

# **CITY OF EAST PALO ALTO**

EAST PALO ALTO POLICE DEPARTMENT

## **REQUEST FOR QUALIFICATIONS (RFQ) Cal-Trans Parolee Job Program**



**Deadline for Submittal:  
Friday, November 14, 2008  
No later than 2:00 p.m.**

Prepared by:  
Ronald L. Davis, Chief of Police

October 24, 2008

## **A. Introduction**

**Intent:** The intent of this RFQ is to search for qualified vendors who possess the experience, knowledge, skills, abilities, and organizational capacity to implement a 14-month parolee job-program in coordination with the Police Department, the California Department of Corrections and Rehabilitation (CDCR), and the California Department of Transportation (Cal Trans).

**Background:** In April 2007, the City entered into a contract with CDCR to implement a three and a half year parolee reentry program, known as the Community-Based Coalition (CBC). The CBC stemmed for Assembly Bill 2436 which was authored by Assemblymember Ira Ruskin. Specifically, the Bill requires:

“...the Department of Corrections and Rehabilitation to establish a pilot program in East Palo Alto for parolees returning to East Palo Alto which would conduct needs-based assessments of the individual parolees, partner with East Palo Alto police officers, and blend enforcement and programming services, as specified.”

Through the creation of a Day Reporting Center, the parole reentry program provides a host of services, such as:

- a. Individualized treatment plans
- b. Residential/transitional housing
- c. Substance abuse education and treatment
- d. Anger management
- e. Domestic violence programs
- f. Cognitive and life skills development
- g. Parenting and family reintegration
- h. Community service
- i. Educational services (GED preparation)
- j. Budgeting and money management
- k. Job readiness and job search
- l. Discharge planning and aftercare

The program also provides:

1. Sober living accommodations for 12 parolees (or ten percent of the target population).
2. A prerelease needs assessment of inmates scheduled to parole to East Palo Alto.
3. Development of a reentry plan identifying services needed by persons returning to the community.
4. A partnership between the police and CDCR parole agents to enhance the level of supervision and accountability of parolees residing in East Palo Alto.
5. A partnership with local community organizations and service providers to provide support services to parolees such as transitional housing, job training, or placement, or substance abuse treatment.

The Day Reporting Center (DRC) began accepting parolees on January 7, 2008. Since that time, the DRC has served over 100 participants.

Although it is too early to determine to what extent the program is successful; early indicators suggest the program is very promising. The parole recidivism rate for participants at this point is 48% which is well below the state average of 70%. However, many parolees either drop out of the program or never enter into it due to the need to find employment and provide for their families immediately following their return from prison. Job training and placement are critical aspects to the overall success of the parolees and the reentry program.

As part of the reentry program, Job Train (formerly OICW) provides program participants with job skills training and coordinates with local businesses and corporate America to create employment opportunities for program graduates. To date, numerous participants have received employment stemming from their involvement in this program.

The next step however, is to provide job opportunities for parolees while they are in the program. As employment opportunities increase, so will the number of program participants, which will strengthen the overall reentry program and contribute to greater reductions in recidivism and crime rates.

## **B. Parolee Work Crew Program Description**

CDCR and Cal Trans have partnered with the City of East Palo Alto to develop a parolee work crew program designed to provide training and employment opportunities to parolees involved in reentry programs. Specifically, CDCR will provide funding to:

1. Employ 20 parolees for two work crews to provide labor on state highways.
2. Employ two work crew supervisors (non-parolees).
3. Provide support services, equipment and training to the parolee work crew program.

The parolee work crew program is funded by CDCR at \$1,132,000, which is based on a \$2,000 daily rate for each work crew for 14 months. The program will start in January 2009 and end in February 2010. The City will maintain oversight of the program which will be housed at the Police Department's Substation located at 219 Demeter Street. This is also the site of the enforcement component of the reentry program.

The Police Department will retain approximately \$135,000 out of the \$1,132,000 to pay for project oversight, building lease fees, and overall administration fees. The selected vendor will be required to submit a budget that outlines expenditures for the remaining \$996,160, which includes work crew supervisors, parolees' salaries and workers' compensation benefits (see Cost/Pricing Section).

## **C. Duration of Project**

This is a 14-month pilot program which will start in January 2009 and end February 2010.

