

DEPARTMENT OF CORRECTION
PLAN FOR COMPETITIVE PROCUREMENT
OF
HUMAN SERVICES

January 2012 – Revision II - February 2012

I. Purpose

This plan details the steps the Connecticut Department of Correction (CTDOC) has taken and will take for the procurement of human services. The plan allows CTDOC to meet operational requirements and provide reasonable provider/client stability, while assuring an open, competitive, and transparent process for the procurement of services. The plan directs CTDOC in all aspects of such procurements and we will review at least annually to assure its continued relevance. Changes in statute, regulation, legal opinions, and direction from cognizant offices will dictate future adjustments.

II. History

For well over twenty (20) years, the CTDOC had, generally, renewed all existing contracts through no competitive procurement process. New community programs were sought through competitive bidding only as additional funding was provided through legislation or when the department received specific federal funding. This strategy, while acceptably effective, resulted in a patchwork of residential and day services that did not necessarily reflect the needs of our agency.

In 2009, following more than two (2) years of internal review, debate and planning, the entire network of community services was sent out to bid. The RFP envisioned a state-wide, connected network of residential and day programming that was designed to meet the evolving needs of CTDOC.

The 2009 RFP process culminated with the issuance of multi-year, consolidated contracts. While CTDOC has traditionally faced numerous impediments to competitive procurement (siting and zoning issues, statutory requirement to contract with private, non-profits), precluding new groups or organizations from submitting proposals, the resulting contracts yielded the addition of six (6) new service providers to CTDOC's compliment of contracted services. As a result of the 2009 rebidding and the subsequent two (2) fiscal years, CTDOC currently contracts with thirty (30) separate service providers overseeing forty-six (46) residential programs and twenty-five (25) non-residential programs.

III. Current Structure and Practices

It was CTDOC's intent, as a result of the 2009 RFP, to implement contracts for six (6) year time periods. This rendered stability and assurance to the service providers, while ensuring that the needs of the Department continued to be evaluated in a timely manner. At the time of the 2009 competitive procurement, CTDOC staggered the terms of its contracts in one (1), four (4) and five (5) year increments.

CTDOC's procurement plan was designed as follows: Contracts with an original one (1) year rotation, ending in June of 2010, were renewed for six (6) years (through June of 2016). Those with an original rotation of four (4) years, ending in June of 2013, were to be renewed through June of 2017. Finally, those with an original five (5) year rotation, ending in June of 2014, were to be renewed through 2018.

CTDOC has, for at least seven (7) years, consolidated contracts with each provider to reduce the administrative duplications inherent in one contract for each program. Annually, each provider is given the opportunity to revise the existing budgets associated with their contract to reflect their changing needs. These budget revisions do not require the issuance of a new or revised contract.

IV. Procurement Process

The procurement process for human services within CTDOC begins in one of two ways. If additional dollars are allocated by the legislature, the Director of Parole and Community Services, in consultation with the Contracts Administration Unit, reviews then-current utilization data in order to identify the types of services and areas for those services that would be best served with additional procurement.

The Parole and Community Services and Contracts Administration units initiate the development of a Request for Proposal (RFP) for the identified services. The development of the RFP will include subject matter experts in the appropriate field within CTDOC (substance abuse, mental health, employment, women and children, etc). Also included in the Development stage is staff from the CTDOC Best Practices Unit. Final issuance of the RFP follows all pertinent state (OPM) guidelines.

A committee completes a review and critical evaluation of received proposals. The committee members are from units involved in the development of the RFP, though not the same staff members. Proposals are independently reviewed and scored by each of the committee members. Members hold full committee meetings to discuss each proposal and produce a consolidated score and ranking of each.

The committee may request a presentation from each potential contractor or they may request presentations only from the top 2 or 3 scored bidders.

The committee develops recommendations and submits to the Commissioner for approval. If the commissioner accepts the funding recommendation of the committee, a letter is dispatched to those bidders identified in the recommendation informing them that they have been awarded the right to negotiate a contract. Letters are also sent to bidders who were not selected for possible funding.

If negotiations with any selected bidder fail to produce a contract, the committee may decide to offer those services to another bidder.

V. Planning Approach

Planning for the procurement of human services required by the CTDOC is an ongoing and long established process. The department has a long history of community programs, now called human services. In addition, needs are evaluated on a continuous basis, as a significant objective of the agency is the reintegration of offenders back into their communities. Members of the Parole and Community Services Unit and the Contracts Administration Unit monitor program utilization and have an excellent understanding of department needs.

Generally, the CTDOC confronts two major impediments to securing the human services needed to fully meet the requirements of its mission - Funding and Zoning.

VI. Procurement Schedule - See attached Excel spreadsheet

VII. Planning Factors

The CTDOC issues consolidated contracts. These contracts are single agreements that may contain 4 or 5 different program types, in various locations. A consolidated contract may have Residential Work Release programs in Norwich, Hartford, Bridgeport, and Willimantic, while also providing for a Mental Health Residential program in Waterbury, a Day Reporting (Nonresidential) Behavioral Health program in Danielson. A single, consolidated contract will include multiple 'cost centers', each having the same contracted begin and end dates.

Therefore, CTDOC bids by the contract, not by geographical location or program type.

The overarching consideration for the development of a procurement schedule is the fixed contract termination dates. Because there are widespread and deep rooted zoning issues impacting community programs (both residential and nonresidential), the department has been only marginally successful in its ability to contract with truly new providers. On occasion, CTDOC has been able to take advantage of locations where other criminal justice programs operated by the Judicial Branch have closed, but still retain their zoning approvals. It is often the case that bidders are those agencies currently providing services for either the CTDOC or the Judicial Branch. CTDOC has made a commitment to not 'steal' beds or program space from other state agencies, whenever that choice is practical.

