

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF CONTRACTS AND PROCUREMENT**



December 3, 2007

Dear Youth Services Vendor

Subject: Request for Information (RFI) #DCJZ-2008-I-0001

Establishment of Service Coalitions using Lead Entities as Vehicles for the Department of Youth Rehabilitation Services (DYRS)

The Office of Contracting and Procurement (OCP), on behalf of the Department of Youth Rehabilitation Services (DYRS), is contemplating issuing a solicitation to procure and eventually to effect the establishment of Service Coalitions using Lead Entities to meet the business needs of DYRS.

Before the actual issuance of a solicitation, OCP requests information from you in order to finalize the Government's technical requirements. In addition, responses received from you will assist in determining what procurement vehicle will be best suited for the future solicitation. Specifically OCP, on behalf of DYRS, is seeking:

Assistance with the establishment of Service Coalitions using Lead Entities as vehicle.

Identification of successfully implemented like-kind Service Coalitions in jurisdictions with similar complexities, processes and structures.

Recommendations regarding Best Practices for the Establishment and operation of Service Coalitions with the goal of transforming DYRS' current centralized approach to a decentralized community-based approach for service delivery and service network management.

Guidance on the potential scope and duration of the Implementation Phase.
Timeline (Gantt chart format) for fully implemented service delivery.

Estimated cost of the Establishment of Service Coalitions using Lead-Entities, including all proposed project model costs for mobilization, implementation and training.

The RFI consists of a 14 page Technical Overview. The document has been prepared by DYRS' technical experts. Please note that an opportunity will be provided on December 14, 2007 from 10:30 a.m. to 12:30 p.m. at 441 4th Street, NW, 11th Floor, (Room 1107), Washington D.C. 20001 to submit and respond to questions. The information and comments received in response to this RFI will assist the government in issuing a possible solicitation.

For submission of responses please refer to the instructions outlined in the text of the RFI.

**One Judiciary Square, 441 4th Street, N.W., Suite 800 south, Washington, D.C. 20001 (202) 727-0252
FAX (202)724-5673 or (202) 727-9385**

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF CONTRACTS AND PROCUREMENT**

Copies of this RFI may be obtained between the hours of 9:00am and 4:00pm, Monday through Friday except for D.C. government Legal Holidays, at the location set forth above. Electronic copies of the RFI may be obtained at the OCP's website www.ocp.dc.gov

Please note that the content of this RFI is proprietary and is the sole property of the D.C. Government. Statements in the RFI are intended as general indicators only. This RFI is not intended as a commitment by the D.C. Government. Information exchange between the Government and any respondents as a result of this RFI, whether in hardcopy, electronic, or verbally communicated form shall be the sole property of the Government. There are no rights granted by this RFI. Any written communication should be directed to hans.paeffgen@dc.gov. You can reach me at 202-724-4982.

Sincerely,

Hans Paeffgen, CPM
Contracting Officer
Office of Contracting and Procurement



GOVERNMENT OF THE DISTRICT OF COLUMBIA

Office of Contracts and Procurement

On behalf of the

Department of Youth Rehabilitation Services



**Request for Information (RFI)
#DCJZ-2008-I-0001
Lead Entities (LE) to
Establish Service Coalitions (SC)
For Committed DYRS Youth**

A. RFI Purpose and Background

I. Purpose of the Request for Information (RFI)

The District of Columbia Government, Office of Contracts and Procurement (OCP) on behalf of the Department of Youth Rehabilitation Services (DYRS) is contemplating issuing a solicitation to competitively procure the services of Lead Entities (LEs) who will be responsible for organizing, managing and providing the array of services, supports and opportunities to meet the needs of committed youth within defined regions of the city through a Service Coalition.

Before the actual issuance of a solicitation, OCP requests information from stakeholders, the community and subject matter experts to be able to finalize the Government's technical requirements. In addition, responses received will assist in determining what procurement vehicle will best be suited for a future solicitation.

This RFI does not constitute a solicitation for proposals. Nor is it a commitment to conduct procurement, nor is it an offer of a contract or prospective contract. OCP will not provide written responses to comments submitted to this RFI. Furthermore, the District Government is not liable and will not be liable for any costs incurred in the preparation and submission of information in response to this RFI. No rights to a contract are derived from this RFI.

Comments to this RFI are encouraged. Commenting on the RFI will not disqualify or prohibit any individual or entity from the competitive procurement process when and if an RFP is released. OCP and DYRS' subject matter experts will review all comments that are submitted in accordance with instructions in the section C titled "**How to Submit Comments to the RFP**".

