



Contra
Costa
County

To: Board of Supervisors
From: David Twa, County Administrator
Date: January 10, 2017

Subject: Proposition 47 Grant Program Request for Proposal (RFP) Application

RECOMMENDATION(S):

Authorize the Chair of the Board of Supervisors to send a "Notice of Intent to Apply" by January 20, 2017 for the Proposition 47 Grant funds made available by the Board of State & Community Corrections. (*Attached*)

Approve and authorize the Health Services Director, or his designee, (the Director of Behavioral Health), to submit a Grant Application to the Board of State & Community Corrections (BSCC), to provide the County, if awarded, an amount not to exceed \$6,000,000, for mental health services, substance use disorder treatment, diversion programs, housing-related and other community-based supportive services, or some combination thereof, for the period from June 16, 2017 to August 15, 2020.

FISCAL IMPACT:

Approval of this application will result in an amount not to exceed of \$6,000,000 from BSCC for the Prop. 47 Grant Program. Prop. 47 created the Safe Neighborhoods and Schools Fund. State savings that result from the implementation of Prop. 47 are deposited annually into this fund. AB 1056 established the Second Chance Fund where these savings are deposited for a competitive grant program. These awards will be funded using the first

☒ APPROVE

☐ OTHER

☒ RECOMMENDATION OF CNTY ADMINISTRATOR

☐ RECOMMENDATION OF BOARD COMMITTEE

Action of Board On: **01/10/2017** ☒ APPROVED AS RECOMMENDED ☐ OTHER

Clerks Notes:

VOTE OF SUPERVISORS

AYE: John Gioia, District I Supervisor
Candace Andersen, District II Supervisor
Diane Burgis, District III Supervisor
Karen Mitchoff, District IV Supervisor
Federal D. Glover, District V Supervisor

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: January 10, 2017

David Twa, County Administrator and Clerk of the Board of Supervisors

By: Rolanda Hartfield, Deputy

Contact: L. DeLaney,
925-335-1097

cc:

three years of deposits into the BSCC's Prop. 47 fund, estimated at \$103,651,000. No County match is required.

BACKGROUND:

A. Purpose

- Pursuant to Proposition 47, this grant is to provide mental health services, substance use disorder treatment and diversion programs for people in the criminal justice system.
- The grant program may also provide housing-related assistance and other community-based supportive services, including job skills training, case management and civil legal services. The grant can fund programs that serve adults and/or juveniles.

B. Duration, funding, and match

- 38 months: June 16, 2017-August 15, 2020
- Funding: Total \$103,651,000
 - Smaller Scope, up to \$1 million for 38 months, total \$20 million available, so up to 20 awards
 - Larger Scope, between \$1 mm and \$6 mm over 38 months, total \$83,651,000 available. Of this, \$20 million is set aside for Los Angeles. So for larger scope, \$63,651,000 is available for other large projects, maximum \$6 million each, so maybe as few as 10-11 funded applications
- Applicants are strongly encouraged to apply for only the amount of funding needed to meet their program goals within the 38-month grant period. The ESC will score proposals based in part on the reasonableness of the proposed budget.
- No match required, but preference for leverage
- No supplantation, and must be able to track

C. Distribution

- A minimum of 50% of grant funds requested must go to subcontracts with non-governmental, community organizations
 - 2 preference points for 60% pass-through, 4 preference points for 70% pass-through (of maximum 244 points; see VI.
- Between 5% and 10% for evaluation
- No more than 10% for indirect

D. Evaluation

- Must set aside between 5% and 10% of funds for evaluation
- After award, submit a local evaluation plan (end of Q1), two year Preliminary Report (end of Year 2), and Final Report (end of Year 3)

E. Eligible Applicants

- Applicants must be public agencies, which will be considered the Lead Agency. Lead agencies (e.g., individual agencies or departments within a city, county or other jurisdiction) may not submit more than one proposal. Two or more public agencies may partner to submit a joint proposal, but one must be designated as Lead Agency for contracting purposes.
- Lead Agency must subcontract with one or more non-governmental, community organizations for a minimum of 50 percent of the total grant award in order to demonstrate a shared partnership rooted in community engagement and economic equity. Additional points will be awarded to applicants that pass through 60 percent (2 points) or 70 percent (4 points).
- CBO admin basics: Any non-governmental, community-based organization that receives Proposition 47 grant funds must have been duly organized, in existence, and in good standing as of October 17, 2016; be registered with the California Secretary of State's Office, if applicable; have a valid business license, Employer Identification Number (EIN), and/or Taxpayer ID (if sole proprietorship); have any other state or local licenses or certifications necessary to provide the services requested (e.g., facility licensing by the Department of Health Care Services), if applicable, have a physical address.
- CBO capacity basics: Must have a proven track record working with the target population and the capacity to support data collection and evaluation efforts.

