

**Application to City of Madison CDBG Office  
Housing Rehabilitation and Preservation Services  
July 2, 2009**

**“Operation Fresh Start Graduate Crew”**

**Submitted by:  
Operation Fresh Start  
1925 Winnebago Street, Madison, WI 53704**

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**Agency Legal Status:  
Tax Exempt 501(C)3 Organization**

## **HOUSING REHABILITATION AND PRESERVATION SERVICES**

### **Operation Fresh Start's Graduate Crew**

#### **PROGRAM DESIGN:**

Operation Fresh Start (OFS) proposes to provide rehabilitation and preservation services to the City of Madison to bring 27 rental or owner-occupied housing units up to the City Minimum Housing Code during the period 10/01/2009 – 9/30/2010. These services will be provided by a crew of five low-or moderate-income young people, the optimum number for the anticipated size of the projects and for an effective training program. All will be graduates of OFS' employment and training program and will be supervised by an OFS carpenter supervisor. OFS will collaborate with Project Home who will provide energy efficiency upgrades, while the OFS crew will address identified code deficiencies in the unit. The goals of the program will be to:

- Upgrade and preserve affordable housing units;
- Provide employment to low-income young people;
- Provide training to young people interested in entering the building trades; and,
- Place these young people in private sector employment or apprenticeships at the end of training.

The cost of the program will be \$349,000 or \$339,070, depending upon the choice of personnel arrangements, described below under "Budget," selected by the City.

The graduate crew program will be an extension of OFS' existing youth employment and training program through which young people, ages 16-24, receive job experience and skills training by building new homes or rehabilitating existing substandard housing. When complete, these homes, sold to income-eligible homebuyers, are all certified "Green Built Homes," and the newly-built homes are certified to be "Energy Star" homes. The young people also receive classroom training, counseling, placement assistance, and follow-up support. For 15 years, OFS has been interested in testing the concept of a graduate crew to continue and intensify training available to those interested in pursuing employment in the trades. For this reason, OFS is particularly pleased to apply to the Housing Rehabilitation and Preservation Services Program.

If awarded the program grant, OFS will develop a position description and distribute an application to recent OFS graduates or those about to graduate. Applicants will be selected based on demonstrated excellent carpentry skills, excellent attendance, work maturity, and interest in pursuing a career in the building trades. OFS will also select a carpenter supervisor

from among its current corps of 7 experienced supervisors to lead the crew. The supervisor chosen will have had experience in leading carpentry crews in the private sector.

Crew members will report to the OFS headquarters in the morning and be transported to the work site in an OFS van. The crew will work four 10-hour days or five 8-hour days, with a 30-minute lunch break and a 15-minute AM and PM break. Crew members will receive training on site as needed by the supervisor, but will not participate in the classroom or support services offered to regular OFS participants. Each crew member will supply his/her own hand tools, work boots, and safety gear. OFS will supply the crew with a complete set of power tools.

Training will focus on: working at a professional pace; working all day; appropriate conduct within occupied housing; and, job skill improvement. In addition to completing rehabilitation tasks, crew members will assist the supervisor in developing a scope of work and work plan for each project. They will develop a materials list, estimate the cost of materials, and assist in materials selection. The construction supervisor will evaluate each crew member on a quarterly basis. These evaluations will become the basis for references to be used in private sector job applications. At the end of training, the OFS placement coordinator will assist crew members to find placement in private sector employment in the building trades or trades-related apprenticeships.

To identify dwelling units appropriate to the program, OFS will market the program to other Madison non-profit housing providers who have expended City CDBG/HOME funds to create either rental or owner-occupied affordable housing. OFS has already been contacted by staff of Movin' Out who have housing units to enroll in the program. OFS will also contact owners of houses previously built by OFS itself within Madison. All units so identified will be forwarded to the City of Madison CDBG Office, which will also identify appropriate housing units, including City-owned housing units, for the program. All housing units selected will have been previously assisted with CDBG/HOME funds and currently be in need of rehabilitation to address housing code and energy efficiency issues. The apartments or houses will be inspected by City staff who will identify code deficiencies. The OFS Deputy Director for Housing will meet with designated staff from the City and Project Home to discuss each proposed project. Before considering whether to assign a project to the graduate crew, OFS and Project Home staff will inspect the housing unit. OFS will also meet with the owner of the property, whether owner-occupied or rental, to discuss plans for the project. OFS respectfully reserves the right to turn down a project or discuss amending a project for reasons related to feasibility, timing, crew work-load, etc.

The remodeling to be done in each unit will address the deficiencies identified by the City inspector and will be sufficient to at least bring the dwelling up to minimum housing code standards. The OFS crew will be prepared to perform a wide range of remodeling tasks, including wall repairs, window and door repairs and replacement, flooring replacement, kitchen

and bathroom upgrades, etc. The average cost of materials or subcontracted work within an individual unit will be \$5,000, and the range of costs could be from \$1,000 - \$9,000. OFS will develop a project plan in concert with Project Home. The plan will identify any work which must be subcontracted, will develop a materials list, and lay out a schedule of work to be performed by the two crews and any subcontractors. The crewmembers will assist in developing this plan, in putting bids together, and in evaluating bids.

