



Grafton County Department of Corrections  
3787 Dartmouth College Highway North Haverhill, NH 03774  
Phone (603)787-2019 – Fax (603)787-6011  
Timothy Lethbridge  
Corrections Superintendent  
[tlethbridge@graftoncountynh.gov](mailto:tlethbridge@graftoncountynh.gov)

## **INVITATION TO BID**

**Project:** The Grafton County Department of Corrections is soliciting proposals from responsible bidders to provide a comprehensive inmate communication and visitation system.

**RFP#:** 2026-001

**Location of Project:** 3787 Dartmouth College Hwy, North Haverhill, NH 03774

**RFP Issue Date:** 2/17/26

**Question Period:** 2/23/26-3/6/26

**Jail Tour Date:** 3/2/26 at 1:00 pm

**Response Due Date:** 3/23/26 by 4:00 pm

**Presentation and Demonstration:** The Evaluation Committee may schedule presentations and demonstrations from some or all submitting vendors. Presentations will be scheduled individually based on vendor and county staff availability and will follow the initial evaluation of vendor submissions.

### **Submission Instructions:**

Vendors are encouraged to register their interest in this Request for Proposals by emailing Superintendent Tim Lethbridge at [tlethbridge@graftoncountynh.gov](mailto:tlethbridge@graftoncountynh.gov) prior to the question period. Vendors may supply email addresses for up to three points of contact to be notified of addendums to this RFP.

Any questions regarding interpretations of this RFP must be by email and directed to [tlethbridge@graftoncountynh.gov](mailto:tlethbridge@graftoncountynh.gov); all questions are open to public review. Responses will also be in writing and open to public review. No telephone inquiries will be accepted. Only those inquiries and those responses made in writing during the question period will be binding. All questions and answers will be sent to all interested vendors at the point of contact email addresses supplied to Superintendent Lethbridge.

Failure of any Bidder to receive any addenda shall not relieve such Bidder from any obligation under the proposal as submitted. All addenda issued shall become part of these specifications. It is presumed that all Bidders will have read and are thoroughly familiar with these specifications and addenda. The failure or omission of any Bidder to examine any form, instrument, or document shall in no way relieve the Bidder from any obligation with respect to the bid. Complete sets of the proposal documents shall be used in preparing the proposal. The County does not assume any responsibility for errors or misinterpretations resulting from the use of incomplete sets of proposal documents.

A tour of the Grafton County DOC facility will be offered to interested vendors on March 2<sup>nd</sup> 2026 beginning at 1:00 pm. Each interested vendor may send up to two representatives to participate in this tour of the facility. To ensure all vendors receive identical information, this is the only tour of the facility that will be offered. Attending the facility tour is not required to submit a proposal, however, the tour and any questions and answers during the tour will not be recorded or otherwise disseminated. All interested vendors are encouraged to attend.

Sealed proposals must be received by Grafton County no later than March 23<sup>rd</sup> 2026 at 4:00 pm. Please allow ample time for receipt of the proposals. Responses received after this date and time will not be accepted or recognized. Postmarks do not determine actual receipt. Fax transmissions and email submissions will not be accepted. Bid proposals will be open publicly during the County Commission meeting beginning at 9:00 am on March 24<sup>th</sup> 2026, or at the next public County Commission meeting if the meeting is rescheduled. Bids should be directed to:

**Grafton County Commissioners' Office**  
**ATTN: Inmate Communications RFP 2026-001**  
**3855 Dartmouth College Highway**  
**Box #1 North Haverhill, NH 03774**

All proposals for this project are subject to the provisions of all applicable federal, state and local general laws. The Grafton County Board of Commissioners reserves the right to accept or reject any and all bidders and proposals and to waive or disregard minor irregularities, informalities, or deficiencies. The Grafton County Board of Commissioners reserves the right to amend this Request for Proposals at any time prior to the receipt of bids. The Grafton County Board of Commissioners further reserves the right to cancel this Request for Proposals, in whole or in part, at any time. The Grafton County Board of Commissioners holds sole authority as to what constitutes an acceptable bid. "The County" as used in this Request for Proposals refers to the Grafton County Board of Commissioners.

