



# Request for Proposals

## Behavioral Health and Criminal Justice Cross-System Evaluation

**RFP Posting:** Monday, March 20, 2017

**Deadline for Questions:** Monday, April 10, 2017

**Submission Deadline:** 3 p.m. Eastern Time on Monday, April 17, 2017

**Estimated Award Decision/Notification:** June 2017

Allegheny County Department of Human Services  
One Smithfield Street  
Pittsburgh, PA 15222

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## Definitions

Unless the context indicates otherwise, the following capitalized words are defined as follows for purposes of this RFP:

1. Agreement: A contract negotiated between Allegheny County and the Successful Proposer to provide the Contract Services
2. Allegheny County: A home rule county and political subdivision of the Commonwealth of Pennsylvania
3. Allegheny County Jail Collaborative: A partnership between the Allegheny County Jail, the Allegheny County Court of Common Pleas, the Allegheny County Health Department and the Allegheny County Department of Human Services (DHS) whose mission is to reduce recidivism for criminal justice-involved individuals in Allegheny County.
4. Behavioral Health: The area of human services that encompasses mental health and substance use
5. Contract Services: The specific services which the Successful Proposer agrees to provide to the County in response to this RFP as more particularly described in the Scope of Services in the Agreement
6. Court: The Criminal Division of the Allegheny County Court of Common Pleas and Magisterial District Courts. Within the Court of Common Pleas, there are specialty courts including Drug Court, Mental Health Court and Veterans Court.
7. Crisis Intervention Team (CIT) Training: Training developed through a partnership between law enforcement, behavioral health professionals, individuals with behavioral health issues and their families, to train police officers how to help individuals with behavioral health disorders obtain community treatment rather than enter the criminal justice system.
8. DHS: [Allegheny County] Department of Human Services
9. Jail: The Allegheny County Jail
10. Proposal: A completed Response Form, with specified attachments, submitted in response to this RFP
11. Proposer: The individual, non-profit organization, or for-profit organization or business submitting a Proposal in response to this RFP
12. Response Form: The Word document in which Proposers respond to requested information about this RFP
13. RFP: Request for Proposals
14. Sequential Intercept Model: A framework to understand the interaction between the criminal justice and mental health systems through certain "Intercepts," or points where there can be intervention to prevent individuals from entering the criminal justice system, or moving further into it. The five Intercepts are: 1) law enforcement/emergency services, 2) initial detention and hearings, 3) jails/courts, 4) reentry from jails and prisons, and 5) community corrections.
15. Successful Proposer: The Proposer(s) selected by the County to provide the Contract Services

## **The RFP at a Glance**

### ***Purpose***

Allegheny County, on behalf of its Department of Human Services (DHS) and the Allegheny County Jail Collaborative, is seeking Proposals from qualified Proposers to conduct an evaluation of the intersection between behavioral health (encompassing mental health and substance use) and criminal justice at each of the Intercepts of the Sequential Intercept Model (Munetz and Griffin, 2006). The Sequential Intercept Model is a framework to understand the interaction between the criminal justice and mental health systems. The “Intercepts” in the model are points where there can be intervention to prevent individuals from entering the criminal justice system or moving further into it (law enforcement/emergency services, initial detention and hearings, jails/courts, reentry from jails and prisons, and community corrections). The Allegheny County Jail Collaborative, which coordinates planning and services that involve the Jail, DHS and the Court, seeks an evaluation that will identify areas for improvement and make recommendations about how Allegheny County can better divert, treat and support people with behavioral health issues who encounter the criminal justice system.

### ***Award Details***

DHS desires to enter into a one-year Agreement with one Successful Proposer to provide the requested evaluation. It is anticipated that total funding for the Contract Services will not exceed \$75,000.

### ***Who Can Apply***

Individuals, institutions of higher education, non-profit organizations and for-profit organizations or businesses may apply.

### ***What we don't want***

We are not looking for just a Sequential Intercept mapping project. The scope of services should go beyond identifying current practices and include the full range of evaluation services as described below.

### ***Timeline***

Deadline for Proposers to submit questions is Monday, April 10, 2017.  
Proposals must be submitted by 3 p.m. Eastern Time on Monday, April 17, 2017.  
Proposers will be notified of their selection status by June 2017.

