



COUNTY OF SAN DIEGO

AGENDA ITEM

BOARD OF SUPERVISORS

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DATE: May 21, 2024

DRAFT

XX

TO: Board of Supervisors

SUBJECT

SUPPORTING PRE-RELEASE MEDI-CAL ENROLLMENT, BEHAVIORAL HEALTH LINKS, AND 90-DAY PRE-RELEASE SERVICES FOR JUSTICE-INVOLVED INDIVIDUALS (DISTRICTS: ALL)

OVERVIEW

California Department of Health Care Services (DHCS) began implementing the Medi-Cal Transformation Initiative, formally referred to as California Advancing and Innovating Medi-Cal (CalAIM) in January 2022. On January 26, 2023, California became the first state approved for a Section 1115 Justice-Involved Reentry Waiver as part of Medi-Cal Transformation. This waiver provides the opportunity to offer a defined set of Medi-Cal services to eligible youth and adults in state prisons, county jails, and youth correctional facilities. The Justice-Involved (JI) Initiative, under Medi-Cal Transformation allows eligible Californians who are incarcerated to enroll in Medi-Cal prior to release and receive behavioral health links, a defined set of services 90 days prior to release, and enhanced care management to ensure continuity of health care coverage and access to health and social services as individuals transition back into their community.

The JI Initiative is one of several efforts under Medi-Cal Transformation designed to better integrate and coordinate care for Medi-Cal members with complex needs. Utilizing State grant funding, collective efforts are underway between the County of San Diego (County) Health and Human Services Agency (HHS), Sheriff's Department, and Probation Department to implement all required components of the JI Initiative. Collaborative workgroups have been established to facilitate collective planning and implementation to support seamless access to quality health and social services for individuals who are justice impacted and ensure continuity of health care coverage and social services as individuals reenter their community. Through these workgroups, a need was identified for consulting services to support the various mandates of the JI Initiative.

On December 2, 2022, contract 567950 was awarded to Health Management Associates, Inc. (HMA) through a competitive procurement to provide justice-involved health subject matter expertise, project management, research, and analysis services. HMA supports the administration of quality health-related services in and outside of correctional settings, including but not limited to, consulting on Medi-Cal optimal provision, coordination, and implementation of integrated medical and behavioral health services to individuals who are impacted by the justice system. Through this contract, HMA provides support across the County enterprise to HHS, Sheriff's Department, and Probation Department to enhance processes and meet the mandated pre-release

Medi-Cal enrollment, suspension, and unsuspension requirements, which went into effect on January 1, 2023. HMA is also directly supporting efforts in Behavioral Health Services, Sheriff's Department, and Probation Department to plan for the implementation of the behavioral health links and 90-day pre-release services mandates. The County's Medi-Cal Transformation work, which is significantly supported by HMA's subject matter expertise, is entirely funded by State grants, and utilizes the same consultant across justice and health partners resulting in maximal efficiency by streamlining meetings, information sharing, and facilitating consensus.

Today's action requests the Board of Supervisors (Board) to authorize an increase to the annual contract amount for HMA contract 567950 for the current contract term ending October 31, 2024, and all remaining contract option years through October 31, 2027. Increasing the annual contract amount will allow the County to utilize State-funded grants to increase and extend consulting services provided by HMA to collectively support HHSA, Public Safety Group (PSG), Sheriff's Department, and Probation Department to implement behavioral health links and 90-day pre-release services, as required through the Medi-Cal Transformation JI Initiative. In addition, the increase will allow HMA to support HHSA and PSG in evaluating potential opportunities related to the incompetency to stand trial (IST) process including, but not limited to, diversion and community-based restoration programs. State funding from the Department of State Hospitals will be utilized for this IST-related project management and support.

Today's action also recommends the Board to authorize an amendment to extend existing jail in-reach behavioral health contracts to support the continuation of behavioral health linkages in local jails as Medi-Cal Transformation JI Initiative requirements are implemented for behavioral health links beginning on October 1, 2024, and to prepare for the 90-day pre-release services mandates.

