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Negotiated Acquisition for High-Risk Youth Program EPIN: 00219N0002

Background

The Mayor's Office of Criminal Justice (MOCJ) advises the Mayor on criminal justice policy and is the Mayor's representative to the courts, district attorneys, defenders, and state criminal justice agencies, among others. MOCJ designs, deploys, and evaluates citywide strategies to drive down crime, reduce unnecessary arrests and incarceration, and improve fairness. The office works with law enforcement, city agencies, not-for-profits, foundations, and others to implement data-driven strategies that address current crime conditions, prevent offending, and build the strong neighborhoods that ensure enduring safety. For more information please visit: www1.nyc.gov/site/criminaljustice/index.page.

The Mayor's Office of Criminal Justice seeks to procure a program aimed at serving high-risk, justice-involved young people with exhibited challenges succeeding in other programs or diversion efforts. Over the last five years the City of New York has undertaken a number of initiatives to safely reduce the jail population. Many of these efforts have been successful at reducing the number of low-risk, low-charge severity individuals held in detention while awaiting the disposition of their case. The jail population is down 30% since the Mayor took office and down over 50% for young adults specifically. The jail population overall fell below 8,000 for the first time in 38 years.

Today 91% of the pretrial population is facing felony charges, 49% are facing violent felony charges, and 69% are at medium or high risk of failing to appear.¹ Two major initiatives underway—the implementation of Raise the Age legislation² and the plan to close Rikers

¹ Justice Brief: The Jail Population, Recent declines and opportunities for further reductions
http://www1.nyc.gov/assets/criminaljustice/downloads/pdfs/justice_brief_jailpopulation.pdf

² Governor Cuomo Signs Legislation Raising the Age of Criminal Responsibility to 18-Years-Old in New York
<https://www.governor.ny.gov/news/video-photos-rush-transcript-governor-cuomo-signs-legislation-raising-age-criminal>

Island³—depend on a continued reduction in the jail population without compromise to public safety. Research shows that some of these detained individuals can safely be supervised in the community with the appropriate programming.⁴ The City has a vested interest in strategies that target these people, including a subset of youth who historically have lacked alternatives to detention or incarceration due to the nature of their charges or frequency of system involvement.

Program Objectives

MOCJ seeks to procure a vendor who could design and implement a program that would be specifically tailored to high-risk justice involved youth who are often difficult to divert, enroll, and/or retain in other programs. The objective of the program is to provide support for these youth in an effort to reduce future criminal activity and incarceration. In order to do this, the program would work to build a strong relationship with youth through persistent and intensive outreach, and will connect them with opportunities and resources that would develop their education and employment skills.

MOCJ has determined that to best address the needs of high-risk youth with the goal of keeping them out of the criminal justice system, the *proposers must meet, and must describe in their proposal narrative how they would meet, the three criteria presented below* in order to effectively deploy the model that would best divert high-risk youth out of detention, promote sustained community tenure without subsequent criminal justice system involvement and, consequently, continue the decline of the City's jail population:

- A. **Focus on the highest risk individuals with justice involvement.** An identified priority is filling a gap for youth who could 1) potentially be remanded due to a violation of probation or failing another Alternative to Detention/Incarceration/Placement (ATD/ATI/ATP) program; or, 2) be at high risk of committing a crime or facing detention according to local law enforcement or probation/parole. The ideal vendor will be propose a model open to all youth with a *history of court involvement and other risk-factors that would typically make them ineligible for other programs* (such as charge type, disengagement in school or employment, risk assessment scores, etc.). MOCJ is especially interested in a program to be designed and developed by a proposer with demonstrated experience successfully serving youth who face violent felony charges or who are at high risk of committing another crime.

³ Press Release on Roadmap to Close Rikers

<http://www1.nyc.gov/office-of-the-mayor/news/427-17/mayor-de-blasio-smaller-safer-fairer--roadmap-closing-rikers-island->

⁴ Roca FY 2017 High Risk Young Men Performance Benchmarks and Outcomes Report

<https://rocainc.org/wp-content/uploads/2016/09/FY17-Young-Mens-Outcomes-Report.pdf>