The actual schedule for rebidding is staggered due to the limits of a contracting office comprised of 3 staff members, each of which have many other duties. Program stability and services delivery are also key factors in the rotating of program re-procurements. When CTDOC re-bid its entire community network in 2009, while needed and efficiently managed with few service interruptions, was a significant stress on the missions of the units involved.

VIII. Communication Protocol

The official contact person for the procurement plan is Joel R. Ide, FAM I, who oversees the Contracts Administration Unit.

The plan, once approved by OPM, will be disseminated to the Parole and Community Services, Best Practices and Legal units. In addition, the plan will be posted on the CTDOC intranet and internet pages. Copies will be sent to all current providers, via email to the Executive Director.

Questions concerning the plan or any aspect of the procurement process are routinely channeled through Mr. Ide. In addition, CTDOC has a "How To" page posted on its internet site which describes the process and requirement for entering into a contract for community human services with the department.

Employees are routinely reminded of the requirements and expectations associated with the RFP process.

IX. Implementation and Oversight

The CTDOC Contracts Administration Unit is responsible for all community RFP's. This unit maintains the contracting schedule and initiates the RFP process at least 1 year in advance of the required or scheduled re-bidding date. The Contracts Administration Unit will contact the Parole and Community Services Unit to begin the process. Included in this process will be utilization data for the

contracts coming up for re-bid. Once the decision is made to move forward with an RFP, the Contracts Administration Unit will produce an RFP outline and submit it to the Parole and Community Services Unit, Best Practices Unit and the appropriate subject matter units. The Contracts Administration Unit will propose an RFP development committee to the Deputy Commissioner for Administration. If approved by the Deputy Commissioner, the committee will be formed and begin the development process.

Oversight of the contracted programs is accomplished in two major fashions.

Parole Officers visit each program almost daily. While at the program they are able to observe the services being provided, the staff providing services, the environment, the atmosphere, etc. They also interact with program staff while placing, supervising, or removing offenders. These are key factors in the evaluation of programs. Problems and concerns are forwarded to the Contracts Administration Unit for follow up with the provider.

In addition, each provider is required to submit statistical data on a monthly or quarterly basis. This information centers on program utilization statistics and demographics. The Contracts Administration Unit analyzes this data, with issues addressed on an ongoing basis and at contract renewal negotiations.

X. Additional Considerations

Concerns have been raised around the planned schedule of rebidding which would keep some contracts in place for up to 10 years. Stated concerns are:

1. Time period between competitive bidding – While this is certainly true, CTDOC has a long history of contracting for community services throughout the state. A major concern and limiting factor when seeking to provide services is the resistance to zoning approvals from almost every town. Siting issues are a significant barrier to development of new community programs. Knowing of this issue, CTDOC has, for the last 10 years, included a requirement in all RFP's that the bidder must demonstrate approved zoning for any proposed program in order for the bid to be considered. History has clearly demonstrated that new bidders are rare. Generally, those meeting the zoning requirement are programs currently in place.
2. Limitations on the making needed changes as to the quality and quantity of services – As with all contracts, each Human Services contract includes language to allow for contract termination and amendments. CTDOC has, and does, utilize these provisions on a regular basis to decrease, increase or modify existing programs to meet our demands.

If necessary, CTDOC is willing and able to modify our procurement schedule to include the rebidding of all contracts after a maximum of 6 years.

 3-14-12

Leo C. Arnone
Commissioner

Date

Given that the entire network of services was completely procured in 2009, the Department does not plan to competitively procure its residential and nonresidential community services during the period of this procurement plan (SFY2013-15). The following is the proposed contract periods for the contracts resulting from the 2009 procurement process. The Department will competitively procure new or replacement services during this plan period.

Provider	Original Termination Date	Renewal Termination Date
Career Resources	June 30, 2010	June 30, 2016
Columbus House	June 30, 2010	June 30, 2016
Easter Seals Goodwill	June 30, 2010	June 30, 2016
Miracle House	June 30, 2010	June 30, 2016
New Directions	June 30, 2010	June 30, 2016
APT Foundation	June 30, 2011	June 30, 2017
Sydney Schulman & Associates	June 30, 2012	June 30, 2014
Chrysalis Center	June 30, 2013	June 30, 2017
Connection	June 30, 2013	June 30, 2017
Community Renewal Team	June 30, 2013	June 30, 2017
Family ReEntry	June 30, 2013	June 30, 2017
FHM Services	June 30, 2013	June 30, 2017
Liberation Programs	June 30, 2013	June 30, 2017
McCall Foundation	June 30, 2013	June 30, 2017
Neon	June 30, 2013	June 30, 2017
New Opportunities	June 30, 2013	June 30, 2017
OIC of New London	June 30, 2013	June 30, 2017
Open Hearth	June 30, 2013	June 30, 2017
CNV Help	June 30, 2014	June 30, 2018
Council of Churches	June 30, 2014	June 30, 2018
Community Partners in Action	June 30, 2014	June 30, 2018
Community Solutions, Inc.	June 30, 2014	June 30, 2018
CT Renaissance	June 30, 2014	June 30, 2018
Families in Crisis	June 30, 2014	June 30, 2018
Isaiah 61:1	June 30, 2014	June 30, 2018
Morris Foundation	June 30, 2014	June 30, 2018
Perception	June 30, 2014	June 30, 2018
Project More	June 30, 2014	June 30, 2018