



Empowering People, Strengthening Community

Secured Residential Care Centers for Children and Youth (2019) Grant Application Submission



Milwaukee County

July 1, 2019

Dear State of Wisconsin Designees and Act 185 Grant Committee Members:

On behalf of Milwaukee County, we wish to express our appreciation of your efforts toward the creation of a youth justice system that better serves the citizens of the State of Wisconsin and Milwaukee County. In alignment with the Wisconsin Model of Juvenile Justice, we share a common vision of creating a youth justice system that is fair, safe, effective, and responsive to the needs of youth and families.

Since 2011, Milwaukee County has been working to reform the youth justice system. This movement, known as Project Rise, is focused on restorative justice and reunification of youth with their families and communities. Act 185 provides us with an opportunity to take additional steps to advance real and substantial changes to transform our youth justice system. To that end, you will find that this proposal provides a response to Act 185 that not only speaks to the need for residential facilities that allow us to treat youth in humane settings, but also demonstrates a significant investment into much-needed programming to assure the success of youth and their families.

In keeping with that vision, our proposal and request for state funding outlines the development of a continuum of care in which Secure Residential Care Centers for Children and Youth (SRCCCY) are but one component. It is our belief that the successful pursuit of a more ideal, sustainable model will require quality programs, strong partnerships, well-trained and supported staff, as well as the full engagement of local families and the community.

Therefore, our attached proposal requests funding that will create up to 32 new secure residential beds in addition to 22 beds at Vel Phillips to be converted to an Assessment and Crisis Response Unit and also funds the needed continuum of care to assure success for the youth and families of Milwaukee County while providing community safety. Due to fast turnaround times since adoption of AB188/SB 168 we are without precise cost estimates. The estimated budget request for renovation and/or converting existing building(s) is \$41.8 million. This number is based on the percentage of Milwaukee County youth who are currently placed at Lincoln Hills and Copper Lake. Additionally, estimated costs of \$2.1 million are included for start-up, and \$4.5 million for increased operating costs which include significant investment in a continuum of care. We look forward to working in partnership with the Department of Corrections (DOC) and the DOC Juvenile Corrections Grant Committee to provide additional cost detail as needed to facilitate consideration of this proposal. This continuum of care goes beyond bricks and mortar to provide treatment as well as secure care for youth who are placed in the system. Our proposal outlines three primary areas, along with supporting information:

Vel R. Phillips Youth Detention Center Renovation/Expansion

- Remodel two pods with 22 beds to serve as Assessment and Crisis units. While not new capacity, the enhancements will allow for faster turnaround as youth undergo assessment processes.
- Expand classrooms and greenspace, create new programs for youth, including an urban agriculture program and healing environments.

Residential Site Development

- Collaborate with existing community partners and facilities to remodel two or more existing buildings to reach a maximum of 32 (8 girls, 24 boys) for the residential portion of the program.

Investing for the Future

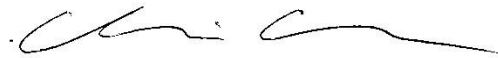
- Invest up front in a continuum of care that focuses on relevant programs and staff rather than a large facility. This creates a sustainable model that is flexible and can change as the population of youth changes.

Creating and providing a diverse service array honors the public commitment Milwaukee County has made to addressing racial inequities in our community and driving toward a more equitable solution for everyone. By capitalizing on existing facilities and resources and focusing on positive outcomes, we will provide programming designed to help youth achieve successful futures while making our communities safer. We have learned a great deal over the last few months since submitting our first proposal. Milwaukee County is committed to providing safe and healthy alternatives that will produce better outcomes rather than building a large facility to replace Lincoln Hills and Copper Lake.

The Milwaukee County community shares in the State's urgency to advance the critically needed youth justice reform efforts of Wisconsin and Milwaukee County. We look forward to working collaboratively with members of the Grant Committee to provide you the needed information to expedite your process.

It is our hope that the designees and legislators recognize that Act 185 is but the first step in transforming youth justice in our state. We invite you to partner with us to vigorously pursue the full continuum of programs and services necessary to realize sustained outcomes that will benefit our youth and make our communities safer.

