

COUNTY OF MILWAUKEE
Inter-Office Communication

Date: November 12, 2021

To: Marcelia Nicholson, Chairwoman, Milwaukee County Board of Supervisors

From: Shakita LaGrant-McClain, Director, Department of Health and Human Services

Subject: A report from the Director, Department of Health and Human Services, requesting authorization to enter into 2022 purchase of service contracts with community vendors for the Children, Youth and Family Services Division

File Type: Action File

REQUEST

The Director, Department of Health and Human Services (DHHS) is requesting authorization to execute 2022 purchase of service contracts for the Children, Youth and Family Services (CYFS) Division.

POLICY

Per Wisconsin Statutes, the Director of the Department of Health and Human Services is requesting authorization to execute these purchase of service contracts.

Wisconsin State Statutes:		59.52(31)
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BACKGROUND

Since 1970, DHHS has supported a social service delivery system comprised of both directly provided and purchased services. Partnerships with community members have allowed DHHS to cooperate and collaborate with various community partners and resources. These partnerships further the opportunities for community participation in responding to a young person's behavior as well as community safety and are in alignment with the development of the youth justice continuum of care.

Beginning in 2022, the title for the Division of Youth and Family Services is changed to Children, Youth and Family Services (CYFS) to recognize the addition of children's programming from the Disabilities Services Division. As a result, the Birth to 3 Program, Children's Long-Term Support Program (CLTS) and Children's Community Options Program (CCOP) transition to this new division in 2022. This change promotes further alignment toward the department's strategy for improving health by integrating services and care for customers.

The following contracts are being proposed by CYFS for the time period of January 1, 2022 through December 31, 2022:

- \$150,000 to Broadscope:** The Employment Initiative serves the population of individual’s ages 14-24 with a disability or who are justice involved youth. This contract was formerly under the Disability Services Division and will move under CYFS in 2022 in alignment with the children’s integration initiative. Broadscope supports individuals and their families in becoming educated about employment options, build capacity in the workforce, improve soft skills as well as industry recognized skills needed for employment, and assist with securing and maintaining employment. Based on the changes to the scope of the 2022 contract, funding is reduced by \$22,235.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Employment Services	Broadscope	\$172,235	\$150,000	(\$22,235)

- \$1,800,000 to Running Rebels Community Organization:** The Targeted Monitoring Program (TMP) provides intensive supervision, structure, support, and skill-building opportunities for young people involved in the youth justice system. The targeted populations include youth who are found to be in possession of a firearm and determined to be engaged in serious and/or chronic behaviors. The program is intended to hold youth accountable in the community while ensuring community safety and providing youth with skills to change their thinking and behaviors. The TMP frequently serves as a community-based alternative to youth corrections.

It should be noted that a portion (\$639,463) of this contracted program is funded through Community Intervention Program (CIP) funds awarded by the Department of Children and Families (DCF). These funds are targeted for early intervention and/intensive community-based intervention services for youth.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Targeted Monitoring	Running Rebels	\$1,800,000	\$1,800,000	\$0

- \$195,000 to Running Rebels Community Organization:** The Prevention and Aftercare Program serves siblings and graduates of the Targeted Monitoring Program and Milwaukee County Accountability Program in order to maximize the likelihood of positive and enduring change in youth and families. This program serves at any one time up to 80 graduates of the Targeted Monitoring Program and/or their siblings between the ages of six to 19. The goals are to prevent siblings from participating in delinquent activities and for youth to gain skills needed for successful transition into adulthood. The program provides pro-social services and activities to help youth achieve their personal goals.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Prevention & Aftercare	Running Rebels	\$195,000	\$195,000	\$0

- \$535,000 to Running Rebels Community Organization:** The Milwaukee County Accountability Program (MCAP) provides intensive supervision, advocacy, structure, support, and skill-building opportunities for youth who are court ordered into the program. This program also facilitates Dialectical Behavioral Therapy Skills groups with the youth and supports them in moving toward their ideal self. The MCAP includes an out-of-home placement of up to 180 days in the detention center as well as transition, aftercare planning, and intervention for the young person and their family.

