What type of support services will you offer to participants? Will you offer incentives (such as support for education or training) for participants to move on to higher paying jobs?
 - How will you leverage resources to provide support services to clients that will better ensure job retention and advancement (e.g., GED preparation classes, affordable housing, child care support, transportation)?
 - Detail your relationship with Bay Area employers willing to consider ex-offenders as job candidates. What are the obstacles you for see in placing clients? How will you overcome them?
 - If you plan on using funds for subsidizing employment, how will your organization or partnership manage the payment process to participants?
 - Will this funding be part of a more comprehensive program of wraparound services available to participants (such as mental health, substance abuse or affordable housing)? Are there partnerships in place to provide these services if they are not provided through your agency or partnership?
 - Do you have an existing relationship with Police or Probation? If not, have you developed a relationship for this proposal?
- **Target Population and Geographic Area.** Who are you serving? What ages are they? What are the racial and ethnic backgrounds of the youth you are expecting to serve? What neighborhoods do you expect they will come from? What is your recruitment strategy? How will you determine whether a potential client is Measure Y: VPPSA eligible (Oakland resident, on probation or parole, aged 18-35)? Where are your offices physically located? Where will your Measure Y: VPPSA funded services be provided?
- **Partnerships with agencies and institutions collaborating with you on this project.** Detail how your partnerships enhance the outreach, recruitment, and/or overall comprehensiveness of services provided. How do your partnerships create a holistic and comprehensive service system for your clients? You should especially detail information about institutional partners such as Alameda County Probation, Oakland Police Department, or Adult Education. Have you worked with this partner before? What have been the results? Have you worked out issues such as data sharing, identifying clients, and referral protocols? How will you communicate with each other to ensure a quality partnership? Provide *as attachments* Letters of Agreement or MOUs for each key partner.

- Your program will be a part of the VPPSA continuum of services for children, youth and young adults at high risk for involvement in violence. How do you see your program fitting into this continuum and potentially working with VPPSA programs and partners?

5. Staffing Qualifications (1-2 pages double spaced)

- Identify the key staff in the lead agency that will be funded if a grant is awarded, including their expected roles, estimated percent FTE on the program, their language capacity and cultural competence, and their experience implementing similar projects.
- Identify the person who will have primary responsibility for managing the project and discuss their experience in managing similar projects.
- Identify the types of staff that will be working on the project and what their minimum qualifications would be.
- If this is a collaborative proposal, please provide information on the staff person at the lead agency who will be responsible for managing the collaborative and discuss their experience in managing similar collaborative efforts.
- If this is a collaborative proposal with subgrantees, describe key staff in the subgrantee agency that will be funded if a grant is awarded, including their expected roles, language capacity and cultural competence, estimated percent FTE on the program and their experience implementing similar programs.
- Provide *as attachments* the resumes of the key staff or job descriptions for new positions.

6. Leveraging and Fiscal Responsibility (1-2 pages double spaced)

- Provide a list of funding sources, the duration of the funding and explain how these sources will support or enhance this project.
- Please indicate if your agency can leverage other funding streams such as the Workforce Investment Act (WIA), Targeted Case Management (TCM) or Medi-Cal Administrative Activities (MAA).
- Provide information on the experience of your fiscal department in managing government grants and contracts.
- Provide information on how your organization or partnership will manage a performance based contract without start up costs, such as the one outlined in this RFP.

Required Attachments

1. **Cover Sheet** – Please fill out the attached Cover Sheet document and put it at the front of your completed proposal.

2. **Attachment A - Scope of Work** – Please fill out the attached Scope of Work document and have it directly follow your narrative. Instructions are as follows:
 - **Activities** - State ALL the service activities for the proposed program(s) that will help you achieve your measurable outcomes. This includes hiring of staff, training, outreach, planning curriculum, collaborative partnership meetings, and the actual service activities.
 - **Number Served** – State the number of participants for the activity. If the activity is not related to the delivery of services to participants but to hiring of staff, planning or managing the collaborative, etc., write N/A.
 - **Frequency of Activity and Number of Hours** – State the number of times the activity will occur in a given week or month and the number of hours that activity will last each time it is offered. If the activity is not related to the delivery of services to participants but to hiring of staff, planning or managing the collaborative, etc., write N/A.
 - **Dates of Activity** – Indicate the dates the activities will commence for the first time and when they will end.
 - **Staff Responsible and Name of Organization (if collaborative)** – Indicate the staff working on that specific activity and, if you are working in a collaborative, than indicate the name of the organization with whom the staff person is associated.