### ***Who we are***

On behalf of Allegheny County and the Allegheny County Jail Collaborative, DHS is the issuing office for this RFP.

DHS is the largest department of Allegheny County government and provides publicly-funded services to more than 200,000 people annually, in areas including child welfare, behavioral health, aging, intellectual disability, homelessness and community services.

More information about DHS is available at <http://www.alleghenycounty.us/human-services/index.aspx>

DHS is a member of the Allegheny County Jail Collaborative, a partnership of DHS, the Jail and the Courts that implements programming and systems changes to reduce recidivism in Allegheny County.

***The issuance of this RFP and the receipt of any Proposals does not obligate the County to enter into an Agreement with a Proposer. The County reserves the right at all times to reject any and all Proposals.***

## Section 1: Why We Are Issuing this RFP

Allegheny County has implemented interventions at each of the five Intercepts of the Sequential Intercept Model (Munetz and Griffin, 2006) to prevent individuals with behavioral health issues from entering the criminal justice system and to better serve those individuals who do come into contact with the system, including through incarceration. The five Sequential Intercepts are:

1. Law enforcement/emergency services
2. Initial detention and hearings
3. Jails/courts
4. Reentry from jails and prisons
5. Community corrections

Some of the County's interventions include Crisis Intervention Team (CIT) training for law enforcement officers and services for individuals who do become involved with the criminal justice system in Allegheny County, including a Mental Health Court and reentry services.

Despite these interventions, however, Allegheny County continues to have a large population of people with behavioral health issues in the Jail. Fifty-six percent of the individuals booked in the Jail in 2014 had a history of publicly funded mental health services, and those with a history of seeking publicly funded treatment for mental health issues spent an average of 14 days longer in the Jail than those without mental health disorders. Of people sentenced to the Jail, nearly 80 percent had a substance use disorder. It is also difficult to know how well the needs of those with behavioral health issues in the Jail are being met during incarceration and upon return to the community.

In order to significantly reduce the number of people with behavioral health issues in the Jail and ensure that those in the criminal justice system are being appropriately supported, Allegheny County (which is a national Stepping Up<sup>1</sup> site) seeks to develop a comprehensive, coordinated strategy that sets goals for each Sequential Intercept, monitors progress in diverting and serving people with serious behavioral health issues, and identifies necessary policy changes. To develop a comprehensive strategy for all Intercepts, Allegheny County requires an evaluation of the current state of the programs and approaches at the intersection of behavioral health and the criminal justice system. Particular attention is needed at the first Intercept, where Allegheny County has not been able to divert many individuals from the Jail, and where there is the greatest opportunity to connect people to treatment and prevent criminal justice involvement.

## Section 2: What We Are Looking For

### 2.1 Project Description

DHS and the Allegheny County Jail Collaborative seek an evaluation of the forensic-related programs, processes and initiatives that span the Sequential Intercepts (from prior to any arrest to post-release supervision). The goals of the evaluation are to identify areas for improvement and make

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<sup>1</sup> Stepping Up is a national initiative to reduce the number of people with mental illnesses in jails. For more information, see <https://stepuptogether.org/>.

recommendations about how Allegheny County can better divert, treat and support people with behavioral health issues who encounter the criminal justice system.

The key questions that the evaluation will answer are outlined below:

#### *Current system*

- What does the current system of Sequential Intercepts in Allegheny County look like?
  - Key processes and programs at each Intercept
  - Who is going through each Intercept and how they are being diverted or entering into services
  - Number of people served, by demographics
  - Outcomes/impact

