



# COUNTY OF SAN DIEGO

## AGENDA ITEM

### BOARD OF SUPERVISORS

GREG COX  
First District

DIANNE JACOB  
Second District

KRISTIN GASPAR  
Third District

NATHAN FLETCHER  
Fourth District

JIM DESMOND  
Fifth District

**DATE:** January 28, 2020

**03**

**TO:** Board of Supervisors

### **SUBJECT**

**UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

### **OVERVIEW**

In response to community need, the Board of Supervisors (Board) has taken several actions to enhance, expand and innovate the array of behavioral health programs and services in the region – broadly referred to as the Behavioral Health Continuum of Care. These actions have brought together justice partners, hospitals, community health centers, and other community-based providers to create system-wide changes to ensure people have access to the appropriate level of psychiatric services to meet their immediate needs and support their long-term recovery. Updates on Behavioral Health Continuum of Care progress are brought before the Board on a quarterly basis per Board direction on December 11, 2018 (25). Updates are provided within the domains of hubs, networks, and bridge planning strategies.

- **Hubs** – defined as integrated care environments designed to accelerate transition from behavioral health crisis to sustainable continuous chronic care management; and
- **Networks** – defined as a broad array of outpatient services and housing opportunities linked through a regional care coordination system designed to remain continuously connected to service recipients and to reduce episodes of crisis.
- **Bridge planning strategies** – defined as strategies to address local needs in the nearer term which includes re-establishing critical services in North County and a continued commitment to increase the availability of step-down and long-term care capacity to ensure clients are placed in the most appropriate levels of care during and after psychiatric crisis.

Overarching activities in support of Behavioral Health Continuum of Care efforts are also reported today including new care coordination efforts to ensure clients stay engaged and connected to appropriate services; ongoing prevention activities; stakeholder engagement; and progress on the development of data infrastructure and governance to support a shared community understanding of behavioral health needs throughout the region.

As part of these efforts, on March 27, 2019 (09), the Board directed the Chief Administrative Officer (CAO) to conduct a feasibility study to determine if the vacant, County of San Diego

**SUBJECT: UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

(County)-owned parcel of land located on Third Avenue, San Diego could be developed for a variety of mental health services including: crisis stabilization, inpatient, residential, rehabilitation, intensive outpatient, and other related services and programs. On October 29, 2019 (31), the CAO returned to the Board with a determination that development of this site was feasible and requested the Board direct staff to work with regional health care providers, including the University of California, San Diego Health System (“UCSD”) and Scripps Health, to explore opportunities to operate and/or provide services at a Central Region Behavioral Health Hub (located on Third Avenue, San Diego) and, as appropriate, provide interim services at the San Diego County Psychiatric Hospital. In a related Board item, also presented on October 29, 2019 (05), a recommendation was approved to report back on collaborative efforts to develop this hub.

Today’s action requests the Board receive an update on the Behavioral Health Continuum of Care, including an update on the collaborative efforts to develop the Central Region Behavioral Health Hub. In addition, today’s action requests:

- Authorization to enter into a memorandum of understanding (MOU) describing proposed terms to be included in to-be negotiated final agreements between the County, UCSD, and Scripps Health to address behavioral healthcare needs in the Central Region including, but not limited to, the potential development of the Central Region Behavioral Health Hub, provision of services at the San Diego County Psychiatric Hospital, and implementation of new Care Coordination services.
- Authorization to enter into agreements to further the purposes of the MOU between the County, UCSD, and Scripps Health.
- Direction for the CAO to return to the Board at a future date with a final agreement between the three entities.

These actions will continue to complement the work across systems to provide optimal behavioral health resources that are regionally distributed and coordinated, thereby supporting the County’s *Live Well San Diego* vision for a region where all residents have the opportunity to build better health, live safely, and thrive.

