

**MOTION BY SUPERVISOR HOLLY J. MITCHELL**

July 25, 2023

**Building Los Angeles County’s Prevention Infrastructure**

On September 15, 2021, the Los Angeles County (County) Board of Supervisors (Board) unanimously approved a motion calling for the convening of a Countywide Prevention Services Task Force (Task Force). The impetus for that convening was a sobering finding from a [2021 UCLA Pritzker Center report \(UCLA report\)](#) that, in relevant part, states: “*while the County has invested in a number of prevention efforts, it is not clear that these efforts have been set up to be successfully integrated and coordinated across departments*”. Furthermore, the report urged County leaders to consider the use of a centralized leadership structure to streamline, align, and proliferate equitable prevention programming across departments. As the motion described, if our Board seeks to address the racial disproportionality laden within our systems, we need to take the bold step to imagine a transformative coordinated prevention and intervention strategy.

Under the direction of the County’s Executive Director of Racial Equity, leaders from the County and community, including key stakeholders and trusted partners, came together to take up the Board’s request to convene the Task Force. Following 18 months of meetings - including discussions with more than 100 individual stakeholders, 800

**MOTION**

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survey responses, conversations with more than 50 subject area table members, and engagement with over 50 community representatives, including persons with lived experience - the Task Force presented the Board with a comprehensive set of 14 recommendations, designed to address four critical priorities: 1) Governance Structure and Coordinated Service Delivery; 2) Funding Streams Analysis; 3) Community-Based Service Delivery System; and 4) Prevention Metrics and Data Integration. The recommendations center equity in the County's attempt to redress the harms perpetuated by racist systems built to disadvantage communities of color.

The foundation and contextual setting of the UCLA report highlights the historical and structural racism embedded across federal, state, and local government policies. According to findings from the UCLA report, *"it is rare for state and local governments in the United States to have formalized budgeting policies and practices that promote primary prevention spending across multiple service areas."* As a result, marginalized communities continue to have the least access to upstream resources when compared to other communities with the wealth and access to prevention and promotion programs. This finding is demonstrated in the disproportionality and performance of the County's major human services systems. For example, in the County's homelessness, child welfare, justice, and public social services systems, Black and Native American communities disproportionately account for the largest client populations, remain in these systems for the longest periods of time, and consistently realize the worst outcomes. For the County, just as in many jurisdictions across the country, the lack of available funding for upstream prevention and promotion services further exacerbate and reinforce racial disparities.

The Task Force's report urges the Board to be explicit in acknowledging the historical root causes of the inequities that Black, Brown, and Native American communities experience at disproportionate rates, the government's role in creating and maintaining these inequities, and most importantly, the urgent task before the Board now of working to resolve them. In addition to consideration of prevention centered programs throughout the County, the Task Force pushes the Board to think more intentionally about its efforts to eliminate structural racism within County systems, including going beyond prevention

to also consider the concept of promotion. Promotion, as understood in the context of the prevention continuum, focuses on improving life outcomes so that people can thrive in their neighborhoods. Promotion means more than preventing an undesirable outcome. Promotion means reducing the likelihood that undesirable outcomes will occur while increasing the likelihood of improved life outcomes through facilitated support for children, families, and communities in order to achieve holistic well-being. Additionally, the Task Force report identified life course theory (LCT), a multidisciplinary approach to understanding how social, spatial, and institutional conditions affect the mental, physical, and social development of individuals over the life span, as a key framework to ground the County's prevention infrastructure development. LCT is population-focused and points to broad social, economic, and environmental factors as underlying causes of persistent inequalities. Together, prevention and promotion can decrease an individuals' level of risk in experiencing negative life outcomes and increase the likelihood of experiencing positive life outcomes.

The path forward for the County is clear: create a prevention and promotion services delivery system that rights the wrongs of historical disinvestment and lifts County residents in their pursuit of positive life course outcomes. The time is now for our County to marshal every available resource to boldly move in the direction of equitable prevention and promotion for our shared constituency.

**I THEREFORE MOVE THAT THE BOARD OF SUPERVISORS:**

Recognize the Prevention Services Task Force (Task Force) members and consultant teams for their time and dedicated work in helping the County of Los Angeles (County) and the Board of Supervisors (Board) outline the vision for a prevention services infrastructure and take the following actions:

1. Adopt the following vision, model, and guiding principles, as determined by the Task Force:
  - a. Vision: To deliver an equitable, community-driven, and holistic prevention and promotion model to enable a safer, stronger, thriving, and more connected community.

