



COUNTY OF SAN DIEGO

AGENDA ITEM

BOARD OF SUPERVISORS

NORA VARGAS
First District

JOEL ANDERSON
Second District

TERRA LAWSON-REMER
Third District

NATHAN FLETCHER
Fourth District

JIM DESMOND
Fifth District

DATE: September 27, 2022

02

TO: Board of Supervisors

SUBJECT

**PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR EVALUATION
SERVICES (DISTRICTS: ALL)**

OVERVIEW

Proposition 47 was a voter-approved initiative in November of 2014 that reduced certain felony drug and theft crimes to misdemeanors. It also enacted the Safe Neighborhoods and Schools Act, which designates that 65 percent of the State corrections savings from Proposition 47 shall be used to fund housing support and connections to mental health and substance abuse treatment programs to reduce recidivism of people in the justice system. On April 5, 2022 (2), the Board approved the submission of an application for the Proposition 47 Grant Program. On July 25, 2022, the California Board of State and Community Corrections awarded a total of \$6,000,000 to the County of San Diego as the Lead Agency for a three-year regional proposal.

Today's request includes the addition of a total of three staff years, (1.0) in the Public Safety Group and (2.0) in the Health and Human Services Agency for program development, implementation and coordination of the Proposition 47 Grant Program, and authorization for a single source procurement of program evaluation services. The Proposition 47 Grant Program will support a comprehensive service design including substance use disorder treatment, case management, connections to housing and employment, and supportive services for persons convicted of misdemeanor offenses. The grant program will provide and evaluate a variety of services to improve community safety and to support recovery and rehabilitation.

RECOMMENDATION(S)

CHIEF ADMINISTRATIVE OFFICER

1. Establish appropriations of \$658,000 in the Public Safety Group Executive Office, in Salaries & Benefits (\$168,000) and Services & Supplies (\$490,000), for program

**SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)**

administration and evaluation services, based on Local Revenue Fund 2011, Community Corrections Subaccount (\$364,000) and the California State Treasury Safe Neighborhoods and Schools Fund, through the California Board of State and Community Corrections' Proposition 47 Grant Program (\$294,000). **(4 VOTES)**

2. Approve and authorize the Public Safety Group Executive Office to add one (1.00) staff year to manage the Proposition 47 Grant Program, including program development and coordination of contracts and partnerships, and direct the Department of Human Resources to classify the position at the appropriate level.
3. Establish appropriations in the amount of \$809,156 in the Health and Human Services Agency, in Salaries & Benefits (\$309,156) and Services & Supplies (\$500,000), for program administration and Community Care Coordination, based on Local Revenue Fund 2011, Community Corrections Subaccount (\$309,156) and the California State Treasury Safe Neighborhoods and Schools Fund, through the California Board of State and Community Corrections' Proposition 47 Grant Program (\$500,000). **(4 VOTES)**
4. Approve and authorize the Health and Human Services Agency to add two (2.00) staff years to manage the Proposition 47 Grant Program, including program implementation and coordination of service provider contracts and partnerships, and direct the Department of Human Resources to classify the positions at the appropriate level.
5. In accordance with Board Policy A-87, Competitive Procurement, approve and authorize the Director, Department of Purchasing and Contracting to enter into negotiations with the San Diego Association of Governments (SANDAG), Criminal Justice Research Division, and subject to successful negotiation and determination of a fair and reasonable price, to award a contract for evaluation services for the term of October 18, 2022 through June 1, 2026, with an additional six months if needed and to amend the contract to reflect changes to services and funding, subject to the approval of the Deputy Chief Administrative Officer, Public Safety Group.
6. Authorize and direct the Auditor and Controller to establish a trust fund, the "Proposition 47 Grant Program, Cohort III Trust Fund", which will be committed to the evaluation of the Proposition 47 Grant Program for the duration of the contract for evaluation services.

EQUITY IMPACT STATEMENT

Some justice-involved individuals experience barriers that impact their ability to successfully navigate systems of care and the justice system. The Proposition 47 Grant Program helps address barriers to services by supporting connections to behavioral health treatment, housing support and employment services for persons with high needs who are leaving custody and who may be at risk of returning. Nationally, social determinants lead to disproportionate crime, arrest and incarceration rates for Black, Indigenous, and People of Color (BIPOC) and those who are poor, struggling with mental health or substance abuse treatment needs, or who are experiencing homelessness. According to local jail data, Black individuals comprised 20 percent of the average jail population in 2021, though census data indicates that only five percent of San Diego County residents are Black. Additionally, Latinos were overrepresented in the jail population in 2021,

**SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)**

with Latinos comprising 44 percent of the average jail population but only 34 percent of the total county population. It is anticipated that the Proposition 47 Grant Program will have a positive impact on BIPOC, women, people with disabilities, immigrants, youth, and the LGBTQ+ community by leveraging public resources and partnerships to provide mental health services, substance use disorder treatment, diversion programs and other supportive services such as housing and employment for people in the criminal justice system. By entering into an agreement with SANDAG, the County of San Diego will be able to leverage SANDAG's experience in independent evaluation and access to regional criminal justice data to ensure accountability and transparency throughout the program cycle. The addition of dedicated staff to manage and implement the Proposition 47 Grant Program will help the County of San Diego meet the complex needs of justice-involved individuals.