Sincerely,



Chris Abele
Milwaukee County Executive



Mary Jo Meyers
Milwaukee County Department of Health
and Human Services



Supreme Moore- Omokunde
Milwaukee County Board of Supervisors
10th District

Contents

Section I: Main Summary.....	6
Agency Responsible	6
Brief Program Description.....	6
Vision and Values.....	7
Section II - Budget Detail	8
Renovation/Construction Cost(s) & Operating Estimate (Vel Phillips and Residential Site(s))	8
Personnel Costs.....	9
Other Operational Costs	9
Vel Phillips & Residential Site(s) Estimated Budget.....	10
Section III - Cash Match Requirement (Vel Phillips and Residential Site(s)).....	11
Section V - Geographical/Facility Information.....	12
Location and Capacity (Vel Phillips and Residential Site(s))	12
Vel R. Phillips Renovation/Expansion	12
Residential Site Development.....	12
Ensuring Success for Girls	13
Multiple Sites: Ensuring an Appropriate Continuum of Services.....	14
Capacity Analysis.....	15
Section VI - Assessment of Resources/Programming.....	17
Promoting Equity and Fairness	19
Developing Core Program Strategies and Activities	20
Proposed Safety and Security Practices.....	23
Space/Resources Proposed.....	25
Vel R. Phillips Site.....	25
More detailed information about the Vel R. Phillips renovation can be provided as the grant process goes forward, but a general description includes:.....	27
Residential Site(s)	28
Section VII - Project Narrative	28
Relationship to Existing Juvenile Facility and Youth Justice Reforms.....	28
Investing for the Future	30
Renovation/Construction.....	31
Local Stakeholder Input	31

Youth Voice	33
Capabilities and Competencies of Milwaukee County	34
Building a Network of Community Partners	34
DYFS also has collaborations with a variety of community-based agencies that work with the youth who are in the secure detention placement. These collaborations include the following:.....	37
Experience Working with Youth and Families	38
Data Counts	39
Working with Youth in Placement	39
Project Implementation and Timeline	40
Staffing Plan	42
Training Plan(s)	42
Section VIII - Program Sustainability.....	43
Section IX - Closing Remarks: Our Pledge	43
Section X – Letters of Support	44

Section I: Main Summary

Agency Responsible

The agency responsible for developing this application and for implementing a successful Secure Residential Care Center for Children and Youth (SRCCCY) for Milwaukee County is the Milwaukee County Division of Youth and Family Services (DYFS) which is part of the Milwaukee County Department of Health and Human Services (DHHS). Key leadership personnel for the project include:

Mary Jo Meyers, Director DHHS

David Muhammad, Deputy Director DHHS

Mark Mertens, Administrator DYFS & SRCCCY Project Director

Clare O'Brien, Budget and Operations Manager DHHS & SRCCCY Financial Officer

Stuart Carron, Director Milwaukee County Facilities Management Division

Sumaiyah Clark, Enterprise Project Administrator

Additional planning support has been provided by countless other Milwaukee County staff and other community stakeholders. Additional information about the capacity and experience of the Milwaukee County Division of Youth and Family Services is included in subsequent sections of this proposal.

Brief Program Description

Funds will be used by the Milwaukee County DHHS to develop and implement a Secure Residential Continuum of Care for Children and Youth to provide treatment and secure care for Milwaukee County youth found delinquent and placed by the court pursuant to Wisconsin Statutes Chapter 938. Funds will provide for remodeling two pods in the county's existing Vel R. Phillips Youth Detention Center to serve as Assessment and Crisis units for boys, and renovation/converting existing building(s) to serve boys and girls in a community-based SRCCCY site or sites (subsequently referred to as the "residential site(s)"). The proposal supports a total of 54 beds – this reflects 22 beds at Vel Phillips and 32 beds (24 boys and 8 girls) as part of the residential site(s).

Funds are being requested to create and implement the SRCCCY Continuum, including but not limited to: acquisition/preparation of land/property if/as needed, architectural and contractor services related to the renovation of existing building(s) housing and program space to support program activities, visiting, indoor/outdoor recreation space, educational/vocational space, security/safety equipment and technology, furniture/fixtures/furnishings, and equipment (e.g. medical equipment & furnishings, IT, vocational and education equipment and materials, etc.).

Additional funds are requested to support operational costs associated with the start-up/transition phase and additional operating investment required to support a **Wisconsin Model of Youth Justice** including Front-End Diversion and Aftercare Transition. Utilizing the Wisconsin Model tenets as a foundation, our proposal builds on the best research about what works with youthful offenders and asserts that achieving community safety requires much more than simply incarcerating offenders for a period of time. Consistent with this commitment, the proposal includes a significant investment of nearly \$2.9 million for Front-End Diversion and Aftercare Transition programming. This represents an

expansion of community-based services that can prevent and mitigate the need for secure placements of youth (please refer to the section “Investing for the Future”).

Construction costs are anticipated to be \$41,820,770 for both the Vel Phillips renovation and construction/renovation of a residential site. In addition, onetime start up is estimated at \$2,097,588. Ongoing operating costs are anticipated to be \$14,464,876 in the first full year of implementation anticipated by 2022 – this reflects increased operating costs of \$4,466,430 compared to the current budget for State youth correctional charges.

