

CITY OF OAKLAND
AGENDA REPORT

2010 DEC -2 PM 12: 58

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Department of Human Services
DATE: December 14, 2010

RE: A Report And Resolution Authorizing The City Administrator To Enter Into A Public Entity Contract With The California Department Of Corrections And Rehabilitation And To Accept And Appropriate An Estimated \$2,350,000 To Establish A Transitional Employment Program For Oakland Residents On Parole From January 1, 2011 Through June 30, 2013

SUMMARY

This is a report and resolution to enter into a public entity contract with the California Department of Corrections and Rehabilitation (CDCR) to develop a transitional employment program for Oakland residents on parole modeled after the best practice from the Center for Employment Opportunities (CEO) in New York. CDCR has partnered with Caltrans to develop 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 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 fully resourced and a faithful replication of the CEO model which has been shown to be effective in reducing recidivism. The City of Oakland has been in partnership with CDCR, Caltrans and REDF in developing this model which is funded with an estimated \$2,350,000 and implemented from January 1, 2011 through June 30, 2013. The Department of Human Services will issue and conduct an RFP process in partnership with CDCR and REDF to identify a community-based agency to implement the transitional jobs program.

FISCAL IMPACT

Approval of this resolution will authorize the City Administrator to accept and appropriate an estimated \$2,350,000 from the California Department of Corrections and Rehabilitation. The funds will be appropriated in the Department of Human Services Fund (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.

Item: _____
Public Safety Committee
December 14, 2010

BACKGROUND

The California Department of Corrections and Rehabilitation is engaged in an interagency agreement with Caltrans to provide transportation funding for transitional employment for individuals on parole in select communities throughout California. This transitional employment provides training and paid work for conducting litter abatement and other work on Caltrans rights-of-way. These programs currently exist in East Palo Alto and the City of Sacramento.

Meanwhile, CDCR and the City of Oakland have been in conversation with Roberts Enterprise Development Foundation (REDF) to replicate a specific model of transitional employment successfully implemented by Center for Employment Opportunities (CEO) in New York City for many years. The unique aspects of the CEO transitional employment program include: hiring individuals quickly upon release from jail; daily pay for work done; ability to do maintenance work for state agencies billing to an internal service fund; use of specific software to deploy and staff crews efficiently; and, post job development and newly developed retention work. A multi-year, random assignment evaluation conducted by a national evaluation firm, MDRC, showed the CEO model to be effective in reducing recidivism significantly in the early years after release.

As the City of Oakland, REDF and CDCR engaged in discussions about the CEO model in Oakland. CDCR was able to identify Caltrans transitional employment funding as well as supportive service dollars to allow for a faithful replication of the model in Oakland. Oakland's transitional employment program would have enhanced supportive services as compared to programs in East Palo Alto and Sacramento. In addition, REDF is actively working with foundations and other partners to provide extensive technical assistance including using CEO staff as advisors and hiring an evaluation team to carefully monitor the outcomes of this project. CEO is interested in replicating their program in other cities in California with Oakland being the first.

KEY ISSUES AND IMPACTS

The interagency contract between the City of Oakland and CDCR will provide \$1,581,000 in funding on a cost reimbursement basis for work crews of no less than 8 people (anticipating 10) on parole, working 32 hours per week, at \$10 per hour. It should be noted that the contractor /City will be reimbursed \$1,500 per day that a crew of 8 or more people is out and working. It will be important for the selected contractor for this program to be able to retain full crews and deploy them consistently.

Participants will be provided with daily pay, consistent with the CEO model. Individuals are expected to work approximately 3 months. Given the size of this grant, it is estimated to support 2 - 3 work crews during the contract period which is likely April 2010 (after a bidding process is conducted) through June 30, 2013. This should mean that approximately 360 -- 500 individuals will be served during the contract period. The referrals to the work crews will come from existing CDCR Parole Service Centers and Residential Multi-Service Centers or Measure Y intensive case management programs such as Project Choice.

