DATE: JUNE 25, 2013

TO: BOARD OF COUNTY COMMISSIONERS

FROM: LINDA DORRELL
PURCHASING DIRECTOR

SUBJECT: SOLE SOURCE DESIGNATION- FAMILY AND CHILDREN SERVICES

THE TULSA COUNTY PURCHASING DEPARTMENT AND TULSA COUNTY ALL TC DEPARTMENTS RESPECTFULLY REQUESTS THE BOARD OF COUNTY COMMISSIONERS APPROVE THE ATTACHED "REQUEST FOR WAIVER OF SOLICITING BIDS OR QUOTES" AND SOLE SOURCE DESIGNATION TO FAMILY AND CHILDREN SERVICES.

FAMILY AND CHILDREN SERVICES
CENTRAL OFFICE
650 S. PEORIA AVE
TULSA, OK 74120
ATTN: LION THOMPSON, MA


THIS REQUEST IS RESPECTFULLY SUBMITTED FOR YOUR APPROVAL.

LRD/jmm

ATTACHMENT

ORIGINAL: PAT KEY, COUNTY CLERK FOR THE JULY 1, 2013 AGENDA

COPIES: COMMISSIONER JOHN M. SMALIGO
COMMISSIONER KAREN KEITH
COMMISSIONER FRED R. PERRY
MARK LIOTTA, CHIEF DEPUTY
MICHAEL WILLIS, CHIEF DEPUTY
SHERRI CARRIER, DIRECTOR, COURT SERVICES
REQUEST FOR WAIVER OF SOLICITING BIDS OR QUOTES

DATE: JUNE 25, 2013

TO THE BOARD OF COUNTY COMMISSIONERS

It is recommended that soliciting bids/quotes be waived on the following request of

ALL TULSA COUNTY DEPARTMENTS

for the reason(s) stated below.

REQUESTING DEPARTMENT

LINDA R. DORRELL

Emergency

• Sole manufacturer (must be documented).

• Sole supplier (must be documented).

• Other products of similar nature are incompatible with existing products.

• Purchase of similar products will adversely affect warranty, guarantee or
  service agreement on existing products.

Description:

FAMILY AND CHILDREN SERVICES IS THE ONLY ORGANIZATION WITHIN TULSA COUNTY THAT
CAN PROVIDE THE NECESSARY COMBINED SERVICES CAPABLE OF MEETING THE
REQUIREMENTS AND GOALS OF THIS GRANT PROJECT # 2011-MO-BX-0039, WHICH WAS
APPROVED IN THE BOARD OF COUNTY COMMISSION MEETING ON FEBRUARY 27, 2012, CMF# 223775.

FAMILY AND CHILDREN SERVICES
CENTRAL OFFICE
650 S. PEORIA AVE
TULSA, OK 74120
ATTN: LINON THOMPSON, MA

(918) 560 1116 PHONE
(918) 587 04919 FAX

Waiver of bidding or quoting process is approved.

Waiver of bidding or quoting is not justified.

Standard bidding or quoting will be followed.

CHAIRMAN, BOARD OF COUNTY COMMISSIONERS

DATE
MEMORANDUM

To: Mark Kline
   Program Manager
   NJ

From: Shaun D. Minick
   Staff Accountant
   Office of the Chief Financial Officer

Date: February 28, 2012

Subject: Tulsa County
         Sole Source Justification
         Application No(s): 2011-H0602-OK-MO

Regarding your memo dated August 19, 2009, based on your analysis in the amount of $200,000 from the original award amount of $205,044 has been approved. The total project cost of this grant award is $250,000 ($200,000 Federal and $50,000 Required Match).

The request for sole source procurement for the Tulsa County to enter into sole source contract with Family & Children's Services is approved. Justification has been provided and covers the following requirements:

☐ Expertise of the contractor.
☐ Management.
☐ Responsiveness.
☐ Knowledge of the program.
☐ Expertise of contractor personnel.
☐ In the best interests of the agency.
☐ Successful completion of previous contracts.