F. Target Population

- Must serve people who: have been arrested, charged with, or convicted of a criminal offense AND have history of mental health issues or substance use disorders. A person has a history of mental health issues or substance use disorders if the person:
 - has a mental health issue or substance use disorder that limits one or more of their life activities;
 - has received services for a mental health issue or substance use disorder;
 - has self-reported to a provider that they have a history of mental health issues, substance use disorders, or both; or
 - has been regarded as having a mental health issue or substance use disorder.
- Public agency applicants are required to describe how they will ensure that this target population is the one to be served by the proposed program. This could include a description of the program's referral, screening, assessment and documentation processes.

G. Mandatory, Eligible and Ineligible Purposes

- At a minimum, recidivism reduction must be an outcome measure.
- Mandatory: Mental health services, substance use disorder treatment, diversion programs, or some combination thereof.
- Encouraged: Supplemental housing-related services and other community-based supportive services, such as job skills training, case management, and civil legal services
- Public agency applicants will be allowed to EITHER implement new services or programs OR expand existing services or programs.
- BSCC grant funds shall be used to support new program activities or to augment existing funds that expand current program activities.
- BSCC grant funds shall not replace (supplant) funds that have been appropriated for the same purpose.
- May not be used to acquire real property, or for programs or services provided in a custodial setting (with the exception of outreach and reentry planning).

II. Technical

A. Notice of Intent to Apply

- Non-binding Notice of Intent to Apply due 1/20/17 by email or mail, including name of the Lead Agency, name and title of the head of the Lead Agency, contact information for interested public; and brief statement indicating the agency's intent to submit a proposal.

B. Prop 47 Local Advisory Committee

- Lead Agency must develop a Proposition 47 Local Advisory Committee that includes local stakeholders with experience and expertise in the prospective programs and/or services to be implemented by the proposal. This advisory committee will, at a minimum, advise on:
 - How to identify and prioritize the most pressing needs to be addressed (to include target population, target area, etc.);
 - How to identify the strategies, programs and/or services to be undertaken to address those needs;
 - The development of the grant project;
 - Ongoing implementation of the grant project.
- The Proposition 47 Local Advisory Committee must include a broad range of stakeholders from within the communities, organizations, departments, etc. impacted by the proposal. Examples include: behavioral health professionals, educators, community-based and faith-based organizations, individuals impacted by the justice system, law enforcement, probation, prosecutors, defense attorneys, courts, social service providers, advocacy groups, housing providers, housing navigators and

citizens.

- The Lead Agency may use an existing body, but it must include individuals with the appropriate experience and expertise and address all the requirements listed in this section.
- The Lead Agency must host regular community meetings to invite ongoing feedback and non-confidential updates from the Proposition 47 Local Advisory Committee and the community.
- Throughout the duration of the grant, Lead Agencies must maintain documentation of:
 - public outreach efforts soliciting committee membership and publicizing community meeting information;
 - attendance at both committee and community meetings; and
 - agendas and minutes of committee and community meetings

C. Roster and Letters of Agreement for the Local Advisory Committee

D. Local Government Impact letters

The Proposition 47 grant encourages community engagement, innovation and financial leveraging as avenues for communities to develop projects that best fit their needs. In supporting this approach, proposed projects may have unforeseen or unintended impacts on local government agencies that prevent projects from operating as intended (e.g., a significant increase in referrals to county behavioral health, lack of coordination between local agencies that provide similar services, duplication of services, etc.). As a part of the application, each Lead Agency will be required to acknowledge any anticipated impacts.

E. Board Resolution (*Due prior to grant award, not with application*)

III.Design Elements

A. Legislative Purpose

- The purpose of Proposition 47 (Safe Neighborhoods and Schools Act) is “to ensure that prison spending is focused on violent and serious offenses, to maximize alternatives for nonserious, nonviolent crime, and to invest the savings generated from this act into prevention and support programs in K–12 schools, victim services, and mental health and drug treatment.

- The BSCC's responsibilities are to administer a grant program to public agencies aimed at supporting mental health treatment, substance abuse treatment, and diversion programs for people in the criminal justice system, with an emphasis on programs that reduce recidivism of people convicted of less serious crimes, such as those covered by this measure, and those who have substance abuse and mental health problems.
- Assembly Bill 1056 added additional priorities to the grant program including housing-related assistance and community-based supportive services such as job skills training, case management and civil legal services.