II. Background

DYRS has begun to build an array of community-based services and service providers within its continuum of care. These services are designed to meet the varied needs of committed youth in the care and custody of DYRS. The DYRS continuum for committed youth includes an array of community-based, residential and non-residential services and providers; however, the services, supports and opportunities provided through both contract and non-contract providers are often uncoordinated, unorganized, fragmented, underutilized, and disconnected.

The service continuum is not currently aligned or integrated with other vital DYRS initiatives such as: Structured Decision Making (SDM), Positive Youth Development (PYD), and the Youth Family Team Meeting processes. The LE of a Service Coalition would be expected to work closely with the DYRS Resource Management and Utilization Division (RMUD) to assure that these initiatives compliment the goals and objectives of the Service Coalition both operationally and programmatically. DYRS believes that it can achieve better outcomes for youth who are primarily served in the communities in which they live by providers of those same communities. This shift represents a decentralized approach in the responsibility for service provision and oversight from DYRS to community-based organizations in the form of Service Coalitions which are led by a Lead Entity.



B. Concept/Model Overview

I. Population of Focus

Committed youth who are in the care and custody of the District of Columbia DYRS agency.

II. FY 2006 Demographics of the Population of Focus

- 742 youth were active committed cases within the DYRS.
- 90% were males; and 10 % were female.
- 34% were 18+ years or older; 18% were 17 years old; 19% were 16 years old; 13% were 15 years old; 7% were 14 years old and younger.
- 95% of the committed youth are African American and 4% were Latino
- 61% of the committed youth reside in Wards 5, 7 and 8.
- 27% were committed due to a probation violation; 14% were committed for a violent felony and 14% were committed for a stolen vehicle offense.

III. Operational Definition of a Lead Entity (LE) of a Service Coalition

The LE will be responsible for brokering, coordinating and monitoring the services provided by their Service Coalition providers. The LE serves a “service broker” to assure that the services, supports and opportunities that are identified in the youth’s Individualized Development Plan (IDP) are readily available and delivered by quality and qualified community-based providers within their Service Coalition. These providers are organized by the LE within a Service Coalition. A Service Coalition is a collection of community based organizations/providers, both traditional and non-traditional, that are participants/members/affiliates of the Lead Entity Service Coalition.

The LE of a Service Coalition will not have case management responsibilities. Case Management responsibilities will be retained by the Case Managers in the Committed Service Administration (CSA) of DYRS. The LE of a Service Coalition will be responsible for the provision and/or coordination of the provision of the services identified in the youth’s IDP only. The youth’s IDP will be developed through the Youth Family Team Meeting (YFTM) process that has been adopted by DYRS. The LE of a Service Coalition would potentially be responsible for:

1. Providing services to all committed youth assigned to its region by the RMUD;
2. Accepting all youth referred for services, adhering to a no eject; no reject policy;
3. Building/organizing a coalition of service providers, including grassroots partners with street-level credibility, to meet the varied needs of youth and to facilitate youth development and transitions to adulthood;
4. Engaging with the DYRS regionally deployed case management staff and the youth at the point DYRS determines that a youth is likely to be committed or has been committed;
5. Working with the youth and the case management staff when it is anticipated that a youth is expected to return to their designated region after placement;
6. Arranging the provision of the services, supports and opportunities identified in the IDP for assigned youth within the timeframes to be established;



7. Ensuring that all organizations/partners within its coalition receive the mandated DYRS orientation and training;
8. Providing or coordinating the provision of following mandated services: Therapeutic Group Homes, Extended Family Homes, Intensive Foster Care, Workforce Development Services, Third Party Monitoring, Supervised Independent Living, Independent Living, Wraparound Service, Mental Health Services, Substance Abuse Education, Transformative Mentoring, and Community Service Opportunities;
9. Providing and/or arranging developmental opportunities, such as:
 - a. Recreation and Sports activities and programs
 - b. Arts and Cultural activities and programs
 - c. Group and Inter-Generational Service Projects
 - d. Life Skills Development
 - e. Financial Literacy
 - f. Trips and Outings
 - g. Leadership Development and Leadership Opportunities
 - h. Preparation for and Exposure to College
 - i. Gender-Specific Programming
 - j. Educational Advocacy
 - k. Alternative Education
 - l. GED Preparation/Adult Basic Education
 - m. Tutoring
 - n. Mentoring (including intergenerational and peer mentoring)
 - o. Entrepreneurship Development Opportunities
 - p. Rites of Passage programs
 - q. Self-Advocacy
 - r. Health and Family Planning
 - s. Work Readiness
 - t. Paid Work Experience
 - u. Job Training and Placement;
10. Providing a voice for youth in the selection, design and implementation of services, supports and opportunities and the quality assurance of service providers;
11. Assuring that the services, supports, and opportunities identified in the youth's IDP are available and accessible once the IDPs are developed, finalized and ready for implementation;
12. Assuring that the services provided are of high quality and provided by qualified providers;
13. Entering into arrangements i.e. sub-contracts or Memorandum of Understanding with organizations, both grassroots and traditional, that will be part of its Service Coalition;
14. Utilizing existing community resources and supports to the maximum extent possible;
15. Participating in the YFTM process for the purpose of providing the identified services and supports that will be needed to support the youth's IDP;
16. Engaging family and community partners, including creative ways to involve community members in the provision of services, supports and opportunities;
17. Managing a pool of flexible funds to provide any non-traditional services and supports that are identified in the youth's IDP; and
18. Providing space to accommodate out-stationed DYRS case management staff, where practicable, or be willing to co-locate Service Coalition staff with DYRS' Regional staff.

