

FORM APPROVED COUNTY COUNSEL  
 BY: *[Signature]* GREGORY P. PRIAMOS DATE

**SUBMITTAL TO THE BOARD OF SUPERVISORS  
 COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**

670



**FROM:** Department of Mental Health

**SUBMITTAL DATE:**  
 August 28, 2014

**SUBJECT:** Approval of the Leaders in Community Alternatives, Inc. Agreement, for Secure Continuous Remote Alcohol Monitoring Services (District: All) [\$50,000] Fees

**RECOMMENDED MOTION:** That the Board of Supervisors:

1. Approve the one year agreement with Leaders In Community Alternatives, Inc. (LCA) for Secure Continuous Remote Alcohol Monitoring (SCRAM) services for \$50,000;
2. Approve the Sole Source agreement with LCA for SCRAM services for \$50,000; and
3. Authorize the Purchasing Agent, in accordance with Ordinance No. 459, to sign amendments that do not change the substantive terms of the agreement through June 30, 2015.

**BACKGROUND:**

**Summary**

Secure Continuous Remote Alcohol Monitoring (SCRAM) is an option that a judicial officer may elect to use in connection with the sentencing and/or probation of defendants convicted of an alcohol related offense, and is used when continuous monitoring of an alcohol defendant's behavior is required.

(Continued on page 2)

JW:MS:JM

*[Signature]*  
 Jerry Wengerd, Director  
 Department of Mental Health

FINANCIAL DATA	Current Fiscal Year:	Next Fiscal Year:	Total Cost:	Ongoing Cost:	POLICY/CONSENT (per Exec. Office)
COST	\$ 50,000	\$ 0	\$ 50,000	\$ 0	Consent <input type="checkbox"/> Policy <input checked="" type="checkbox"/>
NET COUNTY COST	\$ 0	\$ 0	\$ 0	\$ 0	
<b>SOURCE OF FUNDS: 100% Fees</b>				<b>Budget Adjustment:</b>	
				For Fiscal Year:	14/15

**C.E.O. RECOMMENDATION**

APPROVE

County Executive Office Signature

BY: *[Signature]*  
 Jennifer L. Sargent

**MINUTES OF THE BOARD OF SUPERVISORS**

- A-30
- Positions Added
- 4/5 Vote
- Change Order

Prev. Agn. Ref.: 12/11/12; 3.14 | District: All | Agenda Number:  
 5/18/09; 3.4

3-14

Departmental Concurrence

Purchasing: *[Signature]* Mark Seiler, Assistant Director

**SUBMITTAL TO THE BOARD OF SUPERVISORS, COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**

**FORM 11: Approval of the Leaders in Community Alternatives, Inc. Agreement for Secure Continuous Remote Alcohol Monitoring services (Districts: All) [\$50,000 ongoing]. Fees**

**DATE:** August 28, 2014

**PAGE:** 2 of 2

**BACKGROUND:**

**Summary:**

The SCRAM and SCRAMx (home detention program) offer an alternative to incarcerating DUI and other alcohol related offenders who can affordably and effectively use this alcohol monitoring device to pay their debt to society and potentially rehabilitate themselves. Approval of this Agreement will allow indigents who are unable to afford the fees associated with SCRAM to participate in the program. SCRAM provides a safe alternative that is desperately needed with the current jail crowding and provides the clients an opportunity to address their alcoholism by practicing clean and sober behavior in their home community. The SCRAM program has led to a decrease in recidivism for repeat DUI offenders, changed drinking and driving behavior, enhanced public safety, provided significant cost savings in lieu of incarceration, and ensured those sentenced by the court are able to participate in SCRAM despite their ability to pay.

The Department of Mental Health (DMH) entered into an agreement with LCA for FY09/10 to administer the monitoring of SCRAM. At that time, LCA worked with the Probation Department to tailor the program around the county's unique geographical requirements and provide a robust support and reporting mechanism. On May 18, 2009 (3.4), the Board of Supervisors approved contributing \$10,000 of Community Improvement Designation funds per district towards supporting the SCRAM program, for a total of \$50,000. On December 11, 2012 (3.14) the Board of Supervisors approved the DMH to continue the SCRAM program through FY12/13.

A sole source agreement is necessary given that LCA is California's leading provider of Electronic Monitoring and Program Services, and the only provider in this area that provides remote monitoring services. Further, they designed, implemented, and administered the County's SCRAM program since its inception by combining the most trusted and proven technology on the market with individualized case management and custom reporting. LCA's monitoring and reporting system focuses on participant's behavior and public safety while freeing up scarce and expensive jail space.