In addition, the bidder recognizes the right of the County to accept alternates in any order or combination and to determine the highest value proposal on the basis of the sum of the base bid and the alternates accepted. It is the intent of the County, conforming to NH RSA 28:8, to award a contract to the bidder with the highest value proposal, provided the proposal has been submitted in accordance with the requirements of the Bidding Documents, is judged to be reasonable, and does not exceed the funds available.

The Grafton County Board of Commissioners reserves the right to negotiate costs and services or to rebid this request as they deem to be in the best interest of Grafton County. The bid award may be subject to annual funding appropriations. Anyone requiring reasonable accommodation as provided for in the Americans with Disabilities Act should contact Superintendent Timothy Lethbridge by phone at 603-787-2019 or [tlethbridge@graftoncountynh.gov](mailto:tlethbridge@graftoncountynh.gov). Requests for accommodation should be made at least 24 hours in advance to permit coordination of the service.

Grafton County and the Grafton County Department of Corrections accepts no responsibility for the delay or lack of delivery of any proposal via the United States Postal Service, nor any private courier.

This Request for Proposals is presented in accordance with New Hampshire RSA 28:8. The bid will be awarded consistent with said statute.

As used below, the term “the County” refers to Grafton County and the Grafton County Department of Corrections, a department of Grafton County, under the authority of the Grafton County Board of County Commissioners.

#### **A. SCOPE OF WORK:**

The County is seeking an integrated inmate communication system encompassing phone service, on-site and remote video visitation, electronic delivery of mail, and a tablet-based education system. The County seeks proposals for a five year exclusive contract to provide these services, with the ability to extend the contract annually beyond five years.

The Grafton County DOC facility has approximately 150 inmate beds. The male minimum and medium housing units and female housing units operate on a direct supervision management model. Protective Custody, Segregation, and male Maximum Custody inmates are housed in three discrete housing units operating under a podular remote management model. The average daily population of the jail thus far in fiscal year 2025-2026 (July 01 2025 – January 31 2026) is 99 inmates.

#### **Inmate Phone Service:**

Contractor will provide rugged phones suitable for use within a correction facility for placement in all inmate housing units. The system will include at least **twenty-five (25)** phones in various housing units based on population. The phone system will offer security features to prevent fraudulent activity on other inmates' accounts and will allow the County to turn off an individual inmate's phone privileges, block calls to specific outside phone numbers, and provide granular control of the system by the County. The phone system must support recording of inmate calls and an investigative suite of tools for use by law enforcement agencies in searching and listening to phone calls. The

system must also support phone calls to vetted attorney phone numbers that are not recorded and are not available to be monitored in any way. The system must support both collect and pre-paid phone calls; systems that support international calling are preferred. The system must be turnkey and completely supported by Contractor. The proposal should include the fee schedule, if any, for calls to attorney phone numbers. The Contractor will permit free phone calls on at least one phone located in the booking area and new intake housing; this phone will be recorded, aside from calls to attorneys. The Contractor's system must include equipment and systems to comply with the Americans with Disabilities Act (ADA) for hearing impaired inmates. Contractor's phone system must allow the County to disable all phones efficiently during emergency situations.

Contractor's proposal must describe the features of their inmate telephone system, including, but not necessarily limited to, real time monitoring of calls, reporting, recording and storage of data, ability to control length of calls, ability to control collect, debit and three way calls, tamper-proof or resistant phone equipment, mounting options, operator features, any customer service features, investigations related capabilities and/or software, any training provided, ADA compliance features, any non-English language services and security systems to prevent fraudulent activity.

The inmate phone system must include a PREA reporting system that delivers messages immediately to County staff at designated County phone extensions.