RECOMMENDATION(S)

CHIEF ADMINISTRATIVE OFFICER

1. In accordance with Board of Supervisors Policy A-87, Competitive Procurement, and Administrative Code Section 401, authorize the Director, Department of Purchasing and Contracting to amend contract 567950 with Health Management Associates, Inc. for justice-involved health consultant services to increase the annual contract maximum for the current and remaining contract years, subject to availability of funds; and to amend the contract as required to reflect changes to services and funding allocations, subject to the approval of the Agency Director, Health and Human Services Agency.
2. In accordance with Board of Supervisors Policy A-87, Competitive Procurement, and Administrative Code Section 401, authorize the Director, Department of Purchasing and Contracting to amend the contracts listed below to extend the contract term, subject to the availability of funds; and to amend the contract as required to reflect changes to services and funding allocations, subject to the approval of the Agency Director, Health and Human Services Agency.
 - a. Extend the contract term up to June 30, 2026, and up to an additional six months, if needed:
 - i. Jail In-Reach Services
 1. Project In-Reach (Contract 548930)
 - ii. Faith-Based Wellness and Mental Health In-Reach Ministry
 1. Project In-Reach Ministry (Contract 560754)

3. Authorize the Chief Administrative Officer or designee to apply for any additional funding opportunities to ensure successful implementation of Medi-Cal Transformation in San Diego County.

EQUITY IMPACT STATEMENT

Compared to the general population, justice-involved individuals have higher rates of chronic and infectious diseases, serious mental illness, and substance use disorders. There has been extensive research on the adverse health impact of incarceration policies, disparities in health for incarcerated individuals, and the system's impact on long-term health and social consequences. Through the Medi-Cal Transformation Initiative, new services were designed to address racial and ethnic disparities in the health care system. Black and Latino Californians have faced health disparities that are the result of longstanding, structural racism in the health care, housing, employment, immigration, and criminal justice systems. Through the Medi-Cal Transformation Justice-Involved Initiative, California is taking significant steps to address poor health outcomes in this population by establishing pre-release Medi-Cal enrollment strategies to ensure individuals have continuity of coverage upon their release, requiring a set of defined Medi-Cal services 90-day prior to release, and ensuring eligible individuals are linked to behavioral health services in the community to ensure continuity of care.

SUSTAINABILITY IMPACT STATEMENT

The implementation of the Medi-Cal Transformation Justice-Involved (JI) Initiative supports the County of San Diego's (County) Sustainability Goal No. 2 to provide just and equitable access to care. The JI Initiative's approach to protect health and well-being of individuals impacted by the justice system aligns with Sustainability Goal No. 4. This will be accomplished by ensuring justice-involved individuals have access to health and social care services provided through the JI Initiative and are able to continue behavioral health treatment in the community.

FISCAL IMPACT

Recommendation #1

Funds for this request are included in the Fiscal Year 2023-24 Operational Plan for the Health and Human Services Agency, Medical Care Services (MCS) Department; Sheriff's Department; Probation Department; and Public Safety Group. If approved, this request will result in anticipated costs and revenue of up to \$1,750,000. The funding sources are the California Department of Health Care Services (DHCS) Providing Access and Transforming Health (PATH) JI Capacity Building Program grant and funds from the Department of State Hospitals. Subsequent year costs and revenues will be included in future year Operational Plans in MCS, Behavioral Health Services, Sheriff's Department, and Probation Department. There will be no change in net General Fund cost and no additional staff years.

Recommendation #2

If approved, the request for the extension of jail in-reach contracts will result in estimated costs of \$1,536,958 in FY 2024-25 and \$3,073,916 in FY 2025-26. The funding sources is Mental Health Services Act (MHSA). There will be no change in net General Fund cost and no additional staff years.

BUSINESS IMPACT STATEMENT

N/A

ADVISORY BOARD STATEMENT

This item will be presented as an informational item to the Behavioral Health Advisory Board on May 2, 2024, the Health Services Advisory Board on May 7, 2024, and to the Healthy San Diego Joint Consumer and Professional Advisory Committee on May 9, 2024.

BACKGROUND

California Department of Health Care Services (DHCS) began implementing the Medi-Cal Transformation Initiative, formally referred to as California Advancing and Innovating Medi-Cal (CalAIM) in January 2022. On January 26, 2023, California became the first state approved for a Section 1115 Justice-Involved (JI) Reentry Waiver as part of Medi-Cal Transformation. This waiver provides the opportunity to offer a defined set of Medi-Cal services to eligible youth and adults in state prisons, county jails, and youth correctional facilities. The Justice-Involved Initiative, under Medi-Cal Transformation allows eligible Californians who are incarcerated to enroll in Medi-Cal prior to release and receive behavioral health links, a defined set of services 90 days prior to release, and enhanced care management to ensure continuity of health care coverage and access to health and social services as individuals transition back into their community.