**Impact on Residents and Businesses**

These services are a component of the Department's system of care aimed at improving the health and safety of consumers and the community. In 2011, a study was conducted by LCA of clients from 2009 who were released from the Riverside County SCRAM program. This report indicated that over a 22-month period, an average of 93.5% of the SCRAM clients did NOT have any further DUIs

**Contract History and Price Reasonableness**

Price is reasonable and has been consistent since 2009. The average cost to participate in the program is \$12.00 per day. The cost is expected to remain consistent and includes the purchase price and any ongoing maintenance or ancillary costs from the vendor. These services are scheduled to be advertised through the Request for Proposal (RFP) process next fiscal year.

Date: August 12, 2014

From: Jeremy Murphy Department/Agency: Mental Health/Substance Abuse  
(Director or designee)

To: Board of Supervisors/Purchasing Agent

Via: Purchasing Agent

Subject: Sole Source Procurement; Leaders in Community Alternatives, Inc. (LCA)  
For Secure Continuous Remote Alcohol Monitoring (SCRAM) services

The below information is provided in support of my Department requesting approval for a sole source. Outside of a duly declared emergency, the time to develop a statement of work or specifications is not in itself justification for sole source.

**1. Supply/Service being requested:**

Secure Continuous Remote Alcohol Monitoring (SCRAM) services for those who have high-impact and/or multiple Driving Under the Influence (DUI) violations. The specific services required are Transdermal Continuous Alcohol Monitoring, with 24 hour a day/7 days a week monitoring and reporting, and case management.

**2. Supplier being requested:**

Leaders in Community Alternatives, Inc. (LCA).

**3. Alternative suppliers that can or might be able to provide supply/service:**

Leader in Community Alternatives, Inc. is the only provider in Riverside that provides remote monitoring and case management services. Other providers who provide the specific services listed in item 1 above are detailed in the attached Exhibit A.

**4. Extent of market search conducted:**

Market research included internet research and telephone survey of service providers. Contact was attempted to a total of six providers who offer the Transdermal Continuous Alcohol Monitoring program in Southern California, with four successful contacts and two non-responsive (voice mail messages were left and not returned).

**5. Unique features of the supply/service being requested from this supplier, which no alternative supplier can provide:**

According to SCRAM Systems, Inc., the manufacturer of the hardware used for Transdermal Continuous Alcohol Monitoring, "Leaders in Community Alternatives, Inc. (LCA) is California's leading provider of electronic monitoring and program services – combining the most trusted and proven technology in the market with individualized case management and custom reporting. The combination of these services is the LCA plus™ Advantage—which ensures outstanding compliance and highly successful outcomes." (Source: <http://www.scramsystems.com/providers/leaders-in-community-alternatives-inc>, 2014). LCA's monitoring and reporting system focuses on participant's behavior and public safety while freeing up scarce and costly jail space. LCA designed, implemented, and administered the County's SCRAM program since its inception by combining the most trusted and proven technology on the market (which is transdermal monitoring) with individualized case management and custom reporting. They are well versed in the unique geographic and demographic characteristics of the Riverside County clientele.

LCA has a tiered, need-based pricing system and offers the lowest daily price, which is paid directly by participants. Their costs to the participants are as low as \$3 per day and averages \$12 per day.

Other providers average \$15 per day per participant, with the lowest price of \$10 or \$12 per participant per day, and no other need-based price breaks to the participant. Riverside County manages an Indigent Fund to offset the costs paid by participants when a need-based assessment determines they are unable to pay more than \$8 per day. This could cost Riverside County up to 47% more in fees annually, which will deplete the Indigent Fund more rapidly.

Furthermore, LCA is only provider with an office located in Riverside who provides the combination of equipment, reporting tools, experience, and expertise to manage the mandated SCRAM program. Their local office provides convenience in case management to participants as well as to the County in the form of program management. Other providers that were contacted have offices in Los Angeles, Orange, San Diego or Ventura County's; however none had an office located in Riverside County.

**6. Reasons why my department requires these unique features and what benefit will accrue to the county:**

In May 2009, the Board of Supervisors acted to mandate the SCRAM program to provide monitoring and reporting on repeat alcohol related violators. At that time, LCA worked with the Office of the Public Defender and the Probation Department to tailor the program around the county's unique geographical requirements and provide a robust support and reporting mechanism. Funding originally provided by the Board of Supervisors was discontinued, and the Department of Mental Health has sustained funding the program since FY12/13.