## **D. Scope of Work**

- The selected vendor will be responsible to:

- Hire and supervise the two work crew supervisors who will supervise the two work crews. The crews will conduct the following type of work on state highways in the area (including San Mateo, Santa Clara, and potentially Alameda Counties):
  - Litter and debris removal
  - Manual weed control
  - Paint over or remove graffiti
  - Trim or remove unwanted, unsightly, dead, overgrown brush and trees within the right of way.
  - Make firebreaks at fence lines where appropriate adjacent to shoulder.
  - Remove fire tinder within right of way (dead grass, fallen limbs, etc).
  - Plant natural vegetation
  - Plant restoration in landscaped areas by removing dead plants and replanting
  - General yard work at maintenance stations
  - Minor storm damage repair activities
- Provide two (2) vans to transport work crews to their designated work sites.
- Provide two (2) porta-potties (and provide one for each work site).
- Coordinate with the Day Reporting Center to identify the 20 parolees to work in the program.
- Provide communications (cell phones) for the work crews.
- Provide logistical support, including water, refreshments, lunch, etc.
- Provide administrative support, including daily tracking of crew productivity and weekly submission of time-cards and invoices.
- Work with Cal Trans to ensure work crews receive training and the proper equipment to conduct designated work.

#### **D. Solicitation**

The City of East Palo Alto is soliciting letters from qualified vendors to implement the parolee work crew program. Interested and qualified vendors that have experience and expertise in managing this kind of program are invited to submit a proposal in accordance with the instructions in this RFQ.

#### **E. Vendor Qualifications & Specific Requirements**

The successful vendor must demonstrate the following:

- Organizational capacity to immediately start the program. This includes:
  - Transportation (2 Vans)
  - Two supervisors or the ability to hire two supervisors within 60 days
  - Administrative capacity to manage the program and submit all reports and invoices in a timely manner
- At least three (3) years experience in working with parolees and/or formerly incarcerated individuals

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- Experience in working in the environmental field including trash removal, weed abatement, plant vegetation and restoration, and general yard work, or experience in a similar field.
- Experience in working with diverse communities, such as Hispanic/Latino, African American, and Pacific Islanders.
- Experience in coordinating efforts among many partners sharing the same goals.
- Experience in San Mateo County, and specifically the City of East Palo Alto, California, with community and public organizations, and an understanding of local challenges, is preferred.

## **F. RFQ SUBMISSION REQUIREMENTS**

Letters of Qualification must respond to the following (4 pages maximum):

### **1. Background**

- a. Provide details of your direct experience in working with parolees and/or formerly incarcerated individuals.
- b. Describe your expertise in working in general work, maintenance, and environmental work outlined in the RFQ.
- c. Describe your organizational capacity to effectively implement the 14 month pilot-program.
- d. Provide details of your experience of working with government funded programs.
- e. Describe your capacity to manage programs in accordance with CDCR, Cal Trans, and local requirements.

### **2. Cost/Pricing**

- a. Provide an itemized pricing for services (include hourly rates), not to exceed \$996,160.
- b. The budget must factor in the daily salaries and worker's compensation benefits of the 2 work crew supervisors and 20 work crew members for 14 months. The salaries have been established by CDCR, and are not negotiable (see attached Agreement).
- c. The proposed budget must include transportation, communication, logistical, administrative and supply expenditures.

### **3. References**

Provide three (3) references that can attest to your experience (see Attachment A).

**4. Attachments**

- a. Read and sign Attachments B and C.

**5. Submission Guidelines**

- a. Provide two (2) copies of the Letter of Qualification in 12-point font, the recommendations and attachments B and C.
- b. Attach a cover sheet with your name, address, phone number, email address and date and time submitted.
- c. All pricing must be valid from the date of the proposal through February 2009.
- d. Submit the entire package by mail or in person to:

East Palo Alto Police Department  
141 Demeter Street  
East Palo Alto, CA 94303

**G. General RFQ Guidelines**

The information submitted in response to this solicitation is not legally binding; however, any financial agreements which are based on the proposals and subsequent negotiations become legally binding after both parties have signed them. All resulting agreements – financial and non-financial – will provide mutual termination clauses between the two agencies.