B. Guiding Principles

- Value community partnerships and collaborations.
- Encourage culturally competent services and approaches that foster the principles of restorative justice.
- Define target populations, especially those populations that are traditionally underserved.
- Identify and address known barriers to serving target populations.
- Prioritize client-focused/client-centered and holistic programs and approaches, including healing strategies and trauma informed care.
- Include community-based organizations with diverse staffing, including those who are system-impacted individuals, or who have varying educational levels and life experiences.
- Demonstrate capacity building for service providers at every level.
- Be mindful of regional equity and geographic diversity, including smaller and rural counties.
- Collect program data and measure/evaluate outcomes, and publish and share information.
- Encourage community engagement, where members of the community participate in the identifying, informing, and shaping of policies, goals, services, and solutions

C. Priorities

- Proposals that advance principles of restorative justice while demonstrating a capacity to reduce recidivism.
- Proposals that leverage other federal, state, and local funds or other social investments, such as the following sources of funding:
 - Drug Medi-Cal Treatment
 - Mental Health Services Act
 - Funds provided in connection with the implementation of Chapter 15 of the Statutes of 2011
 - The Community Corrections Performance Incentives Act (Stats. 2009, Ch. 608; Chapter 3 (commencing with Section 1228) of Title 8 of Part 2).

- The tax credits established pursuant to Sections 12209, 17053.57, and 23657 of the Revenue and Taxation Code.
- The federal Department of Housing and Urban Development funds, such as the Emergency Solutions Grant program (42 U.S.C. Sec. 11371 et seq.).
- The federal Department of Veterans Affairs Supportive Services for Veteran Families program (38 U.S.C. Sec. 2044).
- Social Innovation Funds established by the Corporation for National and Community Service pursuant to Section 12653k of Title 42 of the United States Code.
- The Edward Byrne Memorial Justice Assistance Grant Program

D. Additional Priorities

- Mental health services, substance use disorder treatment services, misdemeanor diversion programs, or some combination thereof.
- Housing-related assistance that utilizes evidence-based models, including, but not limited to, those recommended by HUD. Housing-related assistance may include, but is not limited to, the following:
 - Financial assistance, including security deposits, utility payments, moving-cost assistance, and up to 24 months of rental assistance.
 - Housing stabilization assistance, including case management, relocation assistance, outreach and engagement, landlord recruitment, housing navigation and placement, and credit repair.
- Other community-based supportive services, such as job skills training, case management, and civil legal services.

E. Leverage

- Proposals that leverage existing contracts, partnerships, memoranda of understanding, or other formal relationships to provide one or more of the prioritized services

F. Cross-Sector Partnership

- Proposals put forth by a public agency in partnership with a philanthropic or nonprofit organization

G. Collaboration

- Proposals that promote interagency and regional collaborations

IV. Service Design

A. Service delivery approach

- Applicants are required to describe the service delivery approach, i.e. who will deliver the services and how, and why it is most appropriate for the community and target population.

B. Key questions to consider include:

- What are the needs of your community and how does your project provide services reflective of the racially and ethnically diverse communities served?
- How does your project ensure services will be provided in locations accessible to the community?
- How does your project ensure services will be tailored to meet an individual's holistic needs, e.g. wraparound services?
- How does your project provide services in a culturally competent manner?
- How does your approach ensure that services and programs adhere to the principles of trauma-informed care?
- How does your project provide services in a collaborative manner with the community, governmental and nongovernmental agencies?
- How does your project take steps to advance the principles of Restorative Justice and reduce recidivism in your community?
- How will this project change or improve the lives of participants?

V. Data Collection and Evaluation

A. Evaluation Reporting

- Projects selected for funding will be required to submit a Local Evaluation Plan (at the conclusion of the first quarter) a Two-Year Preliminary Evaluation Report (at the conclusion of year two), and a Final Local Evaluation Report (after the conclusion of the grant) to the BSCC. See Attachment C for key definitions related to project evaluation.
- Public agency applicants are strongly encouraged to identify research partners early on and include them in the development of the proposal, so that the goals and objectives listed in the Proposition 47 Project Work Plan are measurable.

B. Required Set-Aside for Evaluation Efforts

- Grantees are required to set aside at least 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, to include the development of the Local Evaluation Plan, Two-Year Preliminary Evaluation Report, and Final Local Evaluation Report.
- Public agency applicants are strongly encouraged to use outside evaluators to ensure objective and impartial evaluations. Specifically, public agency applicants are encouraged to partner with state universities or community colleges for evaluations.