3. **Attachment B - Budget Form** – The budget is an important component of your proposal. This document links the funding requested with specific elements of the project proposed. Therefore, the budget proposed should be an appropriate and accurate projection of the project expenses. The budget form attached shows the format in which costs associated with the proposed project should be identified. Listed within each category below is a description and examples of the information that we require in order to review your proposed budget. The yellow cells in the budget spreadsheet provided for you are the ones that are to be filled in. The white cells are not to be filled in. Note: Cost categories should not be changed or renamed.

In addition to the information required on the line-item budget form, include a detailed description of the activities of each position as it relates to the project in the budget narrative (Attachment B). The instructions below are for both the budget form and the budget narrative.

I. Direct Costs

A. Personnel

Please list the positions that are related to direct service in some way for this project. Also specify the full time yearly salary, the full time equivalent (FTE) spent on the project and the amount of funds covered by Measure Y and the amount of funds covered by other sources. The total will be calculated for you.

Sample Narrative: The Project Coordinator is responsible for planning, organizing, and directing the implementation and operations of this project. The base salary for the Project Coordinator is \$40,000. The Project Coordinator will be working on the project half time for 12 months for a total cost of \$20,000.

Fringe and Benefits: This line item represents benefits (health, dental, etc.) as well as mandatory employment costs such as FICA, Social Security, SDI, and unemployment taxes. Indicate what benefits will be provided and how the amount was calculated in the budget narrative.

B. Other Direct Costs

List costs that are directly associated with operating the project. For each line item, describe how estimates were determined in the budget narrative.

Please detail how much is being requested from Measure Y.

Sample text:

"Total program amount is ___. VPPSA budget request is ___."

Duplicating/Copying

Copying, duplicating, and printing costs associated with this project. Please specify if any outside duplication services will be used.

Sample Narrative: The total requested budget is \$1,200 per year based on 100 per month x 12 months.

Equipment Lease Agreement(s)

Any equipment, furniture or appliances leased for use on this project

Sample Narrative: A rental copy machine costs \$200 per month and will be used 25% for this project. Total cost is \$200 x 25% x 12 = \$600.

Equipment/Furniture Purchase

VPPSA permits purchase of equipment and capital items for use by program participants. However, any single item costing \$500 or more is considered a capital expenditure and the City retains title of all such items and reserves the right to exercise its ownership. Grantees will be required to provide the City with a list and description of any and all items costing \$500 or more that are purchased by Measure Y funds.

Itemize the equipment requested and include a statement outlining the ways in which the equipment will be used by VPPSA clients to fulfill project goals. You should explore the option of purchasing vs. leasing/rental, and explain your choice. Generally, Measure Y VPPSA will support only a portion of high-cost equipment line items. Therefore, you should explore whether other sources of funds can be obtained for equipment.

Facility Rental and Costs

These are the pro-rated costs of space rental, utilities, building maintenance and other occupancy costs that are directly used to provide the services for this project.

Sample Narrative: The organization's cost for space rental, utilities and janitorial services is \$3,000, \$1,500, and \$500 respectively for a total of \$5,000 per month or \$60,000 per year. Thirty percent of the facility will be used for the proposed program, so the direct occupancy cost is \$18,000.

General Office Supplies/Software

These are the costs of office supplies and software associated with the proposed project.

Sample Narrative: The requested supply budget is \$1,200. This covers \$100 per month in office supplies.

Postage

These are the costs of any postage associated with the proposed project. Specify if any large scale mailings are planned.

Sample Narrative: The total requested postage budget is \$185. This includes mailing routine correspondence as well as the community health assessment questionnaire. The questionnaire was outlined on page 13 of our proposal. The total number of questionnaires to be mailed is 500 @ \$.37 rate = \$185. The \$250 balance is for mailing of routine correspondence.

Program Materials & Supplies

This category should include all items that your program requires in order to operate, such as recreational equipment, art supplies, workbooks, etc.

Sample Narrative: Soccer balls, baseballs and bats, basketballs and nets, and volleyballs totaling \$1,000. The youth also need uniforms for the recreation (Page 33 of 48) program. These will cost \$300. The total cost for program materials and supplies is \$1,300.

Telephone/Internet/Communications

This category should include telephone, mobile phone, and internet services associated with your proposed project.

Sample Narrative: Local calls will be made for program related communications and will amount to \$100 monthly. The total telephone budget is \$1,200.

Project Staff Travel/Transportation/Meeting Costs

The projected expenditures for local and non-local travel should be described in this section. The basis for the calculation as well as the purpose for all travel should be provided. Local travel estimates should be based on your organization's current policies, for example, 36.5 cents per mile. Any non local travel needs to be carefully itemized and justified.

Sample Narrative: Three Case Managers will travel daily between the Project Office and the community for outreach activities. We have estimated that they will each travel 100 miles/week X \$0.365 = \$36.50/week. The total travel cost per year (50 weeks) is \$5,475.