The effectiveness of the project will be measured in several ways. At the end of the project, the crew supervisor will complete a report sent to City CDBG and request a re-inspection. Any call backs will be addressed by the crew. The graduate crew will also request that the owner of the property complete a satisfaction survey. The effectiveness of training will be measured by the quarterly evaluations of the crew members by the supervisor. Evaluation measures will include a record of attendance; a work maturity inventory; and, a carpentry/repair skill inventory. The placement of the crew members into private sector work will be verified and recorded by OFS follow-up staff.

#### Timeline:

09/01/09 – 09/30/09: Hire Graduate Crew Supervisor and members of the Graduate Crew

10/01/09 – 10/12/09: Begin Program

- Receive initial list of proposed projects from City staff

- Make appointments with owners and residents of first five units

- Determine scope of work, materials list, budget

- Meet with Project Home to develop scope and schedule for energy-related work

- Pull building permits for work

10/12/09 – 09/30/10: Begin first housing unit project. Establish a project schedule of completing one project within approximately every two weeks. At the end of each project, request re-inspection. Complete any call-backs. Request owner to complete owner satisfaction survey.

12/17/09; 03/31/10;

06/30/10; 09/30/10: Supervisor will complete quarterly evaluations of each crew member

01/31/10; 04/30/10;

07/31/10; 10/31/10: MIS Coordinator will make quarterly and final reports to City of Madison and HUD.

6/01/10 – 09/30/10: OFS Placement Coordinator will begin to work with individual crew members to identify employment/apprenticeship placement opportunities.

09/30/10: Complete rehabilitation projects.

10/31/10: Make final report to City and HUD.

### **QUALIFICATIONS OF AGENCY AND STAFF:**

OFS is a single-purpose youth employment and training organization which annually provides comprehensive, in-house services to 130 youth, ages 16-24. OFS, founded in 1970, serves at-risk youth, primarily high school drop-outs and offenders who have multiple barriers to employment and independence. OFS participants receive a paid, 34-hour/week opportunity to learn basic work skills, improve basic academic skills, prepare for the high school equivalency examination or complete diplomas, secure and retain employment and/or post-secondary placement at the end of training, and contribute to the community by building new or renovating sub-standard housing into safe, energy-efficient, affordable homes sold to low-income families. OFS is the owner and general contractor of its housing sites, which are the vehicles for improving the leadership, personal, and employability skills of young people whose career goals are diverse, including residential carpentry and other career-track occupations in demand in the region.

OFS has assisted 80% of its participants to satisfactorily complete the goals of the program – job placement and/or graduation to post-secondary schooling. OFS' long-term follow-up studies show that 68% of graduates remain self-sufficient – employed and free of recidivism or reliance on public assistance. A 2004 follow-up study conducted by Temple and Brandeis universities, commissioned by YouthBuild USA, showed that 82% of surveyed OFS graduates were employed at an average wage of \$11.85/hr.

In 39 years, OFS' youth have built or remodeled 200 homes in Madison and Dane County. During the past 7 years, OFS has concentrated on learning and applying the techniques required to build energy-efficient and sustainable homes affordable to our target homebuyers. Since 2002, OFS has constructed 35 new Energy Star homes and certified 29 homes as Green Built - 15 new homes, and 14 renovations.

The young people, organized into crews of 8 – 10 members, each supervised by a skilled carpenter supervisor perform the following tasks on homes under rehabilitation: roofing, siding, and new window installation; interior wall repair and repainting; installation of new trim and doors; kitchen and bathroom updates, including new cabinets and flooring; wood floor sanding and refinishing; and, landscaping, including sidewalk/driveway repair. On all sites, the

construction supervisor begins each day with a technical education session in skills needed for the current construction phase, including general and specific safety instructions. Tool and material handling skills are modeled by the construction trainer or by skilled participants. All participants have a hands-on opportunity to practice the task. Jobs are assigned, and skilled participants are teamed up with those who are less skilled.

Since 1994, OFS has been awarded 15 WIA, 6 Youthbuild-HUD, 1 Youthbuild-USDOL, and 16 AmeriCorps grants. OFS met program requirements for each grant award. OFS' current annual operating budget is \$2,471,488.

Staff who will administer or implement the Housing Rehabilitation and Preservation Services Program, their qualifications, and duties relevant to the graduate crew program are:

Connie Ferris Bailey, Executive Director: BA, Social Work; 32 yrs OFS management experience; *Duties*: Administration - staff hiring, funding source and public relations, long-range planning/evaluation, fiscal oversight, staff to the Board.

George Riggin, Deputy Director for Housing: 10 years Project Coordinator for Wisconsin Conservation Corps; 7 years OFS housing project coordinator, 6 years, OFS construction crew leader. *Duties*: Planning, supervision and monitoring of graduate crew program; program budgeting and scheduling, on-site technical assistance to construction supervisor; communication with City inspectors.

Rita Ihm, Finance Director: CPA, 27 yrs business finance experience, 10 yrs CPA, 8 yrs OFS accounting experience. *Duties*: Administration of fiscal and personnel records, budget preparation, supervision of payroll, maintenance of financial MIS.