#### *Areas for improvement*

- How does Allegheny County compare with other jurisdictions?
  - How the County compares across the Intercepts (e.g., is the County strong in one Intercept but well behind in another?)
  - Models being used by other jurisdictions that Allegheny County could replicate to improve its diversion or treatment
    - Description of target outcomes cited and evidence of their quality
- Questions related to diversion at the first three Sequential Intercepts include:
  - How can Allegheny County more effectively divert individuals with behavioral health issues from being jailed?
  - Are there other ways Allegheny County could be identifying or targeting candidates for diversion?
  - Are there current processes at any of the first three Intercepts that are delaying or preventing diversion from the criminal justice system?
  - How can Allegheny County better connect people who are diverted from the criminal justice system to treatment?
  - What are appropriate diversion targets for each of these Intercepts?
- Questions related to treatment and reentry plan at Sequential Intercepts three through five include:
  - How can Allegheny County better connect people with behavioral health issues to treatment when they are in specialty courts, in Jail or coming out of Jail?
  - Looking at the Jail: Where are there gaps in treatment for people with behavioral health issues?
  - Looking at release: Where are there gaps in connecting people with behavioral health issues in the Jail to treatment in the community upon release?
  - Demand for services: Do the existing behavioral health services in the criminal justice system match current needs?
  - Quality assurance: How can Allegheny County regularly evaluate whether treatment is being delivered effectively?
  - What are appropriate targets at each of these Intercepts?

## *Recommendations*

- What are the key points in the Sequential Intercept Model where Allegheny County and the Court should focus their efforts on improvement?
- What specific action steps should the County and/or Court take?
- Are there any legal standards for which Allegheny County needs to come into compliance (regarding the treatment of people with behavioral health issues who are involved in the criminal justice system)?

## **2.2 Deliverables**

The Successful Proposer will provide a written evaluation that responds to the questions above, and offer concrete recommendations for how Allegheny County can improve diversion and treatment at each Sequential Intercept. In addition to the written evaluation, the Successful Proposer will be available to provide support as Allegheny County uses the evaluation and its recommendations to develop and implement a comprehensive plan.

## **2.3 Qualifications**

The Successful Proposer will have a strong background in the following areas:

- Conducting quantitative and qualitative research and evaluations in the areas of criminal justice and/or behavioral health
- Developing benchmarks, target outcomes or quality performance indicators
- Considering the application of best practices and evidence-based models to different contexts

# **Section 3: Proposal Requirements and Evaluation Criteria**

Proposers must meet the following evaluation criteria and must address their qualifications by responding to the specifically-requested items or questions in the Response Form. Proposers should download and type their responses directly into the Response Form available on the Active Solicitations webpage at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations). The maximum score a Proposal can receive is 100 points, as outlined in the following sections.

## **Organizational Experience and Capacity (40 points)**

- Experience conducting both quantitative and qualitative evaluations (10 points)
- Knowledge of the criminal justice system and the ability to learn the system in Allegheny County (10 points)
- Understanding of the Sequential Intercept Model and best practices at each Intercept (10 points)
- Appropriate qualifications of all individuals who will be conducting the evaluation and knowledge of national models at each Intercept (10 points)

## **Proposed Method (40 Points)**

- A plan to describe and assess existing processes and programming at each Intercept (10 points)



- A plan for establishing target measures that Allegheny County should adopt at each Intercept (10 points)
- A description of evaluation methods, which may include the use of quantitative analysis of existing data, interviews, site visits, case reviews and observation (10 points)
- A plan to translate evaluation findings into recommendations for implementation (10 points)

#### **Work Plan (10 points)**

- A plan that clearly delineates the responsibilities of each person involved in conducting the evaluation (5 points)
- A timeline for completion of the evaluation (5 points)

#### **Budget (10 points)**

- A budget narrative that demonstrates the capacity to manage the Contract Services funds in a responsible manner (5 points)
- A budget that reflects a realistic estimate of the costs associated with completion of the evaluation (5 points)

## **Section 4: How to Submit a Proposal**

This RFP is a solicitation to individuals, non-profit organizations, and for-profit organizations or businesses (Proposers) to submit a Proposal to perform the services as described in *Section 2: What We Are Looking For*. Proposers must have the ability to meet the identified needs and quality standards within the programmatic and funding guidelines specified in this RFP.