C. Evaluation Elements

- Local Evaluation Plan:
 - The purpose of the Local Evaluation Plan is to ensure that projects funded by the BSCC can be evaluated. Grantees will be expected to include a detailed description of how the public agency applicant will assess the effectiveness of the proposed program in relationship to each of its goals and objectives. A relationship between the goals and objectives identified in the Proposition 47 Project Work Plan should be apparent in the Local Evaluation Plan.
 - The Local Evaluation Plan should describe the evaluation design or model that will be used to evaluate the effectiveness of the project component(s), with the project goals and the project objectives clearly stated. Public agency applicants should also address process and outcome evaluations. Once submitted, any modifications to the Local Evaluation Plan must be approved in advance by the BSCC.
- Two-Year Preliminary Evaluation Report
 - The purpose of the Two-Year Preliminary Local Evaluation Report is to assess whether grantees are making sufficient progress toward the goals and objectives described in the original proposal. Second, it will allow the grantee to ensure that the methodology described in the Local Evaluation Plan is still appropriate for measuring the intended impact. As noted in the “Funding” section, second and third year funding is contingent on the grantee’s ability to demonstrate that annual implementation goals and objectives have been met.
- Final Local Evaluation Report
 - Following project completion, grantees are required to complete a Local Evaluation Report. The Local Evaluation Report must be in a format prescribed by the BSCC. Within the Local Evaluation Report, an Executive Summary must be included that adheres to the format prescribed by the BSCC specifically for the Executive Summary.
 - The purpose of the Final Local Evaluation Report is to determine whether the overall project (including each individual component) was effective in meeting the goals laid out in the Local Evaluation Plan. To do this, the grantee must assess and document the effectiveness of the activities that were implemented

within each individual project component. These activities should have been identified in the previously submitted Local Evaluation Plan.

- Evaluation Dissemination
 - The BSCC will make public the Final Local Evaluation Report from each grantee. Reports may be posted to the BSCC website and/or developed into a Summary Final Report to be shared with the Administration, the Legislature, and the public.
 - Projects selected for funding will be encouraged to make public (e.g., post online, disseminate, share at meetings) the Final Local Evaluation Report to the community and the grantee's Governing Board (e.g., Board of Supervisors, City Council, etc.).
- If the grantee plans to publish the Final Local Evaluation Report, it must be submitted to the BSCC for review prior to publication.

VI. Additional Technical Elements

A. Financial Leveraging

No match requirement, but applicants must demonstrate how they will leverage other federal, state, and local funds or other social investments, such as the following (per Assembly Bill 1056):

- The Drug Medi-Cal Treatment Program (22 Cal. Code Regs. 51341.1, 51490.1, and 51516.1).
- The Mental Health Services Act, enacted by Proposition 63 at the November 2, 2004, general election, as amended.
- Funds provided for in connection with the implementation of Chapter 15 of the Statutes of 2011.
- The Community Corrections Performance Incentives Act (Stats. 2009, Ch. 608; Chapter 3 (commencing with Section 1228) of Title 8 of Part 2).
- The tax credits established pursuant to Sections 12209, 17053.57, and 23657 of the Revenue and Taxation Code.
- The federal Department of Housing and Urban Development funds, such as the Emergency Solutions Grant program (42 U.S.C. Sec. 11371 et seq.).
- The federal Department of Veterans Affairs Supportive Services for Veteran Families program (38 U.S.C. Sec. 2044).
- Social Innovation Funds established by the Corporation for National and Community Service pursuant to Section 12653k of Title 42 of the United States Code.
- The Edward Byrne Memorial Justice Assistance Grant Program (42 U.S.C. Sec. 3750 et seq.).

B. Supplanting

- Supplanting is strictly prohibited for all BSCC grants. When leveraging outside funds, public agency applicants must be careful not to supplant. Supplanting is the deliberate reduction in the amount of federal, state, or local funds being appropriated to an existing program or activity because grant funds have been awarded for the same purposes.
- It is the responsibility of the Grantee to ensure that supplanting does not occur. The Grantee must keep clear and detailed financial records to show that grant funds are used only for allowable costs and activities.

C. Promising, data-driven, and innovative approaches

Public agency applicants seeking funding through this grant process are required to use data and research to drive decision-making in the development, implementation and evaluation of their overall projects.