#### **Video Visitation:**

Contractor will supply a video visitation system to allow visits to take place electronically between the Department of Corrections lobby and the inmate housing units. The system must include **six (6)** visitor devices and **twenty (20)** housing unit wall mounted devices distributed to housing units based on the number of inmate beds. The system must support remote visitation and all visits, aside from attorney visits, must be capable of being monitored in real time, terminated by staff, and recorded. The system must support several monitoring locations within the facility simultaneously. The system must provide an investigative suite of tools for searching and listening to jail visits. The system must support online scheduling of visitations. Online visitation systems must support identity verification of the visitor. The system must supply two free visits utilizing the jail lobby visitor devices per inmate, per week. The system must allow staff to schedule free clergy or social services visits utilizing the jail lobby visitor devices. The system should also provide at least one mobile inmate visitation station that can be utilized in holding cells, medical cells, or other locations where a visitation kiosk cannot be placed.

The video visitation system must support the visitor self-scheduling both remote and jail lobby visits at least twenty-four hours in advance. The system must allow County staff to set up immediate visits when needed. A system that provides upcoming visit information on inmate-facing devices is preferred. The video visitation system must incorporate a system to mask the background of video visits on wall mounted visitation kiosks. If the handheld tablets supplied by the Contractor also support the video visitation function, an effective digital masking system to obscure background objects and people must also be in place for visits taking place on inmate tablets.

The video visitation system will include a law library suitable for a New Hampshire located corrections facility accessible through the visitation kiosks. This law library may also be accessible through the tablet-based education system. The law library must receive regular updates and remain current for the duration of the contract. A digital law library that may be restricted to criminal law only is preferred.

The video visitation system must include an inmate request and inmate grievance system that allows County staff to set request limits, directs requests to appropriate County staff, and allows County staff to respond to inmate requests and grievances electronically. The video visitation system must include a method for inmates to submit Prison Rape Elimination Act (PREA) reports and immediately notify on-duty County staff. The inmate request, grievance, and PREA functions may be duplicated on the tablet-based education system but must exist on the wall mounted inmate visitation device.

Preferred features of the video visitation system include: A system that provides automated lists or notifications of upcoming visits on the inmate-facing equipment is preferred. A system that allows for no-cost attorney remote video visits is preferred. If any type of attorney visit is supported, the system must exclude attorney video visits, either free or fee based, from recording or monitoring by staff of the County or law enforcement.

Contractor's proposal must describe the features of their video visitation system, including, but not necessarily limited to, real time monitoring of visits, ability of The County's staff to interrupt or end visits, visitation scheduling system, digital masking, recording and storage of data, investigative tools, customer service features, any training provided, any non-English language services, ADA compliance features, and security systems to prevent fraudulent activity. The proposal must include details on the law library system utilized by the Contractor and the PREA reporting system.

#### **Tablet-Based Education System:**

Contractor will supply a tablet-based education system. The tablets used must be designed for use in a correctional facility and tampering and hacking resistant. The education offerings should be comprehensive and address:

- Recidivism reduction education, such as anger management, substance use disorder, healthy relationships, and similar topics;
- Life Skills education such as budgeting, parenting, job interviews, and similar topics;
- Vocation educational relevant to trades and employment;
- General Equivalency Degree/HiSET education; and
- Other academic education, such as civics, science, mathematics, English or history.
- Holy books of major religions, including but not limited to the Bible (Protestant and Catholic), Koran, Book of Mormon, Tanakh, and Tripitaka.

The tablet-based education system may offer other entertainment options for which the Contractor charges fees. The tablets may also be integrated into other services provided as part of the comprehensive communications system. If the tablet-based system includes cameras, the cameras may only be active during video visitation and an effective digital masking system must be utilized to restrict the visitor's view to only the inmate using the tablet. The Contractor should be prepared to demonstrate their system adequately addresses security concerns related to the camera. The Contractor's wireless data system must be secure and utilize technology suitable for a correctional facility environment. The tablets must have any external speakers deactivated so that audio only works through earbuds.