- b. Model: To include the following four concepts: Social Conditions, Equitable Decision-Making & Community Agency, Prevention, and Promotion.
- c. Guiding Principles:
  - i. Reduce racial disparities and increase equitable life outcomes for all races/ethnicities, as well as close disparities in public investments to shape those outcomes.
  - ii. Authentically engage residents, organizations, and other community stakeholders early to inform and determine interventions (e.g., policy and program) and investments that emphasize long-term prevention and promotion.
  - iii. Develop and implement strategies that identify, prioritize, and effectively support the most disadvantaged geographies and populations.
  - iv. Collaborate to align funding investments and promote systems change to reduce barriers to achieve effective family-centered services.
  - v. Use data and community-defined evidence to effectively assess and communicate equity needs and support timely assessment of progress.
  - vi. Work collaboratively and intentionally across departments as well as across leadership levels and decision-makers.
  - vii. Seek to provide early and tailored support to improve long-term outcomes, both intergenerationally (i.e., parent to child) and multi-generationally (i.e., grandparent to grandchildren).
  - viii. Act urgently, boldly, and innovatively to achieve tangible results.
  - ix. Disaggregate and streamline data collection as well as conduct analysis for different racial/ethnic and other demographic subgroup categories.
  - x. Be transparent about our goals and our impact.

2. Establish the Prevention and Promotion Systems Governing Committee (Committee) whose specific and immediate focus is to oversee the coordination and collaboration of prevention and promotion services Countywide, and direct the Executive Officer of the Board, in consultation with County Counsel, the Chief Executive Officer (CEO), and other Directors of Departments/entities deemed appropriate and necessary, to provide sufficient staff to support the Committee, and hire an Executive Director.
  - a. The Committee shall be comprised of eight (8) County department directors or initiative Executive Directors representing relevant County departments or Board priority initiatives, and one (1) County partnering organization or regional entity. Members and the Chairperson of the Committee will serve on a rotating basis, and
  - b. The inaugural Committee shall be comprised of the following County Department and Initiative Directors: CEO, Public Social Services (DPSS); Public Health (DPH); Children and Family Services; Racial Equity; CEO-Homeless Initiative; Chief Information Officer (CIO), Mental Health; and First 5 Los Angeles. The inaugural chairperson of the Committee shall be the Director of DPSS.
  - c. Immediate tasks of the Committee shall include:
    - i. In consultation with County Counsel, the Committee will adopt the bylaws and applicable rules, and authorities necessary for the Committee to make recommendations to the Board for adoption of prevention and promotion programs and services plans related to spending, contracting and procurement coordination, human resources allocations and staffing, and data sharing performance tracking, monitoring and evaluation. The bylaws should include determining the appropriate rotational structure and make-up of the membership and chairperson of the Committee following the Committee's first rotation to ensure long-term continuity and

- engagement across all relevant County departments and initiatives.
- ii. Establish the following three (3) initial key focus areas to anchor foundational prevention and promotion services infrastructure: child welfare and family wellbeing; homelessness and housing; and behavioral health.
    - a. Within each of these three initial key focus areas, the Committee will identify and address at least one population level outcome across the life course through multi-departmental collaboration and coordination. When selecting and working on these outcomes, the Committee should focus on closing racial disproportionalities and disparities.
  - iii. Select and recommend Countywide prevention and promotion outcomes and metrics to guide prevention and promotion programming, address racial disproportionality and disparities and guide Countywide funding investments in accordance with the Life Course Theory across major age groups, to include populations such as infants and toddlers, children, youth, young adults, middle-aged adults, and older adults.
    - a. The metrics should be created in partnership with the CIO and DPH, to maximize the efficacy of data collection, systems integration, and evaluation. DPH will serve as the lead for prevention and promotion program evaluation Countywide.
  - iv. Develop a Countywide prevention and promotion programs and services plan that identifies operational inputs and outputs to achieve the specified outcomes and identify how each department will contribute to and be responsible for meeting the outcomes.
  - v. Work in collaboration with the CEO and Department of Human Resources to identify relevant positions that can be leveraged to focus on prevention and promotion programs and services,

develop a permanent cross-departmental staffing plan to support the alignment of prevention and promotion services, and serve as staff to the Committee. The plan must be submitted to the Board for consideration and should specifically:

- a. Be comprised of existing staffing positions that can be leveraged to advance prevention and promotion services administration across the County.
  - b. Include a matrix of roles and responsibilities which identifies who will be responsible for achieving prevention and promotion outcomes.
  - c. The Committee may request the CEO to re-evaluate the long-term staffing plan of the Committee's permanent staff beginning in the 2025 - 2026 fiscal year.
- vi. In collaboration with the CEO, develop a comprehensive prevention and promotion programs and services annual spending plan. The CEO will present the Prevention and Promotion Services spending plan to the Board for consideration in the fiscal year immediately following the commencement of the Committee's work, as part of the County's regular budget process, and annually thereafter. The spending plan should include the following:
- a. Recommendations for coordinating local, state, and federal funding sources (e.g., managed care, California Advancing and Innovating Medi-Cal (CalAIM), Family First Prevention Services Act , etc.), as permitted by and in compliance with all laws, in order to maximize the application of funding sources for use in the delivery of prevention and promotion services.
  - b. Recommendations and an actionable plan for leveraging and braiding Countywide funding streams.

- c. Identify and develop a comprehensive cross-departmental prevention and promotion programs and services gap analysis for consideration in the spending plan.
        - d. Yearly spending comparisons of Countywide prevention programming investments.
  - vii. In partnership with the Anti-Racism, Diversity, and Inclusion (ARDI) Initiative and CEO – Legislative Affairs and Intergovernmental Relations, coordinate and consolidate a Countywide prevention and promotion annual policy agenda at federal, state, and local levels to advance prevention and promotion outcomes.
  - viii. In partnership with the ARDI Initiative, develop a robust community engagement and outreach plan that involves a diverse geographic representation of people with lived experience, service providers, clients, and other stakeholders to advance prevention and promotion outcomes.
  - ix. Within 180 days, develop the operational management plans and agreements by identifying departmental roles, commitments, timelines, metrics, and milestones needed to achieve selected prevention and promotion outcomes.
    - a. Semi-annually, the Committee Chairperson shall provide the Board with an update on Countywide performance based on the established prevention and promotion outcomes and metrics as well as departmental performance.
    - b. The Committee will have full authority to obtain all necessary data and information from County departments and the entities as permitted by law, to complete its work.
- 3. Direct the CEO, through the Executive Director of Racial Equity, as the Chair of the Task Force, to take the necessary steps within 90 days, to disband the Task Force and transition any outstanding relevant work to the Committee.



4. Direct the Executive Director of Racial Equity, in collaboration with the Committee Chair, to establish and oversee the Prevention and Promotion Coordination and Implementation Team (PPCIT) and, in consultation with the Board, identify and select a Project Manager and team.
5. Direct relevant departments to provide high level-decision making staffing support with subject matter expertise to serve on the PPCIT and to inform recommended policies, procedures, and practices relating, but not limited, to budgeting and spending planning, human resources, program design and administration, legal analysis, equitable contracting, program monitoring, data sharing and evaluation, and other issues related to coordination and completion of tasks within their Departments as well as collaboration across Countywide prevention and promotion entities.
  - a. The PPCIT shall accomplish the following:
    - i. Complete user journey mapping of customer and client experiences navigating County programs and systems to identify opportunities to address issues relating to resource navigation, data sharing, the time-tax, no-wrong-door approaches, racial disproportionality and disparities in user access, and their impact on prevention and promotion outcomes.
    - ii. In consultation with County Counsel, create and monitor on an ongoing basis, a comprehensive legal, policy, and regulatory analysis, including efforts to address barriers to leverage and braid funding, and coordinate procurement and data sharing for cross-departmental programming.
      - a. This analysis should include any relevant draft policy change recommendations that must be adopted or authorities that must be expressly granted by the Board.
    - iii. To aid in facilitating the production of relevant cross-department data, collaborate with the CIO and County Counsel, to develop and recommend to the Board a Countywide prevention and promotion

services delivery data plan and program to coordinate cross-departmental collaboration and services and:

- a. Produce the necessary cross-departmental data sharing reports (e.g., dashboards), develop a universal data sharing customer and client authorization, to be used by all relevant County Departments and build upon previous and ongoing County efforts regarding client consent (e.g., Whole Person Care, CalAIM, Enterprise Linkages Program, etc.).
  - b. Formalize a Countywide framework to facilitate referrals and a “no-wrong door” approach to service delivery, with guidelines, rules, and shared agreements relating to this coordinated approach, as well as privacy and data consent.
- iv. Work with the Internal Services Department and the Equity in County Contracting unit to incorporate a comprehensive prevention and promotion programs and services contracting plan for consideration by the Board. The contracting plan should include the following:
- a. A timeline for coordinating programming and the associated procurement plan.
  - b. A programming prioritization plan, by key focus areas, with principal considerations given to data on racial disproportionalities and disparities, an inventory of existing programming, community interest and priorities, and County priorities.
  - c. Utilization of a centralized contracting mechanism to effectuate a comprehensive community-based prevention services delivery system.
6. Direct all County departments and Board-created workgroups and councils working on prevention and promotion to work collaboratively and transparently with

the PPCIT and Committee, and timely share information with, and respond to requests.

- a. The Board should be immediately notified, in writing, of any barriers or challenges associated with receipt of any requested information.
7. Direct all County departments, Board-created workgroups, initiatives, and councils who are not serving as members of the Committee and who are administering prevention and promotion programs and services to collaborate with the PPCIT and Committee to coordinate their programs in alignment with the prevention and promotion plan.
8. Direct CEO to establish a Countywide Management Appraisal and Performance Plan goal for all departments who are participating in the prevention and promotion plan.
9. Delegate authority to the CEO and the Executive Officer of the Board, or their designee, to execute any agreements necessary to support the foregoing efforts, provided that any such agreements are in form approved by County Counsel.
10. Approve the attached Fiscal Year 2023 - 2024 appropriation adjustment to transfer \$4,000,000 from the Provisional Financing Uses budget unit designated for Children and Families/Board Priorities to the CEO Operating Budget to provide funding to the ARDI Initiative's support for the Committee and PPCIT in continuation of the County's work to build a prevention services infrastructure.

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(KD/ME)

July 25, 2023

COUNTY OF LOS ANGELES

**REQUEST FOR APPROPRIATION ADJUSTMENT**

DEPARTMENT OF CHIEF EXECUTIVE OFFICER

**AUDITOR-CONTROLLER:**

THE FOLLOWING APPROPRIATION ADJUSTMENT IS DEEMED NECESSARY BY THIS DEPARTMENT. PLEASE CONFIRM THE ACCOUNTING ENTRIES AND AVAILABLE BALANCES AND FORWARD TO THE CHIEF EXECUTIVE OFFICER FOR HER RECOMMENDATION OR ACTION.

**ADJUSTMENT REQUESTED AND REASONS THEREFORE**

**FY 2023-24**

**3 - VOTES**

SOURCES		USES	
PFU-CHILDREN AND FAMILY SERVICES A01-CB-2000-13749-13759 SERVICES & SUPPLIES <b>DECREASE APPROPRIATION</b>	<b>4,000,000</b>	CHIEF EXECUTIVE OFFICER A01-AO-2000-10100 SERVICES & SUPPLIES <b>INCREASE APPROPRIATION</b>	<b>4,000,000</b>
<b>SOURCES TOTAL</b>	<b>\$ 4,000,000</b>	<b>USES TOTAL</b>	<b>\$ 4,000,000</b>

**JUSTIFICATION**

To reflect the transfer of \$4,000,000 from the Provisional Financing Uses budget unit to the CEO Operating Budget to provide funding to the Anti-Racism, Diversity and Inclusion Initiative's support for the Prevention and Promotion Systems Governing Committee and Prevention and Promotion Coordination and Implementation Team.

**William Leung** Digitally signed by William Leung  
Date: 2023.07.14 14:27:41 -07'00'

AUTHORIZED SIGNATURE

AMYLEN CLARKE, ASSISTANT CEO

BOARD OF SUPERVISOR'S APPROVAL (AS REQUESTED/REVISED)

REFERRED TO THE CHIEF EXECUTIVE OFFICER FOR---

ACTION

RECOMMENDATION

Digitally signed by Lan Sam  
Date: 2023.07.18 12:22:05 -07'00'

AUDITOR-CONTROLLER

BY

**Lan Sam**

B.A. NO. **006**

DATE **7/18/23**

APPROVED AS REQUESTED

APPROVED AS REVISED

CHIEF EXECUTIVE OFFICER

BY **Yolanda Reyes**

Digitally signed by Yolanda Reyes  
Date: 2023.07.18 14:37:06 -07'00'

DATE **7/18/23**