



# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Jason Mitchell  
Director, Public Works

**SUBJECT:** Team Oakland Contract Extension

**DATE:** February 14, 2020

City Administrator Approval

Date: 2/25/2020

## **RECOMMENDATION**

**Staff Recommends That The City Council Adopt A Resolution To: 1) Amend City Council Resolution No. 87653 C.M.S., To Authorize A Three-Year Contract Extension With The Youth Employment Partnership To Implement Team Oakland Program From June 30, 2020, To June 30, 2023, In An Amount Not To Exceed Three Hundred Seventy-Five Thousand Dollars (\$375,000.00) Per Year; And 2) Waive The Advertising And Proposal Qualifications Requirement Associated With Said Contract.**

## **EXECUTIVE SUMMARY**

On May 7, 2019, Oakland Public Works (OPW) recommended that the Public Works Committee authorize a two-year contract with Youth Employment Partnership ("YEP" or "Contractor"), with an option for a two-year extension. The Committee recommended that the Council approve a one-year contract and requested staff to return to Council the following year to provide an update on Contractor performance prior to Council approving a one-year extension for the contract.

Due to YEP's demonstrated performance, and the importance of continuing this program, OPW requests that City Council amend Resolution No. 87653 C.M.S. to grant a three-year extension to June 30, 2023. Not only is this extension consistent with the contract duration advertised and bid through the Request for Proposal (RFP) process, but this extension would also provide continuity and assurance to preserve the program and summer jobs and training opportunities for Oakland youth. OPW also requests that Council waive formal advertising and proposal/qualification solicitation requirements associated with said contract extensions.

## **BACKGROUND / LEGISLATIVE HISTORY**

On May 7, 2019, Oakland City Council approved Resolution No. 87653 C.M.S., (**Attachment A**) authorizing a one-year contract with YEP, with an option to extend the contract for one additional year pending a return to Council with updated information on YEP's performance.

Public Works Committee  
March 10, 2020

### **Team Oakland History**

Team Oakland was developed in 1992 as a graduate school project on how to reduce litter on the streets and garbage in landfills, increase recycling, and cultivate an environmentally-conscious culture in flatland communities. In 1993, OPW adopted the strategy and launched Team Oakland as a citywide employment and environmental education opportunity program for Oakland teens to decrease summer idleness with a structured work and education program to develop positive work habits, encourage anti-littering norms, and educate them about the environmental issues impacting their communities.

Since then, Team Oakland has contributed to important City practices, such as painting storm drains and outreaching against dumping to the Bay; implementing a litter survey that contributed to the enactment of the 2006 Excess Litter Fee on Fast Food Businesses, Convenience Markets, Gasoline Station Markets, and Liquor Stores; providing teen support to Friends of Sausal Creek in City watershed and riparian habitat restoration; rejuvenating Oakland parks landscaping projects; and educating communities on lead contamination in soil, house paint, and water sources, and how lawn pesticides contaminate waterways.

During this time and through this program, YEP has recruited, trained, and employed over 2,600 Oakland youth in early and first-time jobs to clean and green the City. Every summer Oakland teens and young adults gain practical job training experience and engage with their community and environment through participation in City cleanups, park maintenance, habitat restoration, community outreach, and trainings on work and life skills and environmental topics.

## **ANALYSIS AND POLICY ALTERNATIVES**

### **Team Oakland Goals**

Team Oakland aims to spark the development of Oakland teens and support many through high school and college. Program participants attain core competency in materials taught, and achieve the following goals:

1. Increased local environmental awareness
2. Increased understanding of environmental stewardship
3. Training in effecting changes via local government
4. Develop behavior change outreach campaigns
5. Conduct public outreach for City initiatives
6. Build financial literacy
7. Build job readiness and employment skills
8. Increase job opportunities for youth of color and low-income neighborhoods
9. Contribute to City initiatives and work projects
10. Complete one or more tangible, long-lasting community projects

This program is intended to be transformative for the participants. While their work should measurably contribute to a cleaner and greener Oakland, more importantly, program participation is expected to better prepare these youths for future employment and civic participation.