The Contractor will supply tablets on a 1:1 tablet to inmate ratio and supply the County with a pool of spare tablets. The Contractor will supply all charging hardware, which must be either wall mounted or cart based. Charging hardware will be suitable for a correctional facility and wireless charging is strongly preferred. The County will not be responsible for damage to the Contractor's equipment, however, the County will cooperate and assist the Contractor by supplying relevant reports and video evidence to any law enforcement agency investigating intentional damage to Contractor's equipment, imposing disciplinary sanctions for damaging property consistent with the Inmate Handbook, and restricting an inmate's access to tablets as a consequence of intentionally damaging Contractor's equipment.

The system must allow County staff to set active and inactive time periods and immediately turn off the system when needed. The system must permit County staff to deactivate an inmate's tablet access for a period of time as a disciplinary sanction.

Preferred Features: If other entertainment options are offered, a system which includes a method for inmates to earn entertainment rewards for completing educational goals or milestones, in addition to purchasing them, is preferred. The County would prefer a system which includes a digital library containing modern, still in copyright, self-improvement and fiction books. A system that allows County staff to upload recorded videos of local religious services or facility produced educational content for inmates to view for free is preferred.

The Contractor's proposal should provide details on the education system, entertainment features, data security, physical security of the tablets, charging, and measures to prevent fraudulent activity. The Contractor's proposal will include a synopsis of any instances of the Contractor's tablet system or wireless network's security being defeated or hacked by inmates in the prior three years, and what steps the contractor has taken to address the vulnerability.

### **Paperless Mail System:**

Contractor will supply a paperless mail system in which incoming paper mail is converted to electronic format for the inmate to read on a tablet or wall mounted device. The system must support Detention Facility staff approving incoming mail and images. If the provider's system supports electronic mail to and from inmates, the electronic mail must also allow for staff approval of email and images. The system should include

efficient software tools to minimize staff time dedicated to approving electronic mail and converted paper mail. The system must include software tools for law enforcement to access archived inmate mail (non-legal mail only) for investigative purposes. The Contractor's mail system should have a separate component for legal mail that is restricted to the inmate and not visible to staff. A system that allows vetted and known attorneys to send legal mail electronically directly to the inmate's account is preferred.

The Contractor's proposal should include detailed information concerning how physical mail is converted to electronic format, how it is delivered to inmates, approval tools used by The County's staff, systems to handle legal mail, investigative tools and features, opportunities for inmates to retrieve original mailed documents after release, and system security features.

### **Rates and Commissions:**

Contractor will provide a detailed commission proposal describing the basis for which any services will be commissionable, and how the commission will be calculated and paid. Proposals must include rates charged by the provider for each paid service. Proposals may include more than one option for service rates and commissions, but not more than two options. The proposal must include what services or features the Contractor will supply to indigent inmates or to all inmates regardless of ability to pay. Any additional fees charged by the Contractor, including but not limited to fees to deposit money on account, must be detailed in the proposal. Fees must comply with current FCC regulations regarding inmate communications systems. If the proposal requires payment from the County to the Contractor, the payment will be detailed in terms of an annual or one-time payment.

### **Investigative Tools:**

The Contractor will provide a suite of investigative tools for law enforcement to use with the telephone, visitation, and paperless mail systems. The investigative tools cannot have any access to attorney phone calls, attorney video visits, or legal mail systems. A single piece of software allowing investigators to search all inmate communications is preferred over separate software for each communication method.

The system must support the ability of law enforcement to download and preserve recordings of phone calls, electronic mail, and video visits. The County has numerous law enforcement partners spread across a large region and the investigative tools must work outside the jail facility. The Investigative tools will provide robust search features, including searching by user account, key words, date, time, and phone number. The investigative tools must allow County staff to vet and approve law enforcement access. Investigative tools that permit granular access, ie: approval to listen to all calls or approval to listen to an individual inmate's calls, are preferred. Tools to clarify audio and filter background noise are preferred. Voice recognition search capability is preferred.