### **4.1 Submission Process**

- Please take time to review and understand the RFP in its entirety including:
  - The background (see *Section 1: Why We Are Issuing this RFP*)
  - The narrative (see *Section 2: What We Are Looking For*)
  - The requirements (see *Section 3: Proposal Requirements and Evaluation Criteria*)
  - The evaluation process (see *Section 5: How We Will Evaluate Your Proposal*)
- Please use the Response Form to develop your Proposal. Type your responses to each requested item directly into the Response Form. It is available at our Active Solicitations website with the RFP announcement at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations).
- Proposers must submit a complete Proposal, which includes the following attachments that are available on our Active Solicitations website:
  - Response Form
  - MWDBE documents
  - Allegheny County Vendor Creation Form
  - W-9
  - CVs/résumés and evaluations examples
  - Budget
- Please do not send any attachments other than those listed above and on the Response Form.

- e. Make sure to complete each section of the Response Form and to stay within any word counts that may be specified in the Response Form.
- f. **Proposals must be submitted electronically to [DHSProposals@alleghenycounty.us](mailto:DHSProposals@alleghenycounty.us) no later than 3:00 p.m. Eastern Time on Monday, April 17, 2017 to be considered for review.**
- g. Please make sure to get your Proposal in before the deadline! If your Proposal is late, it will not be considered.
- h. You will receive an email when your Proposal is received. If you do not receive this notification within 48 hours of submitting your Proposal, please contact [DHSProposals@alleghenycounty.us](mailto:DHSProposals@alleghenycounty.us)

#### 4.2 How to Contact DHS about this RFP

- a. All inquiries and questions must be submitted via email to [DHSProposals@alleghenycounty.us](mailto:DHSProposals@alleghenycounty.us)
- b. All information about the RFP, including answers to questions, changes and clarifications will be posted at our Active Solicitations website at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations)
- c. Please be sure to check this website regularly for answers to questions, additional information or changes to the RFP or the RFP process.

#### 4.3 Other Information

- a. The issuance of this RFP does not obligate the County to enter an Agreement with any Proposers.
- b. Any Agreement originating from this RFP is subject to all of the Terms and Conditions specified in *Section 6: Contract Requirements for Successful Proposers*.
- c. Proposers are responsible for all costs related to the preparation and submission of a Proposal.
- d. Proposals become the property of the County and may become part of any subsequent Agreement between the Proposer and the County.
- e. The Successful Proposal will be posted online in the DHS Solicitations Archive after an Agreement has been fully executed by the County and the Successful Proposer(s).
- f. Proposers should also be aware that other records submitted in response to this RFP are subject to requests made pursuant to Pennsylvania's Right-To-Know Law and that the County may have to make submitted materials available to a requestor after an award of an Agreement is made.

## Section 5: How We Will Evaluate Your Proposal

Proposals will be evaluated by an evaluation committee convened by DHS. The evaluation committee will assign scores based on the program description in *Section 2: What We Are Looking For* and on the evaluation criteria in *Section 3: Proposal Requirements and Evaluation Criteria* using the scale listed in *Section 5.1 b*.

### 5.1 Evaluation Model

The evaluation process will consist of the following steps:

- a. An Evaluation Committee will be formed by DHS and will consist of some or all of the following:
  - Content experts from within DHS, selected for their expertise and/or experience
  - Representatives from the Jail Collaborative
  - Representatives of foundations, educational institutions, community and civic organizations, businesses and/or non-profit agencies
- b. All Evaluation Committee members will individually review and score each Proposal. Each Evaluation Committee member will award points for each response on a Proposer's Response Form according to their expertise and best judgment of how the Proposal submitted by that Proposer meets the evaluation criteria in *Section 3* using the following scale:
  - 0 – Not addressed in Proposal
  - 1 – Poor
  - 2 – Below expectations
  - 3 – Meets expectations
  - 4 – Exceeds expectations
  - 5 – Outstanding
- c. The Evaluation Committee members then will meet collectively to compile and discuss the individual scores and evaluation of each committee member.
- d. DHS, on behalf of the County, shall have exclusive discretion to shortlist a reduced number of Proposals for more extensive review using the same criteria outlined above. In this case, DHS may request that shortlisted Proposers make modifications to their Proposal or budget or make a formal oral presentation. The Evaluation Committee will review the modifications and/or oral presentation and rescore the shortlisted Proposals using the original evaluation criteria.
- e. At any time during the review process, DHS may contact a Proposer to discuss any areas of the Proposal needing clarification or further explanation.
- f. The Evaluation Committee will submit their recommendation for award of an Agreement to the Director of DHS for his approval, who in turn will submit a request to the County Manager for approval for the County to enter into an Agreement with the Successful Proposer(s).
- g. The County is under no obligation to award or enter into an Agreement with a Proposer as a result of this RFP. The County reserves the right to reject any and all Proposals.**
- h. All Proposers will be notified of their status following the final determination of which Proposer(s) will be awarded Agreements.
- i. Proposers not awarded an Agreement who are interested in receiving feedback regarding their submission may request a phone call at [DHSProposals@allegHENYcounty.us](mailto:DHSProposals@allegHENYcounty.us).