Milwaukee County continues to build the continuum of care for young people involved in the youth justice system, in alignment with the SRCCCY and Act 185, and is in the process of transitioning MCAP into a new program model, temporarily called, "Transitional Program." RRCO will continue to provide these services under the umbrella of the Transition Program in 2022.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Milwaukee County Accountability Program (MCAP)	Running Rebels	\$535,000	\$535,000	\$0

- \$1,837,648 for Wisconsin Community Services:** Shelter Care provides short-term (typically 30 days), non-secure, 24-hour supervised care and residential programming to youth. The program primarily serves youth pending court for alleged delinquency as

an alternative to secure detention placement. Other youth involved in the youth justice system may be placed in Shelter Care at the discretion of either CYFS or the Children’s Court Judiciary. While in shelter care, youth receive programming which includes community service activities, mentoring, recreational activities, and tutoring, etc. This contract supports a shelter care facility for up to five girls and 15 boys at a time.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Shelter Care	Wisconsin Community Services	\$1,837,648	\$1,837,648	\$0

- \$160,614 for Wisconsin Community Services:** The Community Service and Restitution Coordination Program is designed to provide a resource for youth to complete their court-ordered conditions of community service and pay back their court-ordered restitution. This program addresses a significant barrier to youth completing the conditions of their court order or Deferred Prosecution Agreement (DPA) by providing and monitoring of community service opportunities. The program primarily serves post-dispositional youth subject to a court order, along with youth on a DPA or consent decree. The Community Service and Restitution Coordination program is also designed to be an alternative to youth being placed in secure detention for sanctions or youth picked up on a warrant and are pending court.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Community Service & Restitution	Wisconsin Community Services	\$160,614	\$160,614	\$0

- \$1,575,400 for St. Charles:** The Level II In-Home Monitoring Program with optional Global Positioning System (GPS) monitoring serves youth pending court for alleged delinquency as an alternative to secure detention as well as post dispositional youth in need of short-term intensive monitoring through GPS. The Level II program provides intensive in-home monitoring services to youth and their families to support parental home supervision to avoid additional offenses and to appear for their court hearings. Youth can be court ordered into this program or referred by CYFS and remain until the time of disposition or discontinuation of services is deemed appropriate by the court or

CYFS.

The program is based on the belief that youth who remain connected with their families, schools, peers, employers, and with other community resources are less likely to have further contact with the youth justice system. This is accomplished through a structured supervision plan, program support and counseling, advocacy, and the availability of 24-hour crisis intervention. The use of GPS is also an option for youth who need additional monitoring and supervision.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Level II In-Home Monitoring	St. Charles	\$1,575,400	\$1,575,400	\$0

- **\$733,623 for Wisconsin Community Services:** The Aspire Education Program serves as a community and school-based program for justice involved youth to provide support around their education needs to include tutoring, advocacy, group programming, and other supports. This program includes community-based services as well as a collaboration with Milwaukee Public Schools to operate programming within two Milwaukee Public High Schools.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Aspire Education	Wisconsin Community Services	\$733,623	\$733,623	\$0

- **\$441,000 for St. Charles Youth and Family Services:** The Alternative Sanction Program serves youth who are pending court or who are on an order of supervision. The Alternative Sanctions Program is designed to provide a community-based alternative to detention for youth involved in the youth justice system in Milwaukee County. The Alternative Sanctions Program will provide a timely response that holds youth accountable while providing an alternative to youth being placed in the secure detention center. This program engages youth in positive, structured evidence-based programming on weekdays in the evening/after school and on weekends.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Alternative Sanctions	St. Charles	\$441,000	\$441,000	\$0

- \$1,563,020 for Wisconsin Community Services:** The Bakari Center is a court-ordered residential treatment center for boys that can serve up to 12 youth at a time in a residential program and in the community upon completion of the residential program. The program is a community-based alternative to a correctional placement or a step-down placement from corrections. The Bakari Center also utilizes the Integrated Treatment Model (ITM) and Multi-Systemic Therapy (MST) and the youth receive education from Norris School District while in the program.