Community engagement is a critical component of the Proposition 47 Grant Program from the initial development of the grant proposal to the design, implementation, and evaluation of the established program. Per grant requirements, a Local Advisory Committee of diverse subject matter experts—including community members with lived experience—has been convened and will continue to host regular, public meetings to inform and evaluate the program from start to finish. Live interpretation in Spanish is available during each meeting and other languages as requested. The Local Advisory Committee meetings serve to ensure accountability and as a means for communicating and evaluating program results in real time.

SUSTAINABILITY IMPACT STATEMENT

The proposed actions to approve the addition of staff years for program coordination and to approve a single source procurement with SANDAG for program evaluation contribute to the County of San Diego's Sustainability Goals of engaging the community, providing equitable access for justice-involved individuals, and protecting the health and wellbeing of vulnerable individuals as they leave custody. By authorizing a single-source evaluation contract with SANDAG, this action will ensure a robust, evidence-based approach to grant program evaluation. Community Care Coordination will provide equitable access to housing, mental health and substance use treatment, peer mentoring, and connections to employment. Extensive community engagement through the Proposition 47 Local Advisory Committee, which includes persons with lived experience as well as other community stakeholders and service providers, is also a major component of the project. Services are designed to provide formerly incarcerated individuals with connections to community—including mentorship opportunities connecting program participants with other individuals with lived experience, as well as crisis stabilization services and access to housing and employment resources. SANDAG will develop a robust reporting program to ensure compliance with State requirements, analysis of outcomes, and provide opportunities for informed community engagement.

FISCAL IMPACT

Public Safety Group

**SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)**

Funds for this request are not included in the Fiscal Year 2022-23 Operational Plan for the Public Safety Group Executive Office. If approved, this request will result in costs and revenue of \$658,000 for the current fiscal year. The funding sources are Local Revenue Fund 2011, Community Corrections Subaccount (\$364,000) and California State Treasury Safe Neighborhoods and Schools Fund, through the California Board of State and Community Corrections' Proposition 47 Grant Program (\$294,000). Salaries & Benefits for the one (1.00) full-time employee will be fully funded by the Community Corrections Subaccount. There will be no change in net General Fund cost and there will be an increase of one (1.00) staff year.

Health and Human Services Agency

Funds for this request are not included in the Fiscal Year 2022-23 Operational Plan in the Health and Human Services Agency. If approved, this will result in estimated costs and revenue of \$809,156 for the current fiscal year. The funding sources are Local Revenue Fund 2011, Community Corrections Subaccount (\$309,156) and California State Treasury Safe Neighborhoods and Schools Fund, through the California Board of State and Community Corrections' Proposition 47 Grant Program (\$500,000). Salaries & Benefits for the two (2.00) full-time employees will be fully funded by the Community Corrections Subaccount. Remaining grant funds of \$5,700,000 will be included in future Operational Plans. There will be no change in net General Fund cost and there will be an increase of two (2.00) staff years.

BUSINESS IMPACT STATEMENT

N/A

ADVISORY BOARD STATEMENT

N/A

BACKGROUND

Proposition 47 was a voter-approved initiative in November of 2014 that reduced certain felony drug and theft crimes to misdemeanors and enacted the Safe Neighborhoods and Schools Act, which designates that 65 percent of the State corrections savings from Proposition 47 shall be used to fund housing support and connections to mental health and substance abuse treatment programs to reduce recidivism of people in the justice system. On April 5, 2022 (2), the Board approved the submission of an application for the Proposition 47 Grant Program. On July 25, 2022, the California Board of State and Community Corrections (BSCC) awarded a total of \$6,000,000 to the County of San Diego as the Lead Agency for a three-year regional proposal.

This is a request for the addition of one staff year in the Public Safety Group and two staff years in the Health and Human Services Agency (HHSA), Department of Homeless Solutions and Equitable Communities (HSEC), including funds for salaries and benefits, to coordinate all program design and implementation activities, including the development of contracts with community-based organizations. Funds for salaries and benefits will leverage funds from the

**SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)**

California Board of State and Community Corrections. More than 90 percent of the Proposition 47 State grant funds, along with additional local leveraged funds, will be used to contract with community-based organizations.

In November 2016, the Public Safety Group convened an internal advisory committee comprising county agencies, city agencies, community stakeholders, and people with lived experience to advise the administration of Cohort I of the San Diego Proposition 47 Grant Program, titled the Proposition 47 Local Advisory Committee (advisory committee). The advisory committee meets regularly to discuss developments surrounding the Proposition 47 Grant Program in San Diego County and convened to discuss the grant application for Cohort III starting in February 2022. Lead agencies participated in developing the Cohort III grant application with input from the advisory committee. The advisory committee will continue to receive information on project implementation, integration with other County and regional efforts and on project outcomes and impacts. In addition to program development and coordination, the PSG position requested through this action will provide support to the advisory committee and will manage the required evaluation of program services. The two positions in HHSA will provide contract oversight for the community-based care coordination.