### **Oaktown PROUD Student Ambassador Pilot Program**

Team Oakland piloted the Student Ambassador Program in 2019 with 24 students from Oakland and Skyline High Schools. This program aims to train high school students to develop and present an anti-dumping and littering campaign to their student peers and to their broader community. Educating and engaging youth is a way to broaden the messaging and behavior change impact of Oakland's larger Oaktown PROUD (**P**revent and **R**eport **O**ur **U**nlawful **D**umping) anti-dumping campaign. Peer-to-peer messaging, as well as messaging by youth to younger peers, who look up to and identify with slightly older youth, help the youth audience receive and respond to the messaging.

The Student Ambassador Program is a year-long program. During the school year, Oakland Unified School District (OUSD) and OPW collaborate to run the program. The seven-week summer program was administered by YEP through the Team Oakland contract.

Student Ambassadors participated in small working groups to develop materials for Oaktown PROUD presentations. Each student created a print ad, and the groups produced four video public service announcements aimed at the eradication of illegal dumping. Student Ambassadors also conduct outreach at fairs and public meetings on behalf of OPW's clean city, recycling, and environmental programs, and they must organize six community volunteer events during the school year.

### **Team Oakland Structure**

Beginning in Fiscal Year 2020-2021, Team Oakland will undergo structural changes that integrate the best parts of the 2019 Student Ambassador Pilot Program and the historic Team Oakland programs. The revised program will increase the quality of each participant's experience through a higher proportion and level of training than in past years. The program will impact nearly 90 participants to include Team Members and Leaders. Of the 90 Team Members, approximately 20 will participate in the year-round Student Ambassador Program with OPW and OUSD, though, over the summer, each of the 90 Team Members will be offered the same program components to develop the same educational and professional foundation. The Student Ambassador year-round program is a continuation of the 2019 pilot program. Current resource allocation does not allow for more than approximately 20 year-round participants.

Though the number of participants is being reduced, the quality of their experience is being raised for greater impact to each participant, and this change aligns with one of the City's Oaktown PROUD goals to educate the public and encourage them to take action to reduce illegal dumping in their neighborhood. This model also emphasizes quality over quantity, and impact over outputs.

Field time will be more geared towards special projects and outreach. The percentage of time dedicated to litter removal is significantly reduced and is intended to provide cleanup assistance to the City while informing participants first-hand about the problem and what it takes to clean our City. Litter removal will be done in conjunction with neighborhood canvassing and outreach, accomplishing both goals in tandem, and strengthening the impact and optics of each. Team members will promote, among other things, the City's Bulky Pickup service in illegal dumping hotspots and the Adopt a Spot program to residents and businesses in underserved communities.

Training will develop life, employment, and environmental knowledge and skills. Participants will learn about the scope of the problems with dumping and littering and how they impact our environment, as well as other OPW operational issues such as management and stewardship of watersheds, parks and trees, and fire fuels, etc. Participants will learn outreach and community engagement skills and be changemakers in their community, and in local government.

Additionally, participants in the OUSD Exploring Colleges and Careers Options (ECCO) program will be able to pursue both ECCO and Team Oakland simultaneously through increased coordination between OPW and OUSD. Educational field trips will reinforce each week's education and fieldwork. Field trips will also introduce new concepts and places to the participants to expand horizons and opportunities.

**Team Oakland Work Week Components**

Youth in the program work and learn in teams, typically comprised of ten team members aged 15-18 and one team leader aged 18-24. Teams work a 20-hour workweek of five half-day shifts.

An example of the weekly program schedule is given in the table below.