- The City of East Palo Alto has the right to reject any proposals that do not conform to solicitation goals, and may request redesign after submission.
- Incomplete submissions may be disqualified from the process. The submission must contain accurate and complete information as requested by the RFQ. The City reserves the right to disqualify any submission that contains inaccurate information.
- All submissions become the property of the City. All costs associated with the development of submissions in response to this solicitation must be borne by the applicant.
- The City reserves the right to select more than one party to provide these services.
- The City reserves the right, at its discretion, to extend any resulting financial and non-financial agreement for an additional two years (with actual funding amounts based on performance and availability of funds) and continued project needs.
- Questions regarding elements and requirements of the RFQ will be accepted in written format only. All questions should be either mailed/hand delivered to:

City of East Palo Alto  
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East Palo Alto Police Department  
141 Demeter Street  
East Palo Alto, CA 94303

- Two (2) copies of the proposal, of which one (1) must bear original signatures, should be submitted to the same address as listed above. The deadline to submit proposals is **2:00 p.m. on November 14, 2008.**
- No late submissions, whether mailed or hand-delivered., will be accepted.
- Respondents may be asked to provide additional information as needed.
- Prior to selection, prospective vendors complete a criminal background check and are subject to drug testing.
- The submissions selected become part of the financial and/or non-financial agreements between the City and selected organization, and as such become public record. If the submission contains any confidential information it should be removed from the body of the response.
- This announcement is a RFQ and is an invitation for prospective individuals/ firms/training organizations to respond. Although this solicitation is in RFQ format and follows RFQ conventions, the City expressly intends that the procurement of service providers is a professional service and is not bound solely by the lowest quote.
- Proposers must be Affirmative Action/Equal Employment Opportunity employers. Service providers will be required to meet EEO requirements as applicable.

**ATTACHMENT A**  
**City of East Palo Alto**

**CURRENT REFERENCES**

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Company Name:	
Address:	
City, State, Zip Code:	
Contact Person:	
Telephone Number:	
Service Provided:	
Dates/Type of Service:	

Company Name:	
Address:	
City, State, Zip Code:	
Contact Person:	
Telephone Number:	
Service Provided:	
Dates/Type of Service:	

Company Name:	
Address:	
City, State, Zip Code:	
Contact Person:	
Telephone Number:	
Service Provided:	
Dates/Type of Service:	

**ATTACHMENT B  
EQUAL EMPLOYMENT OPPORTUNITY STATEMENT**

Date: \_\_\_\_\_

Name: \_\_\_\_\_

Address: \_\_\_\_\_

It is the policy of the City of East Palo Alto to assure equitable treatment of all persons in the opportunity for employment and services without discrimination based on religion, race, color, national origin, age, sex, height, weight, marital status, arrest without conviction, handicap, or political affiliation or belief, and with respect to participants, citizenship or participant status.

As a Proposer I understand that for Equal Employment Opportunity (EEO) and Affirmative Action purposes the agency must comply with the City of East Palo Alto's Contractor EEO Certification Procedures, East Palo Alto's EEO Policy Statements, all contractual requirements related to EEO laws and regulations. The agency is willing to work in good faith to correct any EEO deficiencies, which may be identified by the City of East Palo Alto.

**The Agency's EEO Officer or individual responsible for EEO issues is:**

(Name) \_\_\_\_\_

(Title) \_\_\_\_\_

Have any administrative complaints or lawsuits been filed against your agency alleging discrimination on any of the above grounds within the past two years prior to the date of this proposal?

Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, please provide the following information:

1. Names of the parties to each complaint or action and the relevant case number (s)
2. The forum in which each complaint was filed
3. The results of each proceeding or, if still pending, indicate "pending"

Proposer's Signature \_\_\_\_\_

**Attachment C**

# **ANTI-HARRASSMENT POLICY**

## **I. PURPOSES**

The purposes of this policy are to emphasize the City's commitment to keeping its workplace free of unlawful harassment, to define and provide examples of the conduct that is prohibited, to summarize the respective responsibilities for preventing, reporting, investigating, and responding to violations and to give clear warning of the serious consequences that violators will face.

A copy of this policy shall be provided to all persons who are subject to it, and shall be posted on City bulletin boards in all City facilities.

## **II. POLICY**

All of the following are prohibited by this policy, and by State and Federal laws:

- Harassment in any aspect of City employment based on any legally protected characteristic or status, including sex, sexual orientation, race, color, national origin, ancestry, religion, age, marital status, domestic partner, physical disability, mental disability, or medical condition;
- Retaliation for opposing, filing a complaint about, or participating in an investigation of, any such harassment.
- Aiding, abetting, inciting, compelling, or coercing any such harassment or retaliation, or attempting to do so.

The City will take all reasonable steps necessary to prevent such misconduct from occurring, and to remedy and punish any occurrence. Any City employee found having engaged in any such misconduct will be subject to disciplinary action up to and including termination and will be deemed to have acted outside the course and scope of his or her employment.

This policy applies to all City employees, volunteers, interns, vendors, and contractors as well as to all applicants for such positions. The policy shall not be interpreted or applied in any manner that would be inconsistent with any applicable State or Federal law or regulation, or increase the legal liability of the City.