The JI Initiative is one of several efforts under the Medi-Cal Transformation umbrella developed to better integrate and coordinate care for Medi-Cal members with complex needs. The JI Initiative, specifically the pre-release components, became codified into law and regulations by Assembly Bill 133 (Chapter 143, Statutes of 2021) and subsequent Amendment of Penal Code Section 4011.11 to Mandated Pre-Release Medi-Cal Application Processes and Amendment/Development of Welfare and Institutions Code Section 14184.100 through 14184.800 to implement the JI Initiative. Utilizing State grant funding, collective efforts are underway between the County of San Diego (County) Health and Human Services Agency (HHS), Sheriff's Department, and Probation Department to implement all required components of this initiative.

On May 10, 2022 (3), the Board of Supervisors (Board) authorized HHS, Public Safety Group (PSG), and Land Use and Environmental Group (LUEG) to pursue and accept local, state, and federal funding, such as the Providing Access and Transforming Health (PATH) JI Capacity Building Program grant funding, which was made available by DHCS. The PATH JI program provides funding to support California correctional agencies, county social service departments, and county behavioral health agencies as they implement processes, protocols, and IT system modifications necessary to implement pre-release Medi-Cal enrollment, suspension, and unsuspension processes; behavioral health links; and 90-day pre-release services. On July 29, 2022, HHS, in collaboration with the Sheriff's Department and Probation Department, applied for and received \$250,000 in PATH JI Round 1 funds to support local planning efforts for implementation of enhanced pre-release Medi-Cal enrollment, suspension, and unsuspension processes.

On May 23, 2023 (6), the Board authorized the Agency Director, HHS, or designee to apply for any additional funding opportunities to ensure successful CalAIM implementation in San Diego County. On June 21, 2023, HHS, Sheriff's Department, and Probation Department were awarded

PATH JI Round 2 funding that included \$1,500,000 for HHSA, \$3,500,000 for the Sheriff's Department, and \$750,000 for the Probation Department to implement processes, protocols, and IT system modifications necessary for the implementation of pre-release Medi-Cal enrollment, suspension, and unsuspension processes. On August 7, 2023, HHSA was awarded \$3,305,504 through PATH JI Round 3 to support and facilitate referral and linkages to continue behavioral health treatment in the community for individuals who receive behavioral health services while incarcerated in a state prison, local jail, or youth detention facility. The Sheriff's Department was awarded \$5,000,000 and the Probation Department was awarded \$2,500,000 through PATH JI Round 3 funding to support the planning and implementation of 90-day pre-release Medi-Cal services.

Providing Access and Transforming Health (PATH) Justice-Involved (JI) Capacity Building Program Grant Funding			
	Planning for Pre-Release Medi-Cal Enrollment PATH JI Round 1	Implementation of Pre- Release Medi-Cal Enrollment PATH JI Round 2	Planning and Implementation of Behavioral Health Links and 90-Day Pre-Release Services PATH JI Round 3
Health and Human Services Agency	\$250,000	\$1,500,000	\$3,305,504
Sheriff's Department		\$3,500,000	\$5,000,000
Probation Department		\$750,000	\$2,500,000
Total	\$250,000	\$5,750,000	\$10,805,504

On December 2, 2022, contract 567950 was awarded to Health Management Associates, Inc. (HMA) through a competitive procurement to provide subject matter expertise and project management to HHSA to support the administration of quality health-related services in correctional settings, including consulting on optimal care, coordination, and evaluation of integrated medical and behavioral health services. Since enacting this contract, HMA has provided subject matter expertise to the County via in-person and virtual convenings to achieve numerous milestones and impactful results. HMA assisted HHSA, PSG, Sheriff's Department, and Probation Department with mapping the current state process flows between HHSA Self-Sufficiency Services and both the Sheriff's Department and Probation Department, which identified areas for enhancements, best practices, workflows, and priorities for enhancing pre-release Medi-Cal enrollment, suspension and unsuspension processes for justice-involved adults and youth. As part of the Pre-Release Medi-Cal Enrollment mandate, and with HMA's guidance, a Medi-Cal screening process was implemented by the Sheriff's Department to identify individuals upon booking who are interested in enrolling in Medi-Cal prior to release. HMA assisted with creating mechanisms to share data between HHSA and justice partners. HMA continues to assist with enhancing data sharing practices between HHSA and both Sheriff's Department and Probation Department to ensure timely Medi-Cal activation for individuals reentering the community from local jails and youth detention facilities.

Additionally, HMA supported the HHSA and the Probation Department in the development of processes for both the transition of behavioral health service providers in the juvenile detention facilities to ensure that the incoming contracted provider's efforts will be in alignment with the Medi-Cal Transformation JI Initiative, as well as clinical standards appropriate for this setting. Lastly, HMA continues to support BHS in developing processes to meet behavioral health links mandated requirements through Medi-Cal Transformation JI Initiative, which begins in October 2024.