- B. Deploy a model that considers program failure.** Most of the young people in this targeted population will have had prior experience with programs or interventions including prior detention and delinquency placement, and typically struggled to succeed in these settings. To best serve the highest-need youth, the ideal program must operate under realistic expectations without compromising the integrity of the model. A one-size-fits-all approach will not work, and *the success of this program will be contingent on its ability to meet each young person where they are — whether it is through persistent and extraordinary efforts to begin engagement or by allowing flexibility to address the initial challenges that have undercut prior attempts at programmatic intervention and engagement (such as disinterest, low attendance, and re-arrest)*. In addition to the programming itself, the model that would best serve youth with a prior pattern of program failure will need to demonstrate its success in continuously reengaging participants no matter how many times the participant engagement abates. Once a young person is involved in this program, a network of staff dedicated to outreach will track down the young person if s/he fails to appear to classes, work or other scheduled commitment.
- C. Provide a level of training that will foster success outside of the justice system.** Offering life skills, education, and employment training is essential for any program looking to support the needs of youth who so frequently lack substantial access to resources. Building on this, the highest-risk youth are often the most needs-intensive, and a program designed to serve this population must be positioned to address the expanse of participant needs as these emerge and evolve. Consequently, *the appropriate program will work with youth over the course of multiple years*, reflecting the individual-level needs of each participant through the provision of continuing educational, employment, and other supports needed to ensure their demonstrated ability to succeed outside of the program structure. This selected proposer must show its capacity to go beyond simply equipping participants with a skillset, as well as command of the competencies required to support participants over a multi-year span so as to ensure they are ready to put their knowledge into practice.
- D. Program Goals.** Through sustained engagement and relationship-building with staff, participants would receive employment programming that would allow them to learn job skills and practice work-readiness norms. As to be incorporated into the proposed model and embedded in all aspects of its operation, the program must provide participants with space to “fail” and, subsequently, to provide concrete opportunities for participants to change their behavior and achieve work-readiness. After completing this remediation phase, the program would refer and link participants to jobs, with the goal of supporting them to retain long-term employment and other supports required to prevent incarceration.

MOCJ seeks a program model that would serve individuals for an extended period of time. This would likely be about 3 – 4 years for each youth. At full operation, MOCJ anticipates an annual program budget of \$3.8 million. MOCJ expects that the awarded program would serve 200-300 youth over the anticipated three-year term of program operations; however, respondents will be permitted to suggest other reasonable rates of engagement and to provide justification based on its experience and/or proposed program model.

Expression of Interest Requirements (Proposal Narrative)

Interested applicants must submit a narrative proposal not to exceed ten (10) pages (single-spaced) as well as a budget proposal (which is not to be included in the ten-page proposal narrative ten-10) pages limit) that address the following questions/elements:

The proposed program should serve youth 16 to 24 years of age, with a primary focus on those between ages 16 to 18, that is comprised of the following foundational elements:

1. Incessant engagement – This program will be specifically designed to serve young people who historically have disengaged from programs and who either have court involvement or are at risk of court involvement. Once a youth is identified as appropriate, the proposed program would conduct outreach that goes to whatever extent required to engage the participant in their services. A successful proposer should discuss at length in its proposal narrative the way that the program would seek out the participant in an intensive and, if needed, persistent way rather than relying on the participant to take the necessary steps to participate independently.
2. Core Curriculum – The proposer should describe how the program model including curriculum would incorporate education, life skills, and employment components. MOCJ anticipates that the program will provide an expansive array of coordinated mental health, education, and skill-building opportunities that transcends the siloed or sequential rather than concurrent approach more commonly associated with traditional service models. Moreover, MOCJ is seeking a program that provides opportunities for group employment by which young people are paid for their work, held accountable by their peers, learn the skills and norms of work environments, and acquire critical life skills and experience. If this component currently does not exist as part of the proposer’s organizational and service infrastructure, applicants should describe how they can and will incorporate this group employment component into its proposed program model, describe its features and operation, and indicate the anticipated number of youth to be hired, the number of work hours to be performed and for what duration, through this resource. Applicants may propose subcontracting out the employment component of its program or establishing a referral/linkage system to existing organizations that provide such services, such as SYEP.
3. Embedding capacity to effectively address and remediate program failure – Proposers should describe here how their model is flexible enough to continue working with young

people who are learning to adapt to and respond constructively to structure – with full understanding that a pillar of long term success for youth involved in this program requires the gradual process of dismantling old habits and supplanting them with constructive alternatives. The program must ensure that only under exceptional and exhaustive circumstances would a youth be terminated from services.

4. Referrals – MOCJ intends for this program to promote successful outcomes for its participants through expansive use of community-based referrals (e.g. DOP, ACS, ATI programs etc.) rather than through reliance on court mandates. Proposers should describe existing experience with incorporating referrals to community-based services and supports in their current programs, and are encouraged to develop a strategy for connecting with and engaging high-risk youth. MOCJ expect this program to have a small catchment area and requests that proposers identify where the program should operate and how it would foster relationships with existing referral resources (including Police) in this community.
5. Staffing Model – Employ and retain appropriately experienced and qualified management and other key staff, including but not limited to staff who are able to connect with, foster relationship with, and motivate the most at-risk and disenfranchised young people to successfully challenge and transform participants through provision of intensive services and exceptional quality of care. Proposer should discuss how they are able to hire and retain such staff.
6. Program Goals – Proposes should develop and describe a program model that connects participants to jobs, with the goal of supporting them to retain long-term employment and prevent incarceration through a multi-year term of engagement. Proposers must discuss the type of work opportunities and other resources they would provide and how they plan to connect young people to ongoing employment. In addition, proposers should specify how they will measure employment retention and other proposed outcomes.