A copy of this memorandum will be included in the official file.
**US DEPARTMENT OF JUSTICE**  
**OFFICE OF JUSTICE PROGRAMS**

**GRANT ADJUSTMENT NOTICE**

**Grantee Information**

<table>
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<th>Tulsa County</th>
<th>Project Period:</th>
<th>10/01/2011 - 09/30/2013</th>
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<td>500 South Denver Tulsa, 74103</td>
<td>Program Office:</td>
<td>BJA</td>
<td>Date:</td>
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<td>Grant Manager:</td>
<td>Mark Kline</td>
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<td>Award Amount:</td>
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**Sole Source Approval**

**Organization to be sole source to**

<table>
<thead>
<tr>
<th>*Organization Name</th>
<th>Family &amp; Children's Services Inc.</th>
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<tbody>
<tr>
<td>*Prefix</td>
<td>Mr.</td>
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<tr>
<td>Prefix (Other)</td>
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</tr>
<tr>
<td>*First Name</td>
<td>Lindon</td>
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<tr>
<td>Middle Initial</td>
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</tr>
<tr>
<td>*Last Name</td>
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</tr>
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<tr>
<td>Suffix (Other)</td>
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<tr>
<td>*Address Line 1</td>
<td>650 S. Peoria Ave.</td>
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<tr>
<td>Address Line 2</td>
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</tr>
<tr>
<td>*City</td>
<td>Tulsa</td>
</tr>
<tr>
<td>*State</td>
<td>Oklahoma</td>
</tr>
<tr>
<td>*Zip</td>
<td>74120 - 4429</td>
</tr>
<tr>
<td>*Phone</td>
<td>(918) 560-1116 Ext</td>
</tr>
<tr>
<td>*Amount of Sole Source (may not exceed total project cost amount: $250,000)</td>
<td>$205,044</td>
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**Required Justification for Sole Source Approval**

Tulsa County requests approval of a sole source contract with mental health provider Family & Children's Services Inc. in the amount of $205,044 (see attached sole source justification document).

**OCFMD Justification for Sole Source Approval**

Grantee has submitted sole source justification.

**Attachments:**

<table>
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<tr>
<th>Filename</th>
<th>User</th>
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https://grants.ojp.usdoj.gov/gmsexternal/gan/soleSourceGAN.st  
2/28/2012
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<td>12/28/2011 4:55 PM</td>
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Change request reminder: Please document how you determined the F&CS is the only organization in the Tulsa metro area that can provide mental health services to the BJA-funded grant project. Per the Financial Guide, the grantee must provide documentation that "the item or service is available only from a single source; a true public exigency or emergency exists; or after competitive solicitation, competition is considered inadequate." Please document which one or more of:

- Please document how you determined the F&CS is the only organization in the Tulsa metro area that can provide mental health services to the BJA-funded grant project. Per the Financial Guide, the grantee must provide documentation that: "the item or service is available only from a single source; a true public exigency or emergency exists; or after competitive solicitation, competition is considered inadequate." Please document which one or more of:
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Submitted PO - Grant Manager JLilex 12/01/2011 3:13 PM
SOLE SOURCE JUSTIFICATION - Revised
Grant No. 2011-MO-BX-0039

Tulsa County is submitting this revised request for BJA approval of a Sole Source Contract with Family & Children’s Services in Tulsa, OK. In order to understand the sole source evaluation process that Tulsa County conducted during which it determined that Family and Children’s Services (F&CS) was an appropriate sole source for the Women in Recovery program’s services, it is important to understand what in Tulsa County is common knowledge about F&CS. Although there are sources from which the women in Tulsa County in need of such services could receive criminal reform counseling, substance abuse counseling, domestic abuse counseling, job training and placement services, assistance overcoming barriers to employment, parenting education, food and shelter, it is well known within the criminal justice system in Tulsa County that there simply does not exist another program that provides all of these services in such an efficient and effective fashion.

Despite this common knowledge which obviates the need for a competitive bidding process, Tulsa County conducted meetings with various professionals involved in the local criminal justice community in order to ascertain whether there was, in fact, any other organization which could provide such services. Specifically, Tulsa County met with presiding Tulsa County District Judge William Kellough, Director of Court Services Sherri Carrier, Tulsa County Sheriff Stanley Glanz, and Tulsa Chief of Police Ron Palmer. Without exception, all of these criminal justice professionals unequivocally agreed that Family and Children Services is unique within the State of Oklahoma in several respects.