<b>Sample Weekly Schedule</b>		
<b>Weekday</b>	<b>Activity</b>	<b>Description</b>
Monday	ECCO/Outreach and Cleanup	Learning day with OUSD ECCO host. For those not participating with ECCO, they will conduct additional outreach and cleanup.
Tuesday	Special project	Team projects with OPW Park and Tree Services, Oakland Fire Department (OFD), and community partners such as Friends of Sausal Creek (FOSC), Planting Justice, and Adopt a Spot volunteers. Examples include fire fuel reduction, park maintenance, tree care, creek restoration, and urban agriculture, etc. Team leaders will be responsible for ensuring that each day starts with an opening and closing circle for orientation and debrief, documented with a few highlight photos, a short video explaining the day, and measurement of work performed.
Wednesday	Outreach, documentation, reporting, and litter removal	Teams will target neighborhoods with illegal dumping hotspots for outreach about Oaktown PROUD, including the Bulky Pickup service and the Adopt a Spot program. As teams move through the community, they will clean up litter, report dumping and other Public Works needs, and complete documentation described for the special project days.
Thursday	Educational Workshop	Classroom or field-based training in life, professional, and environmental subjects.
Friday	Educational Field trip	Field trips to contextualize the experience.

### **Team Oakland Evaluation**

Program evaluation will be comprised of:

1. An annual report by the contractor describing work performed, challenges encountered, adaptations, and recommendations;
2. Participant assessment of the program, including pre and post-program knowledge, attitude, and behavior surveys;
3. OPW assessment of contract deliverables and program impact; and
4. A third-party evaluation of the various program components including contractor, participants, and OPW contract management.

This information will be used to assess program efficacy and impact, as well as future direction and adjustments to program scope. Program information may also be used for OPW outreach such as through social media campaigns using photo and video documentation of the program.

YEP has completed the first year of the contract and has demonstrated higher than satisfactory performance. Considerations for extending the contract include:

- The contract advances the City of Oakland racial equity outcomes through valuable job training and employment development for Oakland youth of color, most from low-income neighborhoods, and through increased cleanups and outreach about City services to flatland neighborhoods and parks.
- A multi-year contract allows YEP to leverage outside county, state, and federal funding to increase the capacity and job training services available to Oakland youth, which contributes to building a more economically productive local workforce.
- The contract provides increased capacity to the Departments of Oakland Public Works, Oakland Parks, Recreation and Youth Development (OPRYD), and Oakland Fire through Team Oakland participation in special project work for the departments.
- YEP has shown ingenuity, administering new programs this year in addition to adapting to increasing minimum wage rates and annual inflation, with significant time and budget constraints, and continues to be accommodating to changing program needs, all while remaining in budget.

In the summer of 2019 alone, 136 Team Oakland participants worked 11,999 hours, averaged at 94 hours per member. Approximately 47% of the hours worked were dedicated to City cleanups, 33% to park projects, and 20% to job training, life skills, and environmental education. The 2020 plan calls for more education and training and adds community outreach to the activity mix.

This experience provides a cornerstone of career development for the participants. They learned about money management, work skills and standards, employee rights and employer responsibilities, career planning, and job searching.

Participants also learned about the City's environmental programs and initiatives such as park management, anti-dumping campaigns, fire fuels management, and the Public Works scope, including how to report service needs and how to volunteer in the community.

Participating in Team Oakland benefits cleaner neighborhoods and parks. On an individual level, Team Oakland experiences and training help to shape and develop work practices, community participation, and environmental stewardship. These impacts can also influence the networks of peers, parents, and community members interacting with Team Oakland participants. Letters of support for the Team Oakland program are included in **Attachment B**.

Moving forward, YEP expects to continue to strengthen the environmental awareness and outreach components, as well as the career development aspects of Team Oakland, in alignment with the core programmatic goals stated above.