Contractor's proposal will detail the capabilities and features of the investigative tools offered by their system.

**Software Integration:**

The Contractor will be responsible for creating any software necessary to integrate with the County's Jail Management System (Cornerstone) and commissary provider (Keefe). Any software or system interfacing with the County's computer network must be approved by the County's Director of Information Technology and limited to only the data necessary for the Contractor to provide service.

**Administrative Portal:** The Contractor must supply an administrative portal, through which County staff may review account balances, payments, and usage to answer inmate inquiries, restrict access, block phone numbers, and investigate reports of misuse of Contractor's system. The administrative portal should be intuitive and easy for County staff to navigate and utilize.

**Future Expansion:**

The County has no current plans for facility expansion. In the event the County expands the facility, the Contractor will supply additional equipment to provide equivalent service in any new housing units. The County will negotiate with the Contractor for a reasonable contract extension in the event of a facility expansion.

**System Reliability:**

Contractor shall provide sufficient equipment and internet bandwidth to complete telephone calls 99.5% of the time at a quality equal to or greater than that available to the general public. The Contractor will supply sufficient equipment and internet bandwidth to support simultaneous remote internet visits (including attorney visits) and maintain quality phone communications. Contractor will describe the method and technology for ensuring that only actually connected and accepted calls to a called party will be billed.

Contractor will describe their ability to prohibit calls to certain prohibited exchanges and/or phone numbers, such as 411/311 or any toll free or any 900 type service. Contractor will be responsible for responding to any inmate and/or customer's questions, concerns or complaints regarding the inmate telephone service, visitation, tablet entertainment, as well as questions or disputes regarding fees charged. Contractor will supply both remote and on-site technical support as required and maintain or replace equipment in a reasonable time frame to ensure inmates are permitted visitation and communication. Contractor will utilize equipment of sufficient quality to minimize downtime of systems.

The Contractor's proposal must include:

- a. The Contractor's office location(s).
- b. Names of the three (3) closest correctional facilities to the Grafton County Department of Corrections where the Contractor is currently providing substantially similar Scope of Work.

- c. Details concerning the accessibility and location of the person or persons who will be the point of contact for services during the terms of the contract with the County pursuant to this RFP, as well as any training provided to The County's staff operating the system.
- d. Details concerning the accessibility and location of the person or persons who will perform on-site physical repairs during the terms of the contract with the County pursuant to this RFP.
- e. Details concerning the accessibility of the person or persons who will perform telephonic and remote technical assistance during the terms of the contract with the County pursuant to this RFP, to include, but not limited to, the days of the week, time of day and if emergency assistance is available after normal hours (including cost, if any).
- f. Details concerning technical support for the law enforcement investigative tools and any training provided for law enforcement users.

### **Legal Compliance:**

Contractor shall guarantee compliance with all state and federal rules and regulations governing the provided systems, including without limitation, rules and regulations of the FCC, any tax authority or any rule or regulation under the ADA. Contractor will be responsible for compliance with, reporting on, or paying anything required by any regulatory agency or authority resulting from the provided systems. Contractor will be responsible for maintaining inmate records and history in accordance with any applicable state or federal law or regulation and will defend and hold the County harmless from any lawsuit filed with respect to the operation of the provided systems. Contractor shall assume all financial responsibility for fraud or unauthorized use on the system.

### **Project Timeline:**

The Contractor shall be prepared to start work no more than ninety (90) calendar days after the County approval and signed acceptance of the proposal submitted by the Contractor and issuance of a notice to proceed by the County. Failure to satisfactorily complete the work as scheduled may result in written notice to the Contractor terminating its right to proceed with the contract. Should the Contractor be unable to or refuse to supply the contracted service in a reasonable timeframe, the County may cancel the contract and select a new vendor to provide the requested services.