Regional Approach to Community Justice Connections and Services

The County of San Diego was awarded funds for Cohort III of the Proposition 47 Grant Program based on a project proposal developed in partnership with a Local Advisory Committee and with stakeholder and community input. The proposed project will provide community-based care coordination to persons with a history of behavioral health needs who are or at risk of homelessness as they leave custody from local jails to return to communities. HSEC's Community Care Coordination framework was designed locally using evidence-based practices to address the cycle of incarceration and homelessness. The care coordination services include peer support and will connect each person, based on their individual needs, to behavioral health treatment, housing support, employment services and other supportive services. Currently the Public Defender and the Sheriff's Department identify individuals in the jails who can benefit from connections to care in the community. The individuals identified are referred to the Community Care Coordination teams who meet with justice involved individuals with behavioral health needs while they are in jail and begin reentry planning to connect them to behavioral health services, housing and other supportive services as they reenter the community. Community Care Coordination combines clinical staff and Peer Support Specialists with lived experience to develop assessments and care plans, provide immediate housing options, transportation, connections to workforce opportunities, benefit assistance, family reunification, develop longer term housing plans and coordinate care through a warm hand-off to behavioral health providers for ongoing treatment. In Fiscal Year 2020-21 for persons who agreed to enroll, the program successfully housed over 90 percent of individuals within 24 hours of release from custody, developed housing plans for persons in temporary housing situations, and connected individuals to treatment and services. Proposition 47

**SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)**

Grant funds and local leveraged funds will be used to build upon this successful approach to expand services for persons leaving custody.

Justification for Single Source Procurement Related to Grant Program Evaluation

The BSCC requires each Lead Agency to set aside at least five (5) percent or \$25,000, whichever is greater, but not more than 10 percent, of the total grant award for data collection and evaluation efforts. The County of San Diego is seeking an independent evaluator to develop a Local Evaluation Plan, a Two-Year Preliminary Evaluation Report, and a Final Local Evaluation Report, as required by the grant program. The evaluation will include a process evaluation to review progress in achieving project objectives, focus groups to gain information from participants, providers and other stakeholders, and an outcome evaluation. The outcome evaluation will review measures of recidivism to determine the project's impact on community safety and will also develop and evaluate participant wellness measures to assess the effectiveness of treatment and supportive services in supporting recovery and rehabilitation for the participants. The grant period began on September 1, 2022, and the Local Evaluation Plan is due on January 15, 2023.

The Criminal Justice Research Division of the San Diego Association of Governments (SANDAG) is recommended for single source approval because of the organization's unique qualifications and readiness to perform the required data collection and evaluation planning, according to the BSCC's required timelines. The Criminal Justice Research Division (CJRD) is approved by the SANDAG Police Chiefs' and Sheriff's Committee to provide regional criminal justice clearinghouse information and is the only research organization currently approved by regional criminal justice agencies and by the Health and Human Services Agency to access both the Automated Regional Justice Information System (ARJIS) and the MultiAgency Interface System for law enforcement data. The CJRD has developed significant expertise and critical knowledge in regional criminal justice data systems through their work in evaluation projects across the region. They are able to perform this work under required conditions on site and through remote connections approved by the Sheriff's Department. As the only outside entity with access to the MultiAgency Interface System, CJRD is uniquely equipped to access both criminal justice and behavioral health data needed to perform evaluation of this grant program. To this end, the CJRD has passed background checks required by the California Department of Justice to access the MultiAgency Interface System. Accordingly, the CJRD has entered into agreements with the County of San Diego and other regional partner organizations, and has developed methods to compile and analyze data in the MultiAgency Interface System to produce high-level, public-facing reports that help its partners meet their contractual obligations. As such, the CJRD is the only known entity that can ensure the County of San Diego complies with BSCC requirements to develop a robust evaluation plan, which is due to the funding agency in January 2023, and assist the County in fulfilling its obligation and need for a valid evaluation of matched behavioral health and criminal justice data across multiple jurisdictions.

SUBJECT: PUBLIC SAFETY GROUP – PROPOSITION 47 GRANT PROGRAM
IMPLEMENTATION AND SINGLE SOURCE PROCUREMENT FOR
EVALUATION SERVICES (DISTRICTS: ALL)

LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN

Today's proposed actions support the Justice and Community Initiatives of the County of San Diego's 2022-27 Strategic Plan by leveraging public resources and partnerships to provide mental health services, substance use disorder treatment, diversion programs and other supportive services for people in the criminal justice system.

Respectfully submitted,



HELEN N. ROBBINS-MEYER
Chief Administrative Officer

ATTACHMENT(S)

N/A