In addition to the above criteria, a successful proposal should:

- Design and describe the service delivery model the vendor proposes in conformance with the core criteria presented above;
- Describe the eligibility criteria for clients;
- Describe the strategy for identifying, recruiting, and retaining eligible youth;
- Describe relevant partnerships that proposer has with provider organizations, subcontractors, employers, and government agencies;
- Proposers should fully describe its administrative, technical, financial and programmatic capability to operate the proposed program and perform the prescribed services;
- Submit line-item reimbursement budget and narrative supporting program start-up and operations during the term of the awarded contract, which is anticipated for a term of 3.25 years (see Exhibit A for Line Item Budgeting Instructions);

- Provide letters of commitment or signed letters of agreement from proposed subcontractors or formal partners as well as copies of current and pertinent linkage agreements; and,
- Submit a completed the Doing Business Data [Form](#).

Subcontracting

In the event that services cannot be fully provided in-house, proposers may plan to subcontract for certain services. Subcontracting shall be subject to the following conditions:

- Proposers must identify what services the subcontractor would manage and describe in their Expression of Interest how this arrangement would be integral to the program model;
- Expressions of Interest set out in the solicitation equally apply to any subcontractor;
- Proposers shall not enter into any subcontractor for the performance of its obligations, in whole or in part, without the prior written approval of MOCJ and in accordance with all City rules and provisions governing the formulation and execution of subcontracts.

Negotiations and Contract Award Procedures

MOCJ anticipates that one (1) vendor shall be awarded under this contract. MOCJ anticipates an annual program budget of \$3.8 million at full operation, with terms and provisions governing program implementation to be the subject of subsequent negotiations upon award. MOCJ will negotiate with all qualified vendors who submit a proposal for this project.

Questions and Expressions of Interest (Proposals) must be submitted ELECTRONICALLY to MOCJPROCUREMENTS@CITYHALL.NYC.GOV with the subject line: “**High Risk Youth NA EPIN: 00219N0002**”. The deadline for submitting questions is February 8, 2019, 3:00pm. **Proposals are due no later than 5PM, Friday, February 22, 2019**.

Proposal Evaluation and Contract Award Procedures

All Expressions of Interest received by the MOCJ will be reviewed to determine whether they are responsive or non-responsive to the requisites of the solicitation. Expressions of Interest that are determined by MOCJ to be non-responsive will be rejected. MOCJ will negotiate with all qualified and responsive vendors that have expressed interest unless it is determined that it is in the City’s best interest to negotiate with fewer vendors. MOCJ reserves the right to conduct site visits and/or interviews and/or to request that proposers make presentations and/or demonstrations, as MOCJ deems applicable and appropriate. Following negotiations with all qualified and responsive vendors, MOCJ will make an award determination based upon the best interest of the City. This solicitation does not limit the MOCJ’s right to add or remove tasks and shall be construed only as a solicitation to open negotiations for the scope of services, budget, timeline, and other terms of contract.

Evaluation Criteria

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| 1. Demonstrated quantity and quality of successful relevant experience | 20% |
| 2. Quality of proposed approach | 60% |
| 3. Demonstrated level of organizational capability | 15% |
| 4. Price | 5% |

EXHIBIT A: Line Item Budget Instructions

The Price Proposal includes a presentation of the proposer's total budget for providing each element of the Scope of Services prescribed in the solicitation. Proposers should submit a proposed budget for the three years. Proposers should submit a budget to for the following terms: 4/1/2019 – 6/30/2019; 7/1/19 – 6/30/2020; 7/1/20 – 6/30/2021; 7/1/2021 to 6/30/2022.

Please provide a line-item budget including each of the applicable items below:

- a. Personnel – the listing of all personnel, by job title (where the proposal has two or more in the same title, each must be listed separately) needed to fulfill the Scope of Services to be paid by the proposed contract. The listing must include the yearly salary, starting date, and percentage of time.
- b. Fringe – the listing of all the benefits to be paid under the awarded contract as well as the amount and percentage of each listed benefit with the overall amount and percentage.
- c. Start-up costs, if applicable.
- d. Consultants – each consultant must be listed separately, with rate of pay.
- e. Equipment – listing of all equipment needed to be purchased throughout the proposed contracting period to fulfill the Scope of Services. Listing of all rented equipment must also be included in this category.
- f. Supplies – list of supplies needed to fulfill the Scope of Services through the proposed contracting period.
- g. Rental of Facilities – if applicable, the monthly rent of any facility rented to fulfill the Scope of Services, including the total square footage and rate, as well as utility costs per month.
- h. All other Expenses – listing of telephone costs, postal expenses, insurance, etc. Each expense should be listed separately.