The 2022 contract now reflects total beds of 12 compared to 18 beds included in the 2021 budget. This change was made mid-year 2021 due to the census being lower than expected and to reallocate funding into other community-based programming.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Residential Treatment Center	Wisconsin Community Services	\$2,366,709	\$1,563,020	(\$803,689)

- \$394,390 for Wisconsin Community Services:** The Bakari Center aftercare services include Multi-Systemic Therapy (MST). The Bakari MST Clinician works with the youth and family while the youth is in Bakari and continues to work with the family for up to four months post Bakari program residential center discharge.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Multi-Systemic Therapy Services	Wisconsin Community Services	\$394,390	\$394,390	\$0

- \$545,175 to Running Rebels Community Organization:** The Intensive Monitoring Program-Aftercare was initiated by CYFS to provide supervision, structure, support, and skill building opportunities for youth returned to the community after placement in a youth correctional facility. This program is very similar to the Intensive Monitoring Program for youth on probation and includes short-term GPS monitoring for youth when they are initially returned to the community.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Intensive Monitoring Program Aftercare	Running Rebels	\$545,175	\$545,175	\$0

- \$1,250,000 for Cream City Credible Messenger Program:** The Cream City Credible Messenger Program is designed to engage youth, families, and individuals in Milwaukee County in various settings and outreach activities community wide. The goals of Credible Messengers’s transformative mentoring are to provide prevention and intervention with youth, keeping youth from both entering the youth justice system or going deeper into involvement with the youth justice system. The focus of the outreach efforts will be to provide information, resources, and build social connectivity that supports the mission and purpose of the Credible Messenger Program. The program will serve justice involved youth and youth who are referred from local law enforcement.

The chart below includes the 2022 proposed allocations for each of the five Credible Messenger agencies. This is an estimated allocation for each agency as there is an active Request for Information (RFI) that closes on November 12, 2021 for this program. Upon closure of the RFI, the CYFS will make final recommendations on the contract amounts for each agency and number of youth being served at each agency. If funding amounts change from the allocations being requested in this file, the CYFS will bring this matter back to the Milwaukee County Board in 2022 for approval of any necessary

amendments.

Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Youth Advocates Program	\$350,000	\$250,000	(\$100,000)
Running Rebels Community Organization	\$299,000	\$250,000	(\$49,000)
WestCare	\$210,000	\$250,000	\$40,000
City of Milwaukee	\$300,500	\$250,000	(\$50,500)
Milwaukee Christian Center	\$110,000	\$250,000	\$140,000
Subtotal	\$1,269,500	\$1,250,000	(\$19,500)

- **\$200,000 for Milwaukee Turners:** Milwaukee Turners is the anchor agency that has ties to the Milwaukee community to establish a community driven process of distribution of public and private funds to small, local, youth serving agencies to address community concerns and meet the needs of justice involved youth and families. County funds committed to this initiative will be matched up to \$200,000 by the Public Welfare Foundation (PWF), a national philanthropic organization located in Washington, DC.

PWF and the anchor agency will seek additional matching funds from local philanthropic organizations. This initiative will be the first step in pursuing the DHHS strategic goal of establishing participatory budgeting and will advance our efforts at community engagement and accountability. At least 90 percent of the county funds will go directly to community-based agencies for direct service of youth and families. As much as 10 percent could be used for administrative costs of the anchor agency.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Participatory Budgeting Assistance	Milwaukee Turners	\$0	\$200,000	\$200,000

- **\$4,525,106 for Birth to 3 Programs:** Services to children with disabilities and their families are now being provided in CYFS. As a result, purchase of service contracts for the Birth to 3 Program are now included under this file.