It is envisioned that the Lead Entities identified to develop Service Coalitions will serve primarily in an administrative capacity in organizing, developing and managing the Service Coalition network of community based providers. While the LE of a SC will primarily serve in



an administrative and managerial oversight capacity of its SC; the LE selected to organize the regionally based Service Coalitions shall have limited service provision responsibilities.

It should be noted that DYRS will play a major role in partnership with the LE of a Service Coalition in the ongoing quality assurance and improvement activities of Service Coalition's contract/member/affiliate providers.

IV. Number of Lead Entities of Service Coalitions Desired

DYRS will contract with 2-4 Lead Entities.

V. Desired Outcomes

DYRS wishes to transform its current centralized approach to a decentralized community-based approach for service delivery and service network management. Many jurisdictions around the country experiencing successful reform in their juvenile justice systems have done so through a decentralized or regional approach. It is anticipated that the decentralized community based approach as described in this RFI will result in improved quality, better outcomes and lower costs. Like other jurisdictions who have adopted a regional approach, the District intends to:

1. Serve committed youth within their own communities through the concentration of resources in or near communities that have the larger number and more serious committed youth entering their systems;
2. Provide continuity and connectivity across a continuum of care for youth;
3. Facilitate and enable greater parent and community involvement in the habilitation/rehabilitation process;
4. Mobilize untapped community and neighborhood resources that could be effectively networked into an ongoing system of service, support and opportunities for court-involved youth and their families;
5. Strengthen the capacity of local communities, neighborhoods, grassroots organizations and residents to serve as effective partners with local government in supporting committed youth beyond their involvement in the juvenile justice system;
6. Target District resources and mobilize local volunteer support; and
7. Experience cost savings while significantly reducing recidivism rates.

Committed youth enrolled in a Service Coalition will have access to services that are: high quality, effective, individualized, strength-based and culturally competent while assuring community safety.

DYRS desires a performance based/results-oriented community based system of service delivery and accountability with robust quality process capacity and mechanisms for measuring and monitoring the Lead Entity's performance and youth outcomes against established key indicators. Table 1 below list suggested youth/family as well as Service Coalition performance indicators that DYRS may wish to measure.



**Table 1:
Youth/Family and Service Coalition Performance Indicators**

Youth/Family Performance Indicators	Service Coalition Performance Indicators
Improved educational performance	Timeframe from referral to service delivery initiation
Abstinence from drugs and alcohol	Reduction in re-offenses while enrolled with a Service Coalition
Youth/Family satisfaction with services	Reduction in re-offenses 30, 60 90 days post discharge from the Service Coalition
Improved CAFAS outcome scores	Case file documentation
Improved school attendance/academic attainment	Reduction in the cost of care
Improved Employability/Sustained Employment	Resource leveraging
Productive Engagement of youth in services	Services are provided as prescribed in the IDP
	Reduced length of stay in residential placement
	Continuity of care and service provider (staff turnover)
	Number of program removal requested

VI. Proposed Characteristics of a Lead Entity of a Service Coalition

The DYRS envisions that the LE will possess the following administrative, fiscal, program, legal, community engagement and training competencies and capacities:

Administrative

- Ability to enter into and manage subcontracts;
- Strong human resource management capacity;
- Ability to support quality assurance and reporting requirements;
- Data management capacity;
- Flexible hours of operation, including evenings and weekends;
- Ability to resolve conflicts;
- Adequate technology to support effective management information systems and inter-and intra-agency communications; and
- Ability to develop and maintain an active inventory of services and programs offered via the continuum.

