

**DEPARTMENT OF CORRECTION  
PLAN FOR COMPETITIVE PROCUREMENT  
OF  
HUMAN SERVICES**

**January 2009**

**I. INTRODUCTION**

As a result of actions taken by the General Assembly, the Office of the Governor, the Office of Policy and Management (OPM), along with decisions concerning contract requirements made by the Office of the Attorney General and the State Ethics Commission, each Connecticut Human Services Agency is required to produce a Plan for the Competitive Procurement of Human Services. This document is the Connecticut Department of Correction (CTDOC) response to those requirements.

**II. PURPOSE OF THE PLAN**

This plan outlines and describes the steps CTDOC will take for the procurement of human services. The plan will allow CTDOC to meet operational requirements, while assuring an open, competitive and transparent process for the procurement of services. The plan will direct the Department in all aspects of such procurements and will be reviewed at least annually to assure its continued relevance. Changes in statute, regulation, legal opinions and direction from cognizant offices will dictate future adjustments to this plan.

**III. CURRENT STRUCTURE AND PRACTICES**

CTDOC is restricted by statute to contracting for human services with private non-profit organizations. The Department currently has approximately 40 Human Service Purchase of Service (POS) contracts with 30 plus such contractors. CTDOC moved to consolidated contracts, thereby combining multiple programs operated by one vendor into a single agreement nearly 10 years ago. These contracts fund over 85 different program types designed to provide services to offenders leaving incarceration and re-entering their communities. The general residential program types include Work Release, Substance Abuse, Women and Children, Mental Health and Supportive Housing models. The traditional CTDOC non-residential program is similarly specialized, with employment centers, housing assistance programs and health care referrals housed in separate locations, often operated by the same organization. This model is evolving to a multi-service center model. This allows for 'one stop shopping' for needed services.

Many existing contracts for community support services have been in place for over 20 years. As long as contractors were in compliance with program delivery and fiscal accountability standards, contracts were renewed. A systematic competitive procurement process for these contracts was rarely used. CTDOC has traditionally faced, and still does, an impediment to competitive procurement. The siting of halfway houses has always been difficult. Over the years communities have attempted to place outright bans on the establishment of such community residential facilities. Therefore, contract renewal for existing, approved locations was often the only effective option. CTDOC has issued

numerous Requests for Proposals (RFPs) over the years. Due to siting issues, existing providers were, in most cases, the only bidders. Where new groups or organizations submitted proposals, they often did not have approved zoning for the programs they were proposing. In general, competitive bidding was employed only when significant additional dollars were appropriated for new programs.

In keeping with current requirements, and in order to more clearly define Department needs, this plan will allow for the open, competitive and transparent bidding for all services provided to offenders in the community. While siting issues may allow for CTDOC to seek competitive bid waivers, it is our intent to limit those requests as an additional mark of commitment to this plan and the concept of competitive bidding.

#### IV. PLAN APPROACH AND PROCESS

As stated, the goal of this plan is a more open, competitive and transparent procurement process. Also as previously described, the Department has renewed contracts for many cycles without bidding. Bidding was pursued when additional dollars were appropriated for new programming. This has resulted in not only a stagnation of options, but to a network of services developed based on the availability of funding and the existence of sited facilities, not necessarily the needs of the Department.

Therefore, the Department has chosen a bidding plan that allows for the redesign of our service network to more closely reflect our needs and a plan that would allow for the redesign of individual program service types.

In January of 2008 a committee was formed to look at these and other aspects of current contracting policies and to assess future needs. The committee was composed of representatives from the Parole and Community Services Division (responsible for oversight of offenders in the community), Contracts Administration (responsible for development of RFP's, contracts and fiscal monitoring) and representatives from various stakeholders from program units (Addiction Services, Mental Health, Health, Victim Services, Offender Programming and ReEntry Services). This procurement plan is a direct result of the activities, discussions and direction provided by this committee.

The result of the committee's detailed work has been a decision to put our entire service network out to bid at the same time.

The Department is aware of the complexities involved in such a move. It is clear that a disruption of services may occur during the transition from services provided under current contracts to those to be provided under the new network design. While it is anticipated that the Department will be able to keep these disruptions to a minimum, we understand that they may happen and will work to mitigate any disruptions.

Further, the Department understands and accepts the reality that the number of residential service units (beds) is likely to be reduced. It is expected that community providers will take this opportunity to propose programs and budgets that reflect their actual needs, thus creating an increase in the unit cost. While this may reduce the number of beds we are able to put on line, the Department does not anticipate the reduction to be significant.

Along with the re-bidding of residential services, the Department is taking this opportunity to redefine program designs, definition, program requirements and anticipated program outcomes.

While the Department has tried over the years to adjust individual programs, it has been unable to implement across the board changes in the way services are provided, the service models utilized or the underlying concepts of program delivery. Consistency, not necessarily standardization, will be a hallmark of the newly designed network of services.

### Procurement Process

An open, fair and transparent procurement process must be one that allows for the greatest participation by the broadest range of potential participants. Toward that end, this plan requires the following:

- ◆ All RFP's will be posted on the DAS and CTDOC websites and published in appropriate print media at least 60 days prior to proposal due dates. In addition, all current providers and known interested parties will be directly notified by the Department via email.
- ◆ Then-current providers will be notified directly when programs they operate are being bid.
- ◆ RFP's will be clear, concise and will include all information needed to produce an effective proposal.
- ◆ RFP's will be standardized to the degree possible, regardless of services sought.
- ◆ Proposal evaluations will be accomplished using a cross section of agency staff with specific knowledge of or specific involvement in the services sought. Each evaluation committee, appointed by the Commissioner, will be given sufficient training to allow them to conduct their activities in compliance with the intent and the spirit of competitive procurement, including OPM guidelines.
- ◆ Members of each evaluation committee will be required to comply with state and agency conflict guidelines and requirements, including signing a non-conflict statement.
- ◆ The CTDOC does not anticipate requesting waivers from OPM for this initial re-bid process. We do, however, reserve the right to request such waivers, should they be necessary. It is anticipated that waivers will be sought only in cases where siting impediments make such requests necessary.

### V. TIMEFRAMES

The CTDOC released an RFP in early January of 2009. A bidders' conference will be held on January 16, 2009, with proposals due to the Department on February 18, 2009. Contracts resulting from this RFP will be effective June 1, 2009, with the anticipation of full operation of program activities on July 1, 2009.

By assigning June 1<sup>st</sup> as the legal beginning date of the new contracts, CTDOC will be able to officially open these programs and provide for sufficient transition time to move offenders and records between existing and new programs.

Multiyear Contracting

Following the final funding award decisions for this RFP, the Department will put in place multiyear contracts with the selected providers. Specifically, CTDOC will execute three to six-year contracts.

VI. OVERSIGHT

Operational oversight of CTDOC procurement activities will be provided by the Contracts Administration staff. Ultimately, this process will be under the supervision of the Chief Fiscal Officer and the Deputy Commissioner for Administration. The Director of Parole and Community Services will continue to be instrumental in the design and implementation of the procurement process.

VII. IMPLEMENTATION

The Department stands ready to implement this competitive re-procurement plan following approval by OPM.

Approved by:

 1.15.09  
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Theresa C. Lutz                      Date  
Commissioner