The BSCC is committed to supporting a focus on better outcomes in the criminal justice system and for those involved in it. For the purpose of this RFP, public agency applicants should focus on the following three basic principles:

- Is there evidence or data to suggest that the intervention or strategy is likely to work, i.e., produce a desired benefit? For example, was the intervention or strategy you selected used by another jurisdiction with documented positive results? Is there published research on the intervention you are choosing to implement showing its effectiveness? Is the intervention or strategy being used by another jurisdiction with a similar problem and similar target population?
- Once an intervention or strategy is selected, will you be able to demonstrate that it is being carried out as intended? For example, does this intervention or strategy provide for a way to monitor quality control or continuous quality improvement? If this intervention or strategy was implemented in another jurisdiction, are there procedures in place to ensure that that you are following the model closely (so that you are more likely to achieve the desired outcomes)?
- Is there a plan to collect evidence or data that will allow for an evaluation of whether the intervention or strategy worked? For example, will the intervention or strategy you selected allow for the collection of data or other evidence so that outcomes can be measured at the conclusion of the project? Do you have processes in place to identify, collect and analyze that data/evidence?

Public agency applicants are encouraged to develop an overall project that incorporates these principles, but is tailored to fit the needs of the communities they serve. Innovation and creativity are encouraged, but projects that have not been validated must demonstrate a promising approach using existing data and research such as best practices in the field. Plans to measure the effectiveness of a project should include the use of both qualitative

and quantitative research. While quantitative research is based on numbers and mathematical calculations, qualitative research is based on written or spoken narratives. The purpose of quantitative research is to explain, predict and/or control events through focused collection of numerical data, while the purpose of qualitative research is to explain and gain insight and understanding of events through intensive collection of narrative data.

VII. General Grant Requirements

A. Grant Agreement

Public agency applicants approved for funding by the BSCC Board are required to enter into a Grant Agreement with the BSCC. Grantees must agree to comply with all terms and conditions of the Grant Agreement. See Attachment G for the State of California: Contract and General Terms and Conditions.

The Grant Agreement start date is. Contracts are considered fully executed only after they are signed by both the Grantee and the BSCC. Work, services and encumbrances cannot begin prior to the Grant Agreement start date. Work, services and encumbrances that occur after the start date but prior to contract execution may not be reimbursed. Grantees are responsible for maintaining their Grant Agreement, all invoices, records and relevant documentation for at least three years after the final payment under the contract.

B. Governing Board Resolution

Successful public agency applicants will be required to submit a Resolution from their Governing Boards before the grant award can be finalized and funds awarded. A signed resolution is not required at the time of proposal submission, but public agency applicants are advised that no financial invoices will be processed for reimbursement until the Governing Board Resolution has been received by the BSCC. A sample Governing Board Resolution can be found in Attachment H.

C. Quarterly Progress Reports

Grant award recipients are required to provide relevant program information and data by submitting quarterly progress reports to the BSCC. Applicable forms and instructions will be available to grantees on the BSCC's website. Progress reports are a critical element in BSCC's monitoring and oversight process. Grantees that are unable to demonstrate that they are making sufficient progress toward project goals and objectives and that funds are being spent down in accordance with the Grant Award Agreement and Proposition 47 Project Work Plan could be subject to the withholding of funds.

D. Grantee Orientation Process

Following the start of the grant period, BSCC staff will conduct a Grantee Orientation in Sacramento (at a date to be determined). The purpose of this mandatory session is to review the program requirements, invoicing and budget modification processes, data collection and reporting requirements, as well as other grant management and monitoring activities. Typically, the Project Director, Financial Officer, Day-to-Day Contact, individual tasked with Data Collection and Evaluation and a minimum of one Community Partner must attend. Grant recipients may use their Proposition 47 grant funds for travel-related expenditures such as airfare, mileage, meals, lodging and other per diem costs. Public agency applicants should include anticipated costs in the budget section of the proposal under the “Other” category.

E. Disqualification

The following will result in an automatic disqualification:

- The original hard copy and electronic version of the Proposal are not received by 5:00 p.m. on February 21, 2017.
- The Lead Agency Applicant is not a public agency as defined in Penal Code Section 6046.1 (d).
- The proposal does not address mental health services, substance use disorder treatment, diversion or some combination thereof, as required by Proposition 47.
- Services (with the exception of outreach and reentry planning) will be provided in a custodial setting.

Under the direction of the Office of Reentry and Justice in the County Administrator's Office, staff is planning to submit this grant with the Health Services Department as lead agency; Health Services houses hospitals, behavioral health, housing, and detention mental health services. The CAO has developed a contract with Further The Work in the amount of \$21,000 to manage the proposal development process and write the application, which is due 2/21/17.

CONSEQUENCE OF NEGATIVE ACTION:

If the County does not apply for the Prop. 47 Grant funds, it will not be eligible to receive any Prop. 47 grant funds for the 38 month period.

ATTACHMENTS

Notice of Intent to Apply