## 5.2 Other Requirements

For a Proposal to be eligible for evaluation, it must be:

- Received by the due date/time
- Properly formatted and include responses to all requested information
- Complete with all required forms and attachments

Proposals which do not meet the above requirements will not be considered.

## Section 6: Contract Requirements for Successful Proposers

In order to enter into an Agreement with the County, Proposers must be willing to comply with all contract requirements listed below and all standard terms and conditions contained in a County contract for provision of services to DHS and its offices. Additional details about contracting with Allegheny County are provided in the [DHS Contract Specifications Manual](#), available at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations).

### 6.1 Minority, Women or Disadvantaged Business Enterprise (MWDBE) Requirements

Allegheny County has MWDBE goals of 13% participation for Minority Business Enterprises and 2% participation for Women Enterprises, and expects that Successful Proposers will make a “good faith effort” in assisting the County in meeting these goals.

- a. All Proposals must include either of the following:
  1. If your organization is able to meet the MWDBE contract goals, a completed MWDBE Participation Statement and MWDBE Contact Information form is required. You must also attach the MWDBE certifications of the firms you intend to use with the Participation Statement.
  2. If your organization will request a waiver from participating in the MWDBE contract goals, a completed MWDBE Participation Statement, MWDBE Contact Information form and MWDBE Waiver Request are required.
- b. MWDBE forms and resources can be found at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations):
  1. MWDBE Forms
    - [MWDBE Participation Statement](#)
    - [MWDBE Waiver Request](#)
    - [MWDBE Contact Information form](#)
  2. MWDBE Resources
    - [MWDBE Contract Specifications Manual](#)
    - [MWDBE Response Checklist](#)
    - [Guide for completing the MWDBE Participation Statement](#)
    - [Sample Diversity Policy](#)
- c. For more information about MWDBEs, visit the [Allegheny County MWDBE website](#).

### 6.2 HIPAA Compliance

DHS is a covered entity under the Health Information Portability and Accountability Act (HIPAA). Therefore, a Successful Proposer must comply with all HIPAA requirements.

### 6.3 Cyber Security

- a. Successful Proposers must meet the minimum computer specifications which begin on page 14 of the [DHS Contract Specifications Manual](#), available at [www.alleghenycounty.us/dhs/solicitations](http://www.alleghenycounty.us/dhs/solicitations).
- b. All electronic devices must have sufficient security software and settings to minimize the risk of an information breach.

- c. Successful Proposers must also have policies in place to ensure that electronic devices are physically secure when not in use (e.g., locked in a vehicle trunk, password protected).

#### **6.4 Equal Employment Opportunity and Non-Discrimination Requirements**

By submitting a Proposal, a Proposer agrees to not discriminate against any employee, applicant for employment, independent contractor, client or any other person on the basis of race, color, religion, national origin or ancestry, sex, gender identity or expression, sexual orientation, disability, marital status, familial status, age (40 or over), or use of a guide or support animal because of blindness, deafness or physical disability.

#### **6.5 New Provider Requirements**

If awarded an Agreement, Successful Proposers who do not have current Allegheny County contracts will be required to complete the [DHS New Provider Application](http://www.alleghenycounty.us/Human-Services/Resources/Doing-Business/Prospective-Providers.aspx), available at <http://www.alleghenycounty.us/Human-Services/Resources/Doing-Business/Prospective-Providers.aspx>. While not required as part of your Proposal, Proposers may wish to review the requirements of this application.