First, it’s unification of these services under one organizational umbrella allowed it to achieve an efficiency that was second to none. Because the needs of an individual woman in recovery are many and nuanced, having these services within one organization allows F&CS to
make immediate adjustments in treatment on an individual basis. This is crucial to avoiding an administrative lag that often occurs when such an individual is shuffled amongst several agencies. Such a lag often comes along with less effective communication between treating agencies and professionals and a less effective recovery and rehabilitation result. Further, such a unification of services allows for a greatly decreased administrative cost. Were Tulsa County to seek all of the services F&CS offers elsewhere, it would have to contract with a minimum of 3-4 agencies and 2 or more individual, which would all have administrative overhead of their own representing a far less efficient use of the grant funds.

Second, F&CS has a highly successful treatment and recovery model already in place with the Women in Recovery program. This makes that organization stand out in two important ways. First, the organization enjoys a tremendous reputation within the local criminal justice community and within the larger Tulsa County area. The organization has earned the respect of the criminal justice community through its high standards for the women in the program and its insistence on strict adherence to those standards. Although some diversionary programs are viewed with suspicion by local law enforcement agencies and the Prosecutor’s office, this is simply not the case with this program. The program’s astonishingly low re-offense rate and comprehensive training and support for program participants along a uniquely wide range of needs goes a long way toward reassuring law enforcement and prosecutors that they aren’t simply letting offenders “off easy” who go through the program. This is a key aspect of the program’s success which has frustrated the success of other programs offering alternatives to incarceration.

In addition to its excellent reputation amongst criminal justice professionals, the program has received tremendous recognition and support from the community as a whole. Several local
news stories have been done on the success of the program making the public aware of the important work it does. This publicity comes at a time when Oklahoma has been very publicly decried as having one of the highest female incarceration rates in the nation. Consequently, a great deal of local support from private, grassroots philanthropy has come forward to support the program with its various fiscal and material needs. For example, classes are taught by volunteers with expertise in the areas needed by the program. An abundant amount of clothing and other material goods needed by the program participants have been enthusiastically donated by the community. There has even been a local charity which came forward and made sure the children of the women in the program received Christmas gifts. While many programs which offer alternatives to prison for female offenders are viewed with suspicion or derision as being “soft on crime”, this program has proven to be its own best public relations arm which makes it uniquely viable for long term and comprehensive success.

Finally, F&CS’s success with the Women in Recovery Program has attracted the attention and resources of the single most powerful philanthropic organization in this region that supports such efforts. The George Kaiser Family Foundation (GKFF) is a charitable organization dedicated to breaking the cycle of poverty through investments in early childhood education, community health, social services and civic enhancement. In this case, GKFF is serving to provide the matching funds for Tulsa County’s grant precisely because Tulsa County recognizes the program’s unique characteristics which have made it such a success. The commitment of this extremely well-funded partner provides a financial stability to the Women in Recovery program that is exceedingly rare in this time of budget cuts and program closures.

Through the process of meeting with and discussing the nature of the programmatic needs covered in this grant with a wide range of criminal justice professionals, it became clear that
F&CS is an appropriate designee of a sole source contract for this grant. There is simply no other single organization that can do what F&CS does. Given that Tulsa County’s other main alternative is to build in unacceptable inefficiency into the program by contracting with four or more other agencies and several individuals, it stands behind its assertion that F&CS is the appropriate service agency through which to expend these grant funds to effectively meet the stated purpose of that grant. Thank you.

Submitted by:

Jason M. Lile, Esq.

Chief Deputy County Commissioner

Tulsa County District 2

The below additional justification is presented per page 55 of the OCFO 2011 Financial Guide:

(1) Brief Description of the program being contracted:

This project represents expansion of an existing criminal justice and mental health collaboration. The Women in Recovery program was developed after a two year process of problem identification and a search for best practices in alternative to incarceration programs for non-violent female offenders with addiction issues. Strong collaboration at the local level between a local family foundation, mental health provider Family & Children’s Services, Tulsa County Court Services and local judges resulted in a major commitment to address a serious outlier issue of Oklahoma incarcerating more women than any state in the country.