**RECOMMENDATION(S)**

**CHIEF ADMINISTRATIVE OFFICER**

1. Find that today’s actions are not approvals of projects as defined by the California Environmental Quality Act (CEQA) pursuant to Sections 15352 and 15378(b)(5) of the State CEQA Guidelines. Also find that the actions are exempt from CEQA pursuant to Section 15061(b)(3) because it can be seen with certainty that there is no possibility for the actions to have a significant effect on the environment.
2. Direct staff to begin programming and planning to identify the facility and staff requirements and initiate necessary environmental and entitlement processes for the behavioral health facilities. Staff will return to the Board for necessary approvals and funding.
3. Receive a quarterly update on Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation.

**SUBJECT: UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

4. Pursuant to California Government Code section 26227, authorize the Agency Director, Health and Human Services Agency to execute the memorandum of understanding between the County of San Diego, the University of California, San Diego Health Systems, and Scripps Health.
5. Authorize the Director, Department of Purchasing and Contracting, subject to successful negotiation and a determination of fair and reasonable price, to enter into new agreements and amend existing agreements to further the purposes of the memorandum of understanding between the County of San Diego, the University of California, San Diego Health Systems, and Scripps Health.
6. Direct the Chief Administrative Officer to return to the Board of Supervisors at a future date with a final agreement between the County of San Diego, the University of California, San Diego Health Systems, and Scripps Health to implement the terms of the memorandum of understanding, and environmental findings.

**FISCAL IMPACT**

There is no current year fiscal impact with today’s recommendations. The preliminary estimate for Capital costs associated with the Central Region Behavioral Health Hub at Third Avenue is estimated to be approximately \$115 million, depending on final design. The potential capital project is anticipated to be funded with a combination of General Fund resources such as fund balance committed for Realignment and available General Fund fund balance as well as one time program revenues. The anticipated cost for the operations of the Central Region Behavioral Health Hub is subject to negotiations and final agreement. It is anticipated that the operational costs would be funded by program revenue. Through the operational collaboration with University of California, San Diego Health Systems at the San Diego County Psychiatric Hospital, the Institutes for Mental Disease (IMD) exclusion that currently applies would be eliminated, allowing for the draw-down of federal revenue currently prohibited under the exclusion. There will be no change in net General Fund cost and no additional staff years.

**BUSINESS IMPACT STATEMENT**

N/A

**ADVISORY BOARD STATEMENT**

On January 2, 2020, the Behavioral Health Advisory Board received this Board Letter as an informational item.

**BACKGROUND**

**Behavioral Health Continuum of Care Updates**

In response to community need, the Board of Supervisors (Board) has taken several actions to enhance, expand and innovate the array of behavioral health programs and services in the region. This body of work is broadly referred to as the Behavioral Health Continuum of Care. These actions bring together diverse stakeholders including justice partners, hospitals, community health centers and other community-based providers, to create system-wide changes to ensure San

**SUBJECT: UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

Diegans can quickly access the appropriate level of psychiatric services to meet their immediate needs and support their long-term recovery.

These actions to date reflect, in their sum, the first implementation phases of an overarching vision for the future of behavioral health care which aims to achieve a transformational shift from a model of care driven by crises, to one driven by chronic or continuous care and prevention through the deliberate regional distribution and coordination of resources to keep people connected, stable and healthy.

Updates are reported to the Board on a quarterly basis and are provided within the domains of hubs, networks, and bridge planning strategies.

- Hubs are integrated care environments designed to accelerate transition from behavioral health crisis to sustainable, continuous, chronic care management. Key components of hubs include:
  - Co-location and affiliation with a general acute care hospital.
  - Access to inpatient acute psychiatric care.
  - Outpatient step-down services; co-located crisis stabilization.
  - Linkage to care coordination that stays with the person for years into the future and through their engagement in other clinical and supportive services, and any justice system involvement.
- Networks are a broad array of outpatient services and housing opportunities that help keep people stable once care from the hub has completed. Networks are designed to remain continuously connected to those they serve.
- Bridge planning strategies address immediate, near-term needs which include:
  - Re-establishing critical services in North County due to the recent bed suspension at Tri-City Medical Center, and in anticipation of the bed closures as Palomar Health leaves its downtown Escondido campus in less than a year.
  - A continued commitment to increase the availability of step-down and long-term care capacity to ensure clients are placed in the most appropriate levels of care during and after psychiatric crisis.