**Justification for Waiver Of Advertising and Solicitation of Proposals/Qualifications**

Section 2.04.040.B.4 of the Oakland Municipal Code (OMC) requires formal advertising and solicitation of proposals/qualifications for professional services contracts involving expenditures in excess of fifty thousand dollars (\$50,000.00). The Team Oakland agreement extension in question would exceed \$50,000 in valuation. OMC Section 2.04.051.B, however, permits the City Council to waive the said requirement to advertise and solicit for proposals/qualifications upon a finding and determination that it is in the best interests of the City to do so. Staff, therefore, requests that Council waive the formal advertising and solicitation requirements because of YEP’s demonstrated performance and to provide continuity and assurance to preserve the Team Oakland program and its summer career development opportunities for Oakland youth.

**FISCAL IMPACT**

Funds for the first two years of the contract are included in the FY 2019-21 budget in the following funding sources:

- Recycling Program Fund (1710); Environmental Services: Environmental Remediation Organization (30683); Services: Miscellaneous Contract Account (54919); Youth We Mean Clean Program Project (1001685) and DP300 Administrative Project (1000010); and Sustainable Oakland Program (SC26);
- City Facilities (4400); Environmental Services: Environmental Remediation Organization (30683); Services: Miscellaneous Contract Account (54919); Environmental Compliance Project (1001642); and Sustainable Oakland Program (SC26);
- General Purpose Fund (1010); Litter Enforcement (30674); Contract Contingencies Account (54011); DP300 Administrative Project (1000010); and Keep Oakland Clean and Beautiful Program (NB35).

If this resolution is adopted, staff will reallocate necessary funds from DP300 Administrative Project (1000010) to the Youth We Mean Clean Program (1001685) within Environmental Services: Environmental Remediation Organization (30683) in each fund listed above at the start of FY 2020-21.

**AMOUNT OF RECOMMENDATION/COST OF PROJECT:**

Project Delivery – not to exceed	\$750,000
Construction (if applicable)	n/a
Contingency (if applicable)	n/a
Total Project Costs	\$750,000

Should the contract be extended until 2023, additional expenditures in FY 2021-23 in an amount not to exceed seven hundred and fifty thousand dollars (\$750,000.00) will be included in OPW's biennial budget request, and will be available contingent upon City Council approval.

### **Expenditure Summary**

The table below summarizes the funding to be allocated by OPW to YEP for each year of the contract under the proposed resolution.

<b>Year</b>	<b>Amount</b>	<b>Note</b>
7/1/19 - 6/30/20	\$375,000.00	Year One. In Progress.
7/1/20 - 6/30/21	\$375,000.00	Year Two. City Council Extension.
7/1/21 - 6/30/22	\$375,000.00	Year Three. City Council Extension.
7/1/22 - 6/30/23	\$375,000.00	Year Four. City Council Extension.
<b>TOTAL</b>	<b>\$1,500,000.00</b>	

### **PUBLIC OUTREACH / INTEREST**

As noted in the Agenda Report, which preceded City Council Resolution No. 87653 C.M.S., announcements regarding this contracting opportunity were posted on the City website and published in the East Bay Times on December 7, 2018. An RFP was issued through the City's iSupplier, and CIP.com websites on December 6, 2018, and a pre-proposal meeting were conducted on December 13, 2018. No additional public outreach was necessary for the production of this report and accompanying resolution.

### **COORDINATION**

Team Oakland is managed by the Environmental Services Division of Oakland Public Works with assistance from the Director's Office and the Communications Team, which oversees the Student Ambassador component.

This report and legislation have been reviewed by the Office of the City Attorney, Budget Bureau, and Contracts and Compliance Division of the City Administrator's Office.

### **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

YEP has met or exceeded deliverables on the Team Oakland contract. Documentation is provided in **Attachment C – 2019 Evaluation**.

Also, YEP has been flexible and accommodating of the late addition of the Student Ambassador program to the Team Oakland scope of work, representing an approximate 30% increase in the number of Team Oakland participants, as well as the responsibility to oversee and administer a brand-new program. The program was directed to YEP in May and implemented in June. YEP's adaptability is a good indicator of their anticipated continued success delivering the scope of the contract.