HHSA, Sheriff's Department, and Probation Department found great value and efficiency in utilizing HMA to provide cross-County justice-involved health expertise and support. To meet the State mandated requirements for behavioral health links and 90-day pre-release services, HHSA Behavioral Health Services, Sheriff's Department and Probation Department are utilizing PATH JI Round funding to leverage contract 567950. This allows HMA to continue to provide consulting services collaboratively to both the County's health and justice agencies to develop Implementation Plans and Readiness Assessments, which are State requirements and designed to map out the vision for the future by identifying mechanisms to meet required operational criteria to collectively implement all components of the JI Initiative no later than September 30, 2026. This requires detailed discussions across County partners about the mechanics of items spanning clinical and operational domains such as behavioral health screening and assessments, consent, pre-release treatment, release treatment, clinical handoffs, and data sharing. With local approval, HMA also elevates concerns and seeks clarification from the State and facilitates discussions between stakeholders, as needed.

Today's action requests the Board to authorize an increase in the annual contract maximum for contract 567950 for the current and remaining contract years. This action would allow the continued efforts to support HHSA, Sheriff's Department, and Probation Department in the implementation of behavioral health links and 90-day pre-release Medi-Cal services. This action would also allow the evaluation of potential opportunities related to the incompetency to stand trial (IST) process including, but not limited to, diversion and community-based restoration programs. State funding from the Department of State Hospitals will be utilized for this IST-related project management and support.

Today's action would also allow an extension of the current jail in-reach services to facilitate the successful implementation of behavioral health links. Under State law AB 133, behavioral health links were created to require connections to county specialty mental health services (SMHS), Drug Medi-Cal (DMC), the Drug Medi-Cal Organized Delivery System (DMC-ODS), and/or Medi-Cal Managed Care Plans (MCPs) for individuals who receive behavioral health services while incarcerated to allow for the continuation of behavioral health treatment in the community.

Behavioral health links seek to ensure continuity of treatment for individuals who wish to continue to receive behavioral health services in the community upon release. Behavioral health links are also for individuals who receive medication treatment for Substance Use Disorders, including through the Managed Care Plan provider network. Correctional facilities and County Behavioral Health Agencies will work in partnership and share information with the individual's health plan or the provider who will prescribe the medication for substance use disorder. Currently, the County provides in-reach services and behavioral health linkages to a subpopulation of individuals in local

County jails who have a serious mental illness (SMI) and/or substance use disorder and are identified by the Sheriff’s Department Reentry staff. These current services will provide a bridge as the County implements the JI Initiative behavioral health links requirements.

On July 18, 2023 (14), the Board authorized the procurement of both Faith-Based Wellness and Mental Health In-Reach Ministry, referred to as Project In-Reach Ministry and Jail In-Reach Services, Project In-Reach to provide engagement for incarcerated adults, who have or are at-risk of psychological disorders and/or substance use conditions while incarcerated, and to prepare them for community reentry. The Project In-Reach Ministry program and the Project In-Reach program provide services to individuals in County jails who are identified by the Sheriff’s Department’s Reentry staff. Project In-reach services aim to support the successful transition and reintegration of individuals from local jails to the community. The target population includes incarcerated transitional age youth and adult individuals who have a serious mental illness (SMI), with a focus on reducing the number of people who return to custody, by improving outcomes among key areas of functioning: health, housing, mental health, prosocial behavioral, substance use, family wellness, and employment. Services are provided countywide, and include screening, case management, group and individual counseling, and crisis intervention. In Fiscal Year (FY) 2022-23, the Project In-Reach Ministry Program served a total of 143 unduplicated clients of whom 75% were linked to services at discharge. In FY 2022-23, the Project In-Reach Program served a total of 86 unduplicated clients of whom 84% were linked to services at discharge.

Today’s action requests the Board to authorize the extension of the current jail in-reach contracts with Neighborhood House Association’s Project In-Reach Ministry and Project In-Reach for in-reach and behavioral health linkages services at local County jails up to June 30, 2026, and up to an additional six months, if needed. The services provided will meet the Medi-Cal Transformation Justice-Involved behavioral health links requirements that are mandated to go live October 1, 2024, and allow to prepare for the 90-day pre-release services mandates.

LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN

Today’s proposed action supports the Equity (Health), Community (Quality of Life), and Justice (Safety) Initiatives in the County of San Diego’s (County) 2024-2029 Strategic Plan, and the regional *Live Well San Diego* vision by providing funding to support County departments that provide services and support for justice-involved adults and youth.

Respectfully submitted,

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SARAH E. AGHASSI
Interim Chief Administrative Officer

ATTACHMENT(S)

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