(2) Explanation of necessity to contract non-competitively with the following contractor:

(a) Organizational Expertise – This grant is funded under the expansion category of existing criminal justice-mental health collaborations. The existing collaboration between
Tulsa County and Family & Children’s Services resulted in the establishment of Women in Recovery (WIR) in June 2009. The program was established through private funding from the George Kaiser Family Foundation to combat Oklahoma’s nation-leading rate of female incarceration and therefore has not required a contract for payment from Tulsa County to this point. F&CS, certified as a Community Mental Health Center by the Oklahoma Department of Human Services and current provider of addiction and mental health services to the program is thus uniquely qualified and positioned to expand co-occurring treatment and employment services within this existing program. There are no other organizations in metro Tulsa that have this unique expertise or experience to provide the services needed to ensure project success.

(b) Management – F&CS is a large nonprofit mental health and family service agency in metro Tulsa, OK and has been in existence for over 86 years. The current CEO, Gail Lapidus, has been in place since 1986 and has provided the vision and drive to make F&CS a premier provider of mental health services in the state of Oklahoma. As the largest outpatient mental health provider in the state and with a documented history of excellent outcomes recognized by the Oklahoma Department of Mental Health and Substance Abuse Services, their ability to manage programs is highly recognized at the local, state and national level. F&CS has been awarded thirteen federal grants from the Substance Abuse and Mental Health Administration, the Administration on Children and Families and the Office of Juvenile Justice and Delinquency Prevention and is thus highly experienced in and familiar with management of federal grant programs.

(c) Knowledge of the Program – F&CS was one of the three major developers of WIR and has operated the program in collaboration with Tulsa County Court Services since June
Therefore, they are in a unique position to provide contracted mental health services under this grant to expand co-occurring and employment services. F&CS has a documented record enhancing co-occurring services within their other programs and has significant experience with the target population as well as with other criminal justice populations, including jail diversion programs, drug court services, mental health court services, female diversion services in collaboration with the Oklahoma Department of Corrections and intensive prison re-entry programs for offenders with mental health and addiction problems.

(d) Responsiveness – F&CS has shown the highest level of commitment and responsiveness in working within this existing criminal justice-mental health collaboration to impact Oklahoma’s nation-leading rate of female incarceration. Tulsa County has the highest level of regard for their innovation, commitment and responsiveness in achieving the goals and objectives of this grant project.

(e) Expertise of Personnel - F&CS is certified as a community mental health center by the Oklahoma Department of Mental Health and Substance Abuse Services and is nationally accredited by the Council on Accreditations. All staff thus meets stringent requirements of both bodies in hiring qualified, credentialed and committed staff.

Statement of when contractual coverage is required:

The process needs to begin as soon as possible to begin the process of hiring a co-occurring therapist and employment coach to ensure that requirements and goals of the project will be met.

Unique qualities of the contractor:

F&CS is known for stellar and innovative management practices, strong financial stewardship and commitment to implementing evidence-based services for underserved
populations in metro Tulsa. With 500 employees and an annual budget of $35 million, the capacity and expertise exist to provide excellent services in partnership with Tulsa County to fulfill obligations and requirements of this project. As current providers of mental health and addiction services for WIR, they are uniquely qualified to ensure project success.

**Other points to sell the case for sole source contracting:**

As the program developer, F&CS has significant knowledge of the program, which is unique in Oklahoma and perhaps nationally, according to Dr. Barbara Owen, professor at Fresno State University and a recognized leader in research and programming for female offenders. She recently completed a three-day evaluation of the program and indicated that Family & Children’s Services and the Women in the Recovery program leads the way in responding to female offender issues. Their accomplishments in developing and successfully implementing the Women in Recovery program in 2009 within this existing collaboration is further evidence of their unique position and capability to meet the requirements and goals of this project.

**Declaration that this action is in the best interest of the grantor agency and/or Federal government:**

It is our stated opinion, based on the above facts that this sole source contract is in the best interest of Tulsa County, BJA and the federal government in addressing the issue of female incarceration in Oklahoma, which currently leads the nation in incarcerating female offenders.

**Conflict of Interest Review:**

Tulsa County conducted a search of the Excluded Parties List System and the proposed contractor, Family & Children’s Services, Inc. was not on the list. It was determined that this organization was not involved in development of the procurement. No local conflicts of interest were found.