Today's action request the Board receive a quarterly update on Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation. Updates are detailed in Attachment A.

**Central Region Behavioral Health Hub and Care Coordination Services**

On March 27, 2019 (09), the Board directed the Chief Administrative Officer (CAO) to conduct a feasibility study to determine if the vacant, County of San Diego (County)-owned parcel of land located on Third Avenue, San Diego could be developed for a variety of mental health services including: crisis stabilization, inpatient, residential, rehabilitation, intensive outpatient, and other related services and programs. On October 29, 2019 (31), the CAO returned to the Board with a determination that development of this site was feasible and requested the Board direct staff to work with regional health care providers, including the University of California, San Diego Health System (UCSD), and Scripps Health (Scripps), to explore opportunities to operate and/or provide

**SUBJECT: UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

services at a Central Region Behavioral Health Hub (located on Third Ave, San Diego) and, as appropriate, provide interim services at the San Diego County Psychiatric Hospital. In a related Board Letter, also presented on October 29, 2019 (05), a recommendation was approved to report back on collaborative efforts to develop this hub.

Over the last several months, County staff have been working with UCSD and Scripps leadership to develop a memorandum of understanding (MOU) which specifies numerous potential activities in the Central Region to address behavioral healthcare needs including:

- Establishment of the Central Region Behavioral Health Hub.
- Collaboration of operations at the San Diego County Psychiatric Hospital.
- Development of a collaborative legal entity to support multiple providers offering new Care Coordination services described below.

Care Coordination is a guiding principle in the Behavioral Health Continuum of Care body of work and is commonly defined as the communication between service providers to ensure a client is always engaged and connected to appropriate services.

Frequently, clients move between different levels of care and experience hand-offs from one provider to the next. This new Care Coordination service will support clients most in need of continuous services and aims to reduce this type of hand-off between providers by offering a single point of contact for the client. The MOU between the County, UCSD, and Scripps recommended for your approval today, lays the foundation for a collaborative legal entity to develop and operate this service and ensure the development of a technology platform to optimize the transfer of critical health information. As the Behavioral Health Continuum of Care body of work continues to evolve, the Care Coordination service can expand to serve the region more broadly.

Today's action requests the Board authorize the Agency Director, Health and Human Services Agency to enter into a MOU describing proposed terms to be included in to-be negotiated final agreements between the County, UCSD, and Scripps to address behavioral healthcare needs in the Central Region including, but not limited to, the potential development of the Central Region Behavioral Health Hub, provision of services at the San Diego County Psychiatric Hospital, and implementation of new Care Coordination services. In addition, authorization is sought to enter into agreements to further the purposes of the MOU between the three entities. The Board is further requested to direct the CAO to return on future date with a final agreement between the three entities.

**ENVIRONMENTAL STATEMENT**

The proposed actions – which authorize staff to execute a memorandum of understanding (MOU) clarifying anticipated and unenforceable terms between the County of San Diego (County), University of California, San Diego Health System (UCSD), and Scripps Health (Scripps) for behavioral services at the proposed locations, authorize staff to negotiate terms of agreements to facilitate the goals of the MOU, appropriate funds for the same, direct staff to negotiate draft agreements and return to the Board of Supervisors (Board) for approval, and direct staff to begin the environmental and entitlement process as soon as the proposed projects have sufficient

**SUBJECT: UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)**

specificity to review – are not approvals of a project under the California Environmental Quality Act (CEQA) pursuant to Sections 15352 and 15378(b)(5) of the State CEQA Guidelines because the actions do not commit the County to a definite course of action in regard to any project and only constitute organizational or administrative activities needed to begin negotiating project details and draft agreements that will return to the Board for approval. Today’s actions are also exempt from CEQA pursuant to Section 15061(b)(3) of the State CEQA Guidelines because it can be seen with certainty that there is no possibility for the actions to have a significant effect on the environment. Staff will return to the Board with the appropriate environmental analysis before seeking approval of any project.

**LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN**

Today’s actions support the County’s 2020-2025 strategic initiatives of Building Better Health by supporting the County of San Diego’s goal of a fully optimized health and social service delivery system to make it an industry leader in efficiency, integration, and innovation. Additionally, today’s item supports the Operational Excellence initiative making health, safety, and thriving a focus of all policies and programs through internal and external collaboration.

Respectfully submitted,



HELEN N. ROBBINS-MEYER  
Chief Administrative Officer

**ATTACHMENT(S)**

Attachment A: January 28, 2020 Behavioral Health Continuum of Care Updates

**SUBJECT:** UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)

**AGENDA ITEM INFORMATION SHEET**

**REQUIRES FOUR VOTES:**  Yes  No

**WRITTEN DISCLOSURE PER COUNTY CHARTER SECTION 1000.1 REQUIRED**

Yes  No

**PREVIOUS RELEVANT BOARD ACTIONS:**

January 14, 2020 (11) Agreements Between the County Of San Diego And Tri-City Healthcare District for the Development And Operation of a Psychiatric Health Facility at Tri-City Medical Center; October 29, 2019 (31) Report and Request for Further Actions Regarding County Owned Property at Approximately the 4300 Block of Third Avenue, San Diego, California, APN 444-110-21; October 29, 2019 (5) Update on Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation; September 24, 2019 (5), Strengthening Contracted Psychiatric Emergency Response Team Services; September, 10, 2019 (6), July 23, 2019 (5) Prescription Drug Abuse Plan Update; Investments in Psychiatric Services Capacity in North San Diego County; June 25, 2019 (1), Strengthening the Bridge between Behavioral Health and the Criminal Justice System; June 25, 2019 (4), Update on Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation; July 25, 2019 (5) Receive Prescription Drug Abuse Plan Update; March 26, 2019 (5), Update on Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation; March 26, 2019 (02) Strengthening the Bridge between Behavioral Health and the Criminal Justice System; December 11, 2018 (25), Advancing the Behavioral Health Continuum of Care Through Regional Collaboration and Innovation; October 30, 2018 (3), Board Conference: Caring for People in Psychiatric Crisis in San Diego County; July 24, 2018 (2), Assessing the State of Inpatient Psychiatric Care in San Diego County. April 7, 2015 (1) Expansion of Psychiatric Emergency Response Teams; September 25, 2012 (6) Behavioral Health Services Authorization for Competitive Solicitations and Extensions of Contracts

**BOARD POLICIES APPLICABLE:**

A-87

**BOARD POLICY STATEMENTS:**

N/A

**MANDATORY COMPLIANCE:**

N/A

**ORACLE AWARD NUMBER(S) AND CONTRACT AND/OR REQUISITION NUMBER(S):**

547132

**ORIGINATING DEPARTMENT:** Health and Human Services Agency

**SUBJECT:** UPDATE ON ADVANCING THE BEHAVIORAL HEALTH CONTINUUM OF CARE THROUGH REGIONAL COLLABORATION AND INNOVATION (DISTRICTS: ALL)

**OTHER CONCURRENCE(S):** Public Safety Group  
Department of Purchasing and Contracting  
Department of General Services

**CONTACT PERSON(S):**

Dr. Luke Bergmann

Name

619-584-2700

Phone

Luke.Bergmann@sdcounty.ca.gov

E-mail

Aurora Kiviat

Name

619-584-3001

Phone

Aurora.Kiviat@sdcounty.ca.gov

E-mail