Fiscal/Financial Capacity

- Proven history of fiscal management of large scale initiatives;
- Ability to function in a payment incentives and penalties environment;
- History of successful financial audits;
- Strong fiscal management system;
- Evidence of good fiscal standing;
- Ability to manage and process flexible funding;



- Ability to organize a system of services, supports and opportunities for youth that build upon existing community-based resources;
- Ability to maintain 30-45 day cash reserve for coalition functions;
- Ability to maximize third party billing for services that are or can be paid through alternative funding streams such as Medicaid directly or through inclusion of Medicaid providers in its network; and
- Ability to attract and secure grant and/or foundation funding.

Program Capacity

- The willingness and ability to understand embrace and practice the values and operating principles of Positive Youth Development (PYD) as well as evidence-based programs and promising practices as directed by DYRS.

Legal Capacity

- Have adequate insurance and bonding to cover itself and the Service Coalition.

Community Engagement/Partnership Capacity

- Have the capacity to educate, motivate, organize and mobilize communities in which they are working around supporting DYRS youth and families and also the vision and mission of the Administration;
- Have partnerships/relationships with an array of neighborhood/community based youth and family serving organizations and programs who have strong ties to the community and experience working with the target population such as the Healthy Families Neighborhood Collaboratives;
- Have or develop partnerships with DMH Core Service Agencies for Medicaid funded mental health services; and
- Should be a non-profit organization incorporated in the District of Columbia, unless strong justification warrants otherwise.

VII: Funding

DYRS envisions that funding for the Service Coalition will be resourced through: a) budgeted funds; and b) local, federal and foundation funding.

VIII: Contract Types

The OCP may use of one of the following contract types to include (but not limited to):

Case Rate: A flat fee paid for every youth in the population of focus with an approved service plan. The LE of a Service Coalition would provide all of the services per the youth’s IDP for a specific period of time. This flat fee is sometimes referred to as a bundled rate.

Cost Reimbursement: Cost-reimbursement is payment for allowable incurred costs as prescribed in the contract. There are however limitations as described in 27 DCMR Section § 2405.



Cost-plus-Incentive-Fee: A cost-plus-incentive-fee contract shall provide for a fee consisting of a base amount fixed at inception of the contract and award amount that the Contractor may earn in whole or in part during performance. Each contract shall state a maximum incentive amount that may be paid under the contract.

Fixed Price Contract: A fixed-price contract shall provide for a price that is not subject to any adjustment on the basis of the Contractor's cost experience in performing the contract.

Incentive Contract: DYRS would like to explore application of incentive increases or decreases to performance targets rather than minimum performance targets. For example each LE of a Service Coalition could earn over and above the payment structure that will be established for desired outcomes for youth such as a youth testing negative for drug use after 90 days of enrollment. It is also envisioned that the SC will be subject to decreases in payment for undesirable outcomes such as the number of program removals and/or unacceptable recidivism rates within the region being served. It should be noted that any such future incentive contract/structure will be subject to a legal sufficiency review and approval by the Chief Procurement Officer (CPO) prior to award of a future contract.



C. How to Submit Comments on the RFI

I. Response Submission Date and Time

Responses to this RFI are due no later than January 7, 2008 at 3:00 p.m. and should be addressed to the

Office of Contracting and Procurement
441 4th Street, NW
Suite 703S (Bid Room)
Washington DC 20001
Reference # DCJZ-2008-I-0001
Att.: Hans Paeffgen

The point of contact for submission of comments concerning this RFI is:

Hans Paeffgen, Contracting Officer
Office of Contracting and Procurement
441 4th Street, NW
Suite 700S
Washington DC 20001
Tel. 202 724-4982
hans.paeffgen@dc.gov.

II. Informational Meeting

DYRS will conduct an Informational Meeting to hear and receive comments on this RFI to be held prior to the submission date of January 7, 2008:

Friday, December 14, 2007
10:30am to 12:30pm
441 4th Street, NW
11th Floor – Room 1107
Washington, DC 20001

III. Area of Particular Interest

DYRS has a particular interest in comments related to specific aspects of the proposed concept model. Stakeholders are encouraged to discuss and respond to the following questions at the informational meeting:



Question Number	Areas of Interest to DYRS
1	DYRS proposes multiple Lead Entities to lead/organize specific Service Coalitions. Please comment on the advantages and disadvantages of DYRS procuring services through a LE Service Coalition concept.
2a	Are there additional services that should be mandatory for the LE of a Service Coalition to include in its continuum?
2b	Are there any on the list that should NOT be mandatory; and why?
3	<p>The intent of the proposed model is to enhance provider and service performance and achieve improved outcomes for youth. DYRS wants to assure that the LE of a Service Coalition has flexibility to deliver quality services in a manner it deems appropriate to reach the proposed outcomes.</p> <ul style="list-style-type: none"> ○ Is DYRS providing the level of flexibility that a LE of a Service Coalition would need to achieve the desired outcomes? ○ If not, what are the barriers that should be removed? ○ Are the outcomes reasonable? ○ What changes, if any would you suggest?
4	<p>What additional information is needed in the following areas for your organization to consider the feasibility of submitting a proposal, alone or in collaboration with other entities, should DYRS release an RFP for a LE for a Service Coalition in the future?</p> <ul style="list-style-type: none"> ○ Target Population? ○ Continuum of services that the LE must procure or access? ○ Service requirements or specifications of each service? ○ Performance expectations and incentives or disincentives? ○ Start-up and transition funding, phases and activities? ○ Budget assumptions, methodology, financing principles?
5	What aspects of the LE of a Service Coalition concept should be retained and why?
6	What aspects of the LE of a Service Coalition concept should be eliminated and why?



Question Number	Areas of Interest to DYRS
7	If there was one thing you could change about the concept as currently proposed, what would that be and why?
8	What aspects of the proposed characteristics of the ideal LE of a Service Coalition would be difficult to meet and why?
9	What should be the service provision limits or restrictions on an entity that is selected who may also have the capacity and capability of service provision?
10	What should be the geographical boundaries of the 2-4 LE of the Service Coalitions?
11	What criteria would potential applicants use to determine “membership” in its Service Coalition?
12	What suggestions do you have for incentives for the LE of a Service Coalition who meets or exceeds performance expectations?
13	Are there additional youth and/or Service Coalition outcomes/performance indicators that should be tracked?
14	What suggestions do you have for penalties for LE of a Service Coalition who fail to meet expectations?
15	What would be the preferred method/s for LE Service Coalition compensation?
16	What should be the parameters regarding the use of flexible funds?



Question Number	Areas of Interest to DYRS
17	What is a reasonable administrative overhead limit for the LE of a Service Coalition?
18	What would you anticipate as reasonable start-up timeframes and expenditures?
19	What would be the timeframes that you would need to become fully operational?
20a	How would a LE of a Service Coalition include Medicaid providers in your network to maximize the use of this level of funding for Medicaid eligible youth and Medicaid eligible services?
20b	What is the feasibility of having service coalition member who provide Medicaid eligible services become Medicaid providers?
21	What incentives, provisions, elements, or requirements need to be included in an RFP to ensure that the LE/PC fully engages grass-roots organizations and aggressively garners voluntary support from community members?
22a	What would motivate a neighborhood-based organization to become part of a Service Coalition?
22b	What would prevent a neighborhood-based organization from becoming part of a Service Coalition?
23	Should community-based organizations be permitted to be part of more than one Service Coalition?
24	How can the RFP promote the provision of services, supports and opportunities after a youth is no longer committed to DYRS and eligible for DYRS services?
25	How can the DYRS promote and enable the Service Coalitions to secure other funding (governmental and private) to support services, supports and opportunities?



Respondents are asked to submit answers to these questions using the following format:

Question Number	Response

IV. Response Format for Additional Comments

In addition to the specific questions posed by DYRS, stakeholders are encouraged to submit unsolicited comments and questions related to any part of the RFI. OCP on behalf of DYRS requests that the unsolicited comments and questions be submitted using the table format below with the following heading:

Page Number	Section Heading	Comment/Question/Suggestion

All comments must clearly include the following information:

1. In the column labeled “Page Number”, enter the page or pages of the RFI to which the comment refers. When making a general comment that does not refer to any section or page of the RFI, enter ‘General’ in the column labeled “Page Number”.
2. In the column labeled “Section Heading”, enter the Section Heading of section in the RFI to which the comment refers. If a general comment does not refer to any specific Section of the RFI, enter ‘NA’.
3. In the column labeled “Comment/Question/Suggestion”, enter comments, questions and/or suggestions.

V. Submissions

Individuals/entities are encouraged to submit all information in electronic format via email to the designated point-of-contact in the RFI with the subject heading “DYRS RFI Lead Entity of a Service Coalition”. The comments/suggestions should be in the aforementioned Response Format attached to an e-mail as a Word document that begins with the individual or entity’s contact name, address, phone number and e-mail address. If a hard copy is submitted, an electronic copy (Disk or CD) compatible with MS Office 2000 must be included with the submission package.

All parties responding to the RFI must identify themselves and provide a brief explanation of their interest in publicly funded services to juveniles involved in the delinquency system. DYRS requests that individuals/entities identify whether they are currently under contract with DYRS. Provision of the information will have no effect on the contracts of current and/or future service providers.



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