The fifth day of the week will be used to support job readiness, job search, job placement, and long term job retention. CDCR funds will provide these support services and ultimately will likely be enhanced by private foundation funds raised by REDF. The model includes case management during the work crew participation and job placement phases. Key elements of the service-rich CEO model include use of Sales Force software to carefully plan crew hours and deployment, and to track job retention and wages over time. Individuals will be followed for at least 12 months. CDCR is providing an estimated \$770,000 over two and a half years for the supportive service elements.

As required by the terms of the State's contract, the Department of Human Services will issue a Request for Proposal to identify a community based agency to manage the work crews and provide the supportive services. The City of Oakland, Department of Human Services, has been working with REDF and CDCR and using the existing Measure Y Request for Proposal template to develop a document that can be issued promptly after City Council approval. A panel of experts in the field including representatives from City, CDCR, REDF, Caltrans, and CEO will be used to review proposals and select the most qualified agency. DHS will return to City Council with this recommendation in late March 2011.

The program will have evaluation funding identified by REDF through private sources to track outcomes over time. In New York, CEO showed significant reductions in recidivism both for new crimes and felonies during the first and second years of participation compared to a control group. The reductions in recidivism were greatest for individuals with the highest risk factors.

PAST EVALUATION

This will be a new program with a competitive bidding process to identify a community based agency to implement. However, it will be closely modeled after an existing best practice program in New York City which has been extensively evaluated and studied and been shown to reduce recidivism and increase employment placement.

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.

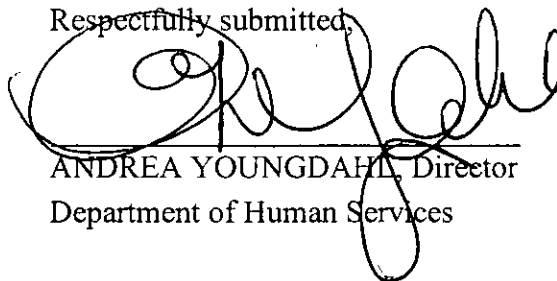
RECOMMENDATION(S) AND RATIONALE

Staff recommends that City Council approve the public entity contract with the California Department of Corrections and Rehabilitation and accept and appropriate the funding to establish a transitional employment for individuals on parole based on the CEO model. This project provides an opportunity to engage in the development of a best practice model for reentry employment and to leverage additional resources through partnerships with local and national foundations and providers.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council approves this report and resolution authorizing the City Administrator to enter into a public entity contract with the California's Department of Corrections and Rehabilitation and to accept and appropriate an estimated amount of \$2,350,000 to establish a Transitional Employment Program for Oakland residents on parole from January 1, 2011 through June 30, 2013.

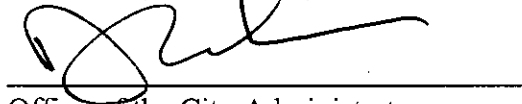
Respectfully submitted,



ANDREA YOUNGDAHL, Director
Department of Human Services

Prepared by: Sara Bedford, Manager
Policy and Planning

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



Office of the City Administrator

Item: _____
Public Safety Committee
December 14, 2010

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 DEC -2 PM 12:58

Approved as to Form and Legality

OAKLAND CITY COUNCIL

~~DRAFT~~
City Attorney

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO A PUBLIC ENTITY CONTRACT WITH THE CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION AND TO ACCEPT AND APPROPRIATE AN ESTIMATED \$2,350,000 TO ESTABLISH A TRANSITIONAL EMPLOYMENT PROGRAM FOR OAKLAND RESIDENTS ON PAROLE FROM JANUARY 1, 2011 THROUGH JUNE 30, 2013

WHEREAS, 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 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; and

WHEREAS, the City of Oakland, Department of Human Services (DHS) desires to conduct 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, the City of Oakland, Department of Human Services, desires to hire a grant funded position in an estimated 0.50 FTE to provide coordination for this program; now, therefore, be it

RESOLVED: That the City Administrator is hereby authorized to enter into a public entity contract with California Department of Corrections and Rehabilitation to implement a transitional employment program for individuals on parole and based on New York's CEO model; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to accept and appropriate in an estimated amount of \$2,350,000 and appropriate it to 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 contract shall be approved as to form and legality 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, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT BRUNNER

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California