The Birth to 3 Program, authorized under Part C of the federal Individuals with Disabilities Education Act (IDEA), supports children with developmental delays or disabilities under the age of three and their families. The program is a federal entitlement which utilizes state, federal, and local funds to enhance the development of children with developmental disabilities, minimizes the need for special education, and decreases rates of institutionalization.

Counties are responsible for administering the program based on state and federal guidelines. Specific county responsibilities include establishing a comprehensive system to identify, locate, and evaluate children who may be eligible for the program.

Milwaukee County's Birth to 3 Network

CYFS contracts with four agencies to provide services to families to enhance their child's development. These services may include the following:

- Screening & Evaluation
- Related Health Services
- Family Education Development & Education Services
- Communication Services
- Occupational, Speech & Physical Therapy
- Case Management Services

Collaboration with the Healthier Wisconsin Partnership, Disability Rights Wisconsin, Head Start & Early Head Start Programs, the school system, and other partners has increased awareness and access resulting in increased referrals to Birth to 3 each year. As a result, of the global pandemic, the lockdown impacted the mental health of small children, referrals are expected to increase by 40 percent in 2022.

The following providers are recommended for contracts in 2022 to serve an average of 1,250 children per month.

Service	Provider	2021 Allocation	2022 Proposed Allocation	2021/2022 Variance
Birth to 3 Early Intervention	Curative Care Network	\$2,079,218	\$2,079,218	\$0
Birth to 3 Early Intervention	Milwaukee Center for Independence	\$517,241	\$517,241	\$0

Birth to 3 Early Intervention	Penfield Children's Center	\$1,382,394	\$1,382,394	\$0
Birth to 3 Early Intervention	St. Francis Children's Center	\$546,253	\$546,253	\$0
	Subtotal	\$4,525,106	\$4,525,106	\$0

ALIGNMENT TO STRATEGIC PLAN

The CYFS is recommending contracts that support the ongoing development of community-based programming for justice involved youth and their families and ensures a racial equity lens is utilized in all program and contract decisions. The CYFS programs enhance the quality of life for youth and their families in Milwaukee County. There are ongoing efforts to reform the youth justice system in Milwaukee County to build upon the community continuum of care, individualize all case planning and services for youth in the community whenever possible and break down the silos in the system across all entities. The CYFS is committed to transition youth out of correctional placements and back to Milwaukee by leveraging resources for the zero-youth corrections plan to better support young people and their families.

RECOMMENDATION

It is recommended that the Milwaukee County Board of Supervisors authorize the Director, Department of Health and Human Services, or her designee, to execute purchase of service contracts in a total amount of \$15,905,976 for the services identified in the accompanying resolution. The effective date of the contracts would be the period of January 1, 2022 to December 31, 2022.

FISCAL EFFECT

The 2022 DHHS Budget includes funding for all community programs in the CYFS.

TERMS

The purchase of service contracts would be effective January 1, 2022 and end December 31, 2022.

VIRTUAL MEETING INVITES

Shakita LaGrant-McClain, DHHS Director
 Mark Mertens, CYFS Administrator
 Clare O'Brien, DHHS Budget & Policy Director

PREPARED BY:

Mark Mertens, CYFS Administrator

APPROVED BY:

Shakita LaGrant-McClain

Shakita LaGrant-McClain, DHHS Director

ATTACHMENTS:

None

cc: County Executive David Crowley
Hon. Mary E. Triggiano, Chief Judge
Sup. Jason Haas, Chair, Finance Committee
Sup. Felesia Martin, Chair, Health Equity, Human Needs, & Strategic Planning Committee
Mary Jo Meyers, Chief of Staff, County Executive's Office
Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors
Steve Cady, Research Director, Comptroller's Office
Pam Matthews, Fiscal & Management Analyst, DAS
Lottie Maxwell-Mitchell, Research & Policy Analyst, Comptroller's Office