Contractor shall not, however, be responsible for delays in service due to:

1. Unavoidable mechanical breakdowns
2. Strikes
3. Acts of God

4. Fire

provided the Project Manager is notified in writing by the contracted Contractor of such pending or actual delays.

**B. PROPOSAL FORMAT AND EVALUATION CRITERIA:**

**PROPOSAL FORMAT CRITERIA**

- A. Each Proposer must fully complete and submit a proposal that responds to the requirements and preferred capabilities the County is seeking through this RFP and provides all necessary documentation to fully demonstrate the Proposer's capabilities and qualifications in order to be considered responsive. Scoring criteria and weighting are provided below. Failure to supply the required documentation or failure to address all criteria may be grounds for rejection of the Proposal.
- B. Proposals must be sealed and marked with the name of the Proposer, the RFP number and title to identify the enclosed Proposal.
- C. Each Proposal shall include one (1) original and three (3) exact paper copies and one (1) exact electronic copies (such as compact discs or USB flash drives) of the Proposal, all of which are properly indexed and tabbed.
  - 1. Electronic copies:
    - a. No macros, audio-start media allowed.
    - b. PDF or Microsoft Word formats are allowed.
    - c. The Proposer must ensure that the electronic copy includes only one (1) file of the entire submittal and that the electronic file is the exact copy of the original printed Proposal submitted by the Proposer, provided, however, that confidential information is not required to be included in the electronic copy. If the Proposer chooses to include confidential information on the electronic copy, such information must be in a separate, second file marked "Confidential" in the file name.
- D. It is imperative that the information submitted is precise, clear, and complete. All Proposals must be presented in an 8 1/2" by 11" bound document. Proposals shall not exceed fifty (50) pages single sided print. Proposals not conforming to this format may be disqualified from further consideration or may receive a lower score on the Evaluation Score Sheet. The scoring criteria and weighting is provided below.

- E. At the discretion of the Evaluation Committee, some or all Proposers, may be asked to give short presentations / interviews as part of the selection and ranking process.

## **EVALUATION CRITERIA**

1. **Value to System Consumers** (15 points): Includes factors such as the cost for provided services, additional fees charged to system users, additional value services such as access to education or certificates after release, and services provided to all inmates, regardless of ability to pay.
2. **System Reliability and Technical Support** (15 points): Includes factors such as frequency of preventative maintenance visits, remote support hours, emergency support response time, equipment durability, and frequency of equipment failure or system outages. Site visits or phone interviews with current customers of Contractor will be considered in scoring.
3. **Ease of Use for Detention Staff** (15 points): Includes factors such as the staff interface for mail, phone, and visitation systems, automated features which are automatically handled by the system, the ease with which staff can correct errors in the system or schedule, and granular level of control. Site visits or phone interviews with current customers of Contractor will be considered in scoring.
4. **Quality of Education Program** (15 points): The depth and quality of the various educational programs offered by the Contractor is the primary factor. The effectiveness of any proposed motivational reward system is also a factor in this category. The County may request guest user accounts to evaluate the education system to assist in judging.
5. **Investigative Suite** (10 points): Includes factors such as the ease of use and robustness of investigative tools for the mail, phone, and visitation systems. Automated features, key word searching, notification systems, and similar features will be considered. Site visits or phone interviews with current customers of Contractor will be considered in scoring.
6. **Location/Accessibility** (10 points): Factors include location of maintenance technicians, location of offices, and proximity of other facilities served by Contractor.
7. **Commission Rates/Cost to the County** (10 points): Factors include commission rate, any holdbacks prior to commission payments beginning, and any additional fees paid by the County.
8. **Added Value** (10 points): Additional services or equipment provided by the Contractor not required in this RFP that are useful to the County, inmates, or citizens and add value to the contract.