C. Supportive Services Funds

Supportive services are categories for money disbursed directly to, and purchases made on behalf of, individual clients. Supportive services funds are money that can be used on a discretionary basis for purchases or direct disbursements to meet various individual client needs such as: rental assistance, transportation, child care, substance abuse services, mental health services, etc. Career advancement stipends are incentives for attendance participants to seek additional education or training to advance to a higher paying job. Please specify the average amount of supportive services funds set aside per client, and describe what types of uses are anticipated.

Sample Narrative: \$300 per year per client will be set aside for flexible funds to be used primarily for bus tokens and transit passes, but also for rental assistance and work expenses (i.e. tools, union dues) as needed. The set aside is \$300 per client but some clients will use more or less of these funds depending on their needs and participation. The total amount for flexible funds/client incentives is \$12,000 (\$300 per client x 40 clients).

Wage subsidies are an allowable use of supportive services funds. If programs provide subsidized employment to any participants, they will need to specify hourly wage (or wage subsidy) and number of work hours that will be paid per client. Wage subsidies should not exceed \$1,500 per participant.

Sample Narrative: Twenty participants per year may use 30 hours per week for 8 weeks and be paid \$12.00/hour. The average total wages per client are \$1,500 (\$12/hr x 30 hrs/wk x 8wks). The total number of clients is 20. The total amount of wages is \$57,600.

D. Subgrantees (Attachments B-1 – B-3)

Any proposals that involve more than one agency are required to submit line-item budgets for the Applicant (Lead) Agency and each Sub-Grantee of the Lead Agency. If your application includes funding for subgrantees, this area of the lead budget form will directly refer to the totals in the subgrantee worksheets. Please fill out one subgrantee budget for each subgrantee in your proposal and fill out a budget narrative for each of those budgets. They should immediately proceed the lead agency budget in the final proposal package you submit.

4. Attachment C – Budget Narrative

The budget narrative must be independent of the proposal narrative and must include a separate and complete justification for each line item in the budget. Narrative examples are provided in the description of Attachment B, above. In general, each narrative statement should describe, in as much detail as possible:

- What the specific item is
- How the specific item relates to the project
- How the amount shown in the budget was determined
- What amount is being charged to VPPSA

Any proposals that involve more than one agency are required to submit budget narratives for each partner, including the lead agency. Label the Budget Narrative “Attachment C” in your application.

5. Attachment C1 -3- Subgrantee Budget Narratives (IF APPLICABLE)

Any proposals that involve more than one agency are required to submit line-item budgets for the Applicant (Lead) Agency and each Sub-Grantee of the Lead Agency. Use the same guidelines for the narrative as for Attachment C and label each budget narrative for Attachment C-1 , etc.

6. Attachment D - Resumes or Job Descriptions - Provide resume of key project staff responsible for project implementation. If staff is not yet hired, attach a job description. Label the Resume/Job Descriptions, “Attachment D” in your application.

7. Attachment E - IRS Letter of not-for-profit status -All applicants must be a public or private non-profit agency. Non-profit agencies must attach a copy of the IRS letter dated **2004** or later certifying their organization’s nonprofit status under section 501(c)(3). Organizations that do not have 501(c)(3) status must apply under the sponsorship of an organization holding an IRS 501(c)(3) designation. For-profit agencies proof is required for public agencies. *NOT APPLICABLE TO PUBLIC AGENCIES.*

8. Attachment E –MOUs/Letters of Agreements

Memorandum of Understanding or Letter of Agreement must be submitted between the following parties:

- Lead agencies & subgrantees

- Key Partners- including all partners listed in your preliminary proposal unless otherwise instructed by VPPSA staff

Please review the Program Strategies document for instructions on required partners for specific program strategies.

9. Attachment G- Financial Statement or Audit

Please provide either an audited financial statement with cover and/or Management letter if organizational budget is more than \$100,000 for 2004-05 or a CPA review of financial statements with cover and/or management letter if organization budget is under \$100,000 for 2004-05. Audits must include a cover and/or management letter (signed by auditor and containing any findings).

The City of Oakland requires all contractors to fill out several forms to ensure they are in compliance with a variety of different ordinances and laws. **Schedules C1 – O** are the required forms for this grants process. Electronic copies of these documents can be downloaded from the Measure Y website at: <http://www.oaklandhumanservices.org/initiatives/measurey.htm>.

- 10. Schedule C1 – ADA Compliance Declaration**
- 11. Schedule D – Professional Services Questionnaire**
- 12. Schedule M, Part A – Independent Contractor**
- 13. Schedule N- Living Wage**
- 14. Schedule N-1 /EBO Certificate Equal Benefits, Declaration of Non-Discrimination**
- 15. Schedule O - Campaign Contributions Form**

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APR 25 2006