YEP also showed their support for Team Oakland by initiating program planning and recruitment during the City of Oakland's administrative delays in finalizing the contract. YEP's initiation of the project during the contract establishment period kept project implementation on track and preserved youth summer employment opportunities in 2019.

On the ground 2019 performance highlights include:

1. Piloting the Oaktown PROUD Student Ambassador Program. Twenty-four students from Oakland and Skyline High Schools were trained over the summer to be year-round activists and educators for clean communities. The Ambassadors are presenting to their same-aged and younger peers through school presentations aimed at ending dumping and littering.
2. Cleanup of over 3,900 30-gallon bags of litter and green waste from their cleanup routes and special project sites.
3. Completion of park and garden projects in partnership with OPW Park Maintenance, OPRYD, FOOSC, Planting Justice, and community/neighborhood volunteers. These projects have helped achieve landscaping, habitat restoration, and fire fuel reduction goals for the City of Oakland, in addition to providing valuable job training experience and professional networking for the youth.
4. Implementing a new partnership assisting OFD to manage fire fuels in the Oakland hills to ward off catastrophic wildfires.

Examples and photos of Team activities are available in **Attachment D**.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Cleaner commercial districts are more likely to attract and retain businesses, thereby increasing sales tax revenue. For the vast majority of Team Oakland participants, this is their first job and begins a trajectory of workforce productivity and exposure to green career opportunities within the City.

Multi-year funding from Team Oakland allows YEP to successfully leverage outside county, state, and federal funding to significantly increase the capacity and job training services available to Oakland youth, which contributes to building a more economically productive local workforce. YEP has a history of bringing three times the amount of locally-awarded funding into Oakland to support dimensional education and vocational training opportunities and services, which would not be possible without multi-year contract commitments.

**Environmental:** Team Oakland educates and empowers the next generation of environmental stewards and community activists and involves them immediately in environmental stewardship, outreach and education. Team Oakland measurably contributes to a cleaner Oakland through the removal of trash and by reporting illegal dumping. Team Oakland participants assist with park landscaping and environmental restoration projects through partnerships with OPW Park Maintenance, Environmental Services, Planting Justice, and Friends of Sausal Creek. Fire fuel reduction projects with OFD and OPW Parks help maintain parks and open space against the threat of catastrophic fire. Team Oakland outreach is geared towards a clean City and environmental stewardship. Providing youth with a transformative experience helping to clean



and green their community helps to build an environmental ethos that can carry forward and outward as participants engage with their peers and community.

***Race & Equity:*** Team Oakland advances the City of Oakland racial equity outcomes through valuable job training and employment development for over one hundred Oakland youth of color, most from low-income neighborhoods. Please see ***Attachment E*** for the demographic information regarding Team Oakland participants.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council adopt a resolution to: 1) amend City Council Resolution No. 87653 C.M.S., to authorize a three-year contract extension with the Youth Employment Partnership to implement Team Oakland program from June 30, 2020, to June 30, 2023, in an amount not to exceed three hundred seventy-five thousand dollars (\$375,000.00) per year; and 2) waive the advertising and proposal qualifications requirement associated with said contract.

For questions regarding this report, please contact Mark Arniola, Environmental Program Supervisor, at 238-7371.

Respectfully submitted,



JASON MITCHELL  
Director, Public Works

Reviewed by:  
David Ferguson, Assistant Director

Reviewed by:  
Derek Lee, Manager  
Environmental Services Division

Prepared by:  
Mark Arniola, Environmental Program  
Supervisor  
Protection & Compliance, Environmental Services

Attachments (5):

- A: City Council Resolution No. 87653 C.M.S.
- B: Letters of Support
- C: 2019 Evaluation
- D: Project Photos
- E: Participant Demographics