## **III. DESCRIPTION AND EXAMPLES OF PROHIBITED HARASSMENT**

Harassment on the basis of sex is unlawful, and is prohibited by this policy. Sexual harassment includes unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature, when:

- An individual's submission to such conduct is made explicitly or implicitly, a term or condition of that individual's employment; or,
- An individual's submission to or rejection of such conduct is used as the basis for an employment decision affecting that individual; or,

- The conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile, abusive, or offensive work environment.

Sexual harassment need not be motivated by sexual desire or gratification, and may include nonsexual conduct motivated by the violator's hostility towards the victim's gender, or towards the victim's nonconformity to gender stereotypes. Sexual harassment includes not only conduct motivated by gender, but also by pregnancy, childbirth, or a related condition. A harasser may be either male or female, and the victim may either be the same sex or the opposite sex. Even a person who is not the intended target of harassment may be harassed by it, if he or she witnesses it in their immediate work environment.

Sexual harassment may be verbal, visual, or physical. For example:

- Verbal harassment may consist of derogatory, threatening, or intimidating comments, epithets, slurs or jokes; references to gender, physical appearance, attire, sexual prowess, marital status, or pregnancy; or sexual advances, propositions, or demands.
- Visual harassment may consist of displaying or circulating derogatory or offensive posters, cartoons, drawings, photographs, pin-ups, computer images, or electronic media transmissions.
- Physical harassment may consist of assault, battery, or unwelcome, unnecessary and offensive touching (kissing, hugging, patting, rubbing, pinching, brushing against) starring, leering, gesturing, whistling or making noises, impeding or blocking movement, or physical interfering with normal work or movement.

In addition to prohibiting unlawful harassment based on sex or gender, this policy also prohibits unlawful harassment based on sexual orientation, or upon any other legal protected characteristic or status, such as race, religion, creed, color, national origin, ancestry, physical disability, mental disability, medical condition, marital status, domestic partner, or age. Harassment on the basis of such factors is subject to the same principles applicable to sexual harassment, as stated above.

#### **IV. REPORTING HARASSMENT OR RETALIATION**

Any City employee, volunteer, intern, vendor, contractor, or applicant who becomes aware of any harassment or retaliation prohibited by this policy shall report it immediately to their immediate supervisor, or higher ranking supervisor, or the Assistant City Manager. Under no circumstances shall such a report be required or expected to be made to the person who engaged in the misconduct that is subject to this report.

The responsibility to report conduct prohibited by this policy arises even if the conduct is directed toward someone else and even if the person toward whom it is directed does not want it reported.

Reports may be made orally or in writing, free of requirements as to form.

Because reports of conduct prohibited by this policy will be treated as serious charges, the making of a deliberately false report, or a report made with reckless disregard for its truth or falsity, may subject the maker to disciplinary action.

**V. INVESTIGATION AND RESOLUTION**

The City of East Palo Alto will investigate all reported violations of this policy. All employees, volunteers, interns, vendors and contractors shall cooperate with any such investigation. Any supervisor, manager, or department head who receives a report of, or who becomes aware of, conduct prohibited by this policy shall promptly report it to the Personnel Officer. Upon receiving the report, the Personnel Officer shall conduct a prompt, full, and fair investigation, or delegate that responsibility to a qualified City employee or private investigator. The person performing the investigation shall:

- Interview the complainant, the accused, and any other person the investigator believe to have knowledge relevant to the charges;
- Gather and review any documentary, electronic, or physical evidence relevant to the charges;
- Consult with legal counsel as needed;
- Determine whether the charges can or cannot be substantiated; and
- Develop recommendations for appropriate remedial and/or disciplinary action, if any.

Upon completion of the investigation, the Personnel Officer shall communicate the results of the investigation to the complainant, the accused, and, as appropriate, all others directly concerned. To the extent permitted by law, confidentiality shall be maintained with respect to the complainant, the information gathered during the investigation, and the results of the investigation.