Construction Supervisor: OFS will assign one of the program's 7 experienced site supervisors to lead the graduate crew. OFS will consider the individual's experience leading construction crews in the private sector to be a primary criterion for selection. *Duties*: Project site management; supervision and training in repair and rehabilitation skills; evaluation of crew members; enforcement of safety standards, communication with dwelling unit owner and resident, Project Home, and OFS staff team.

Brian McMahon, Placement Coordinator: BS; 5 yrs private sector carpenter; 6 yrs OFS Construction Supervisor; 5 yrs OFS Placement Coordinator; NCCER National Registry Certified Instructor in Core Curricula and Carpentry; Global Career Development Facilitator (GCDF). *Duties*: Job/apprenticeship placement planning, development of job leads, placement follow-up.

Gloria Nelson, MIS Coordinator: BS, Education, WI State teacher's license, Spec. Ed., Grades 1-12; 13 yrs OFS classroom teacher; 5 yrs, MIS Coordinator; *Duties*: electronic and hard-copy record maintenance; outcome and demographic reporting to all funding sources, including HUD.

## **OUTCOMES:**

The outcomes of the Housing Rehabilitation and Preservation Program will be:

- 27 existing affordable housing units will have been brought up to minimum housing codes;
- 5 low-income young people will have been employed at \$10/hr. with health insurance or at \$11.23 – 11.66/hr for a period of one year;
- 5 young people will have completed a year of real-world carpentry experience; and,
- 5 young people will be placed in private sector building trades employment or apprenticeships.

These outcomes will be reported to the OFS MIS Coordinator who will enter the data in OFS computerized data system. She will prepare and submit periodic and final reports to the City of Madison and to US Department of Housing and Urban Development as required.

As indicated above under Qualifications, OFS has extensive experience in undertaking construction, training, and placement programs with young people. OFS has met its housing and other service project targets, youth training performance goals, and reporting requirements for all the numerous federal grants OFS has received, including 15 AmeriCorps grants, 6 Youthbuild-HUD grants, and 14 WIA grants. The agency has received and is executing a 16<sup>th</sup> AmeriCorps and a 15<sup>th</sup> WIA grant and has been awarded a 7<sup>th</sup> Youthbuild (DOL) grant for which programming will begin in August 2009. The Graduate Crew program is an extension of OFS' youth training program for which the agency is well-prepared to accomplish projected outcomes.

## **BUDGET:**

OFS has prepared and attached two budgets for the City's consideration.

Budget A, totaling \$349,000, assumes that the members of the graduate crew are OFS employees who will be paid \$10/hour and who will receive individual health insurance coverage.

Budget B, totaling \$339,070, assumes that the members of the graduate crew are City of Madison employees who will be paid the City Living Wage, but not receive health insurance. If

the City chooses this employment scenario, OFS will select the OFS graduates on behalf of the City. Also, OFS will not begin the program until the City receives concurrence from its relevant labor union.

Both budgets project completion of 27 rehabilitation projects averaging \$5,000 each. Both budgets include \$5,000 for a set of power tools for the crew.

## **REFERENCES:**

### Housing

George Stulgaitis, City of Madison Inspection Unit (266-5910)  
Roger Schrader, City of Madison Inspection Unit (266-4553)  
Matt Tucker, City of Madison Zoning Administrator (266-4569)  
Tim Parks, City of Madison Planning Unit (266-9632)

### Employment and Training

Pat Schram, Executive Director, Workforce Development Board  
of South Central Wisconsin (249-9001)  
Yolanda Shelton-Morris, Program Officer, Serve Wisconsin - AmeriCorps (267-2359)



**OPERATION FRESH START, INC.  
GRADUATE CREW  
OCTOBER 1, 2009-SEPTEMBER 30, 2010  
BUDGET A**

Supervisor Salary	36,000
Supervisor Fringe	22,360
Graduate Salary (employed by OFS)	
5 graduates @ \$10/hour	88,400
FICA	6,765
W/C	2,875
Unemployment	600
Health Coverage	24,680
27 rehab projects @ \$5000 each (materials & mechanicals)	135,000
Tools @ \$5,000 per crew	5,000
Cell Phone	500
Transportation	10,200
Administration @ 5%	16,620
TOTAL	<u><u>349,000</u></u>

**OPERATION FRESH START, INC.  
GRADUATE CREW  
OCTOBER 1, 2009-SEPTEMBER 30, 2010  
BUDGET B**

Supervisor Salary	36,000
Supervisor Fringe	22,360
Graduate Salary (employed by the City of Madison)	
5 graduates @ \$11.23/hour through 12/31/09	24,820
5 graduates @ \$11.66/hour 1/1/09-9/30/09	77,305
FICA	7,815
W/C	3,320
Unemployment	600
Health Coverage	-
27 rehab projects @ \$5000 each (materials & mechanicals)	135,000
Tools @ \$5,000 per crew	5,000
Cell Phone	500
Transportation	10,200
Administration @ 5%	16,150
TOTAL	<u><u>339,070</u></u>