**7. Price Reasonableness:**

Price is reasonable and has been consistent since the inception of the program. Current costs include purchase price and any ongoing maintenance or ancillary costs from the supplier: There was no increase in pricing for FY14/15, with the cost remaining the same since the 2009 start of the program. The average cost to participate in the program is \$12.00 per day and is paid by the client's with the ability to pay, while the indigent fund subsidizes those clients with the financial inability to pay \$8.00 per day or less.

**8. Does moving forward on this product or service further obligate the county to future similar contractual arrangements or any ongoing costs affiliated with this sole source? (Maintenance, support, or upgrades, if so, please explain).**

No

**9. Period of Performance:**

July 1, 2014 to June 30, 2015.

*(Provide a defined period of performance. Please note multi-year terms require Board approval, unless renewable in one year increments and the Purchasing Agent approves the terms.)*

Jerry A. Lopez 9-15-14  
Department Head Signature Date

Purchasing Department Comments:

Approve

Approve with Condition/s

Disapprove

Not to exceed: \$ 50,000 One time  Annual Amount through 6-30-15

M. [Signature] 9-12-14 15-199  
Purchasing Agent Date Approval Number

(Reference on Purchasing Documents)

Exhibit A: Research for Sole Source Agreement  
SCRAM Services

Provider	Phone#	Contact Name	Year Established	Years in Service	Location	City	Website	Use SCRAM CAM	Price per Participant	Use Transdermal (CAM)?	Type of monitoring they provide	What other counties are they working with?
Diversified Monitoring Systems, LLC	(714) 245-9910	Brenda	2003	11 years	1633 East Fourth Street, Suite 152	Santa Ana, CA 92701	<a href="http://www.scr-amsystems.com/providers/diversified-monitoring-systems-llc">http://www.scr-amsystems.com/providers/diversified-monitoring-systems-llc</a>	yes	\$15/day, give rate \$10 to special circumstances clients	CAM	24/7 monitoring	OC, LA, San Diego
Leaders in Community Alternatives, Inc.	(415) 546-5222	Linda Conmley	1991	23 years	1271 Columbia Avenue, Suite F1	Riverside, CA 92507	<a href="http://www.scr-amsystems.com/">http://www.scr-amsystems.com/</a>	Yes	\$3-\$20, uses indigent fund	CAM	24/7 monitoring	Alameda, Contra Costa, Marin, Riverside
Los Angeles Alcohol Monitoring	(323) 935-5002	Christopher	2011	3 years	11500 Olympic Boulevard, Suite 400	Los Angeles, CA 90036	<a href="http://www.scr-amsystems.com/providers/los-angeles-alcohol-monitoring">http://www.scr-amsystems.com/providers/los-angeles-alcohol-monitoring</a>	Yes	3 pricing structures: depending of financial situation (\$15/day, \$16.50/day, \$20/day); income based need, would be range \$12/day	yes, but not providing any services to the County of Riverside, Radio Frequency (RF) monitoring	24/7 monitoring	LA, OC, SB, Riverside jurisdictions,
Rocky Mountain Offender Management Systems	(808) 450-3854	LEFT MESSAGE			950 County Square Drive	Ventura, CA 93001	<a href="http://www.scr-amsystems.com/providers/rocky-mountain-offender-management-systems-ca">http://www.scr-amsystems.com/providers/rocky-mountain-offender-management-systems-ca</a>					Kern, Tulare, Ventura
SCRAM of California	(619) 237-0300	LEFT MESSAGE			3281 E. Guasti Road, 7th Floor	Ontario, CA 91761	<a href="http://www.scr-amsystems.com/providers/scram-california">http://www.scr-amsystems.com/providers/scram-california</a>					San Diego, LA, Fresno, OC, Placer, San Bernardino, Santa Barbara, Fresno, Imperial,
Sentinel Offender Services	(800) 589-6003	John	1999	15 years	201 Technology Drive	Irvine, CA 92618	<a href="http://www.scr-amsystems.com/providers/sentinel-offender-services">http://www.scr-amsystems.com/providers/sentinel-offender-services</a>	yes	financial assessment, rate about \$13-\$15 per day. No cap of rate due to wide spectrum of clientele	yes, but not providing any services in Riverside.	24/7, one of only 2 providers. Has own monitoring center, no subcontracting.	LA, OC, plus 250 Gov't agencies. Provide services for Riverside County Sheriff.