I have read and fully understand the content of this policy and agreed to abide by it as an employee, contractor, and/or volunteer of the City of East Palo Alto.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

**XI PAROLEE WORK CREW PROGRAM**

- A. The City of East Palo Alto shall administer a program pursuant to Penal Code Section 2780 et. Seq. for the placement of parolees to perform certain labor intensive work on behalf of the CDCR, for the California Department of Transportation, hereinafter referred to as Caltrans. The work shall be performed at various locations within State right of way and other properties under the jurisdiction of the State of California.
- B. Any obligations, actions or commitments under this agreement attributed to Caltrans are made pursuant to an inter-agency agreement dated June 23, 2008 between CDCR and Caltrans.
- C. Parolee participation in the Parolee Work Crew Program is limited to parolees actively enrolled at the East Palo Alto Community Based Coalition (EPA/CBC) and committed to Phase II and/or Phase III of treatment. Parolees shall continue to be consistently engaged in programming as determined by the individual needs assessment and Individual Service Plan (ISP).
- D. CDCR will direct Contractor as to where to work. CDCR and Contractor will agree upon a schedule.
- E. The Contractor will be solely responsible for supervision, custody, care and control of the parolee crew(s) assigned to work on state highways. There shall be no commingling of parolee work crews with the public or Caltrans work crews or staff other than the immediate technical direction by Caltrans to ensure quality control of work.
- F. Caltrans will, at its sole expense, provide technical direction to oversee the work programs performed under terms of this agreement and will provide safety instructions, trash bags, litter pickers, hand tools and work locations.
- G. The Contractor shall be responsible for parolee pay, worker's compensation, custody, care and supervision, except for the aforementioned technical direction performed by Caltrans. Contractor has sole responsibility for all insurance needs/requirements.
- H. The Contractor shall provide each parolee work crew with a passenger van to transport the parolees, a portable toilet and drinking water to and from the work sites.
- I. Caltrans will provide parolee crews with safety equipment including, but not limited to, signs, personal protective equipment (hard hats, safety vests, gloves, eye protection).
- J. Caltrans will provide the necessary safety instructions and explain the work to be done. Caltrans shall furnish the necessary warning signs and instruct the Contractor's personnel on the placement of signs. Caltrans will provide any required traffic control.
- K. Only qualified Caltrans employees will operate complex equipment. Contractor work crew supervisor(s) will operate vans for transport of parolee work crews and towing of porta-potties.
- L. Negligence on the part of the Contractor's work project supervisor(s) shall be reported to the CDCR Program Manager in a timely manner. The Contractor shall investigate the stated concern(s) and respond. Concerns presented verbally may be responded to in kind or in writing. Concerns presented in writing shall be responded to in writing.

- M. In the event that a parolee is injured on the job, the Contractor shall be responsible for ensuring that the injured person receives the appropriate level of medical care and transportation to a medical facility and shall be responsible for the administration of any claims by said parolees due to injury on the job as well as for treatment of injuries. The Program Manager shall be notified within 24 hours of any injuries incurred while working under this contract, or by the following work day.
- N. The Contractor reserves the right to refuse any work site which may be unsafe.
- O. The Contractor will provide up to six (6) parolee work crew(s) per day. Each parolee work crew shall consist generally of eight (8) – ten (10) parolees. Each work crew shall have at least one “non-parolee” supervisor provided by the Contractor. The crews are expected to work an eight (8) hour day, five days per week, Monday through Friday, excluding holidays. (Note: Number of crews will vary by work site. Work hours may vary by location.)
- P. The supervisors of the work crew must have a working communication device (e.g. cell phone) on their person at all times.
- Q. Work performed by the parolees shall consist of, but not be limited to the following:
  - a. Litter and debris removal (roadside and landscape).
  - b. Manual weed control.
  - c. Paint over or remove graffiti.
  - d. Trim or remove unwanted, unsightly, dead, overgrown, etc., brush and trees within the right of way.
  - e. Make firebreaks at fence lines where appropriate adjacent to shoulders in lieu of spraying, grading, mowing, or disking.
  - f. Remove fire tinder within the right of way, e.g., dead grass, fallen limbs, etc.
  - g. Plant natural vegetation on friable cut and fill slopes and any other areas subject to erosion.
  - h. Plant restoration in landscaped area by removing dead plants and replanting.
  - i. General yard work at maintenance stations.
  - j. Minor storm damage repair activities.
- R. Work shall not include work performed by Caltrans employees as specified by any written labor agreement.
- S. Contractor shall provide parolee work crew and filled trash bag counts to DAPO by telephone on a daily basis via the Program Manager or their designated representative. Contractor shall also provide copies of Parolee Crew Supervisor’s Time Card and Parolee Work Supervisor’s Time Log to the Program Manager or their designated representative on a monthly basis.
- T. For purposes of the Work Crew Program only, the restriction for employment of Ex-Offenders on active parole or probation cited in Exhibit D, Special Terms and Conditions for Public Entity Agreements, item 12 titled “Employment of Ex-Offenders”, item a., shall not apply. This restriction shall continue to apply for all other aspects of employment in connection with this Agreement.