Vision and Values

This work is grounded in the DHHS Vision for the Milwaukee County SRCCY to:

Establish a safe, positive, sustainable, and developmentally appropriate treatment environment for youth committed to the county under Wisconsin Statute Section 938.34(4m) that effectively promotes accountability, protects the community, reduces recidivism, and returns youth to our community with the skills needed to become successful and productive citizens.

There is a long-standing principle related to youth confinement that requires thinking about “detention as a process vs. place”. Long-term community safety comes not from investing in “bricks and mortar” (a place). Rather, meaningful long-term community safety comes when youth have both the motivation and skills to make law-abiding decisions, have strong relationships with and support from successful adults in the community, and have opportunities to thrive economically and socially. As Milwaukee County approaches development of an SRCCY program, that means that there is a strong commitment to build on the vision and system reform efforts that the county has been working on over the last decade and will enable the county to successfully manage and implement the SRCCY as a component in a comprehensive continuum of services for youth and families. The goals for the Milwaukee County Youth Justice system focus on investing for the future to achieve positive outcomes for youth, families, and the community, relying less on “place” and more on strengthening sustainable relationships with our community partners.

Our aims for the SRCCY are the same as our core mission for the overall youth justice system, including promoting racial and economic equity, building safer neighborhoods, ensuring that young people are treated as individuals, fostering their development and rewriting their futures. Utilizing the **Wisconsin Model of Youth Justice** tenets as a foundation, development of the Milwaukee SRCCY program builds on the best research about what works with youthful offenders, has and will continue to proactively engage the family and community in development and implementation of the program, and will provide youth with the skills needed to become successful and contributing members of our community. This model asserts that achieving community safety requires much more than simply incapacitating offenders for a period of time. Achieving effective community safety requires the delivery of critical prosocial skills that are easily generalized to the community environment, the repairing, restoring, or establishing of a connection to the social contract for youth, and enhancement of the youthful offender’s pro-social support network. Local SRCCY programs can achieve each of these objectives that

are currently unachievable within the current harsh practices and geographic reality of the current large, remote youth correctional institutions.

Section II - Budget Detail

Renovation/Construction Cost(s) & Operating Estimate (Vel Phillips and Residential Site(s))

An overview of the Design/Construction and Operating Costs is included below but subject to change as a site is located/acquired and additional design work completed (please refer to the table titled, "Vel Phillips & Residential Site(s) Estimated Budget" below).

The budget provides for the construction and furnishing a complete SRCCCY program that can serve up to 54 youth. The cost estimate below reflects the renovation and additions to the Vel R. Phillips facility and costs associated with renovating a residential site(s) yet to be determined/located. Beyond the construction cost for renovation/creation of space at the Vel R. Phillips Detention Center and residential site(s), the budget also provides for furnishing, equipment, and needed supplies so youth can be transferred from the Department of Corrections by July 1, 2021. Total design and construction costs are anticipated to be up to \$41,820,770 which includes about \$400,000 in planning and design costs incurred as of June 30, 2019. In the coming months, DHHS will work with the Department of Corrections and the Juvenile Corrections Grant Committee to further refine this estimate as more details become known as to the exact locations as well as potential variances to DOC347 that could be granted to achieve cost saving measures as authorized by the amended Act 185. Total operating costs are anticipated to be \$14,464,876 and start-up costs are estimated at \$2,097,588. These costs will be modified as the overall SRCCCY program develops.

The projections are based on estimated staffing projections as well as building on the lessons learned through the implementation of the Bakari Center which opened in January 2019. The Bakari Center is a 24-bed residential care center which uses an evidence-based model of care known as the "integrated treatment model" to reduce youth recidivism.

Milwaukee County will incur start-up and other staffing/operational costs in 2021 while at the same time paying the DOC daily rate for placement of youth remaining at Lincoln Hills/Copper Lake Schools and the Mendota Juvenile Treatment Center (MJTC). Since staff need to be hired and trained prior to July 1, 2021, the proposal includes start-up costs associated with on-boarding staff as well as developing and beginning several initial contracts for specialized services such as mental health, health care, food service, Front-End Diversion and Aftercare, etc. The scope of services and programming for these contracts will be developed in the coming months and are described in greater detail in the section titled, "Investing in the Future."

Personnel Costs

Based on a preliminary projection of staffing need, the estimated annual cost related to personnel is \$5,854,289. This includes funding for salaries, overtime, taxes, and fringe benefits for both Vel Phillips and the residential site(s). These costs are anticipated to begin in the last six months of 2021. The costs for Vel Phillips reflect the net increased costs compared to the current staffing for the Milwaukee County Accountability Program (MCAP). The proposed staffing plan provides for maintaining a ratio of one Youth Development Specialist staff for every five youth during waking hours as well as supervision staff on-site that meets or exceeds the requirements of DOC347. This compares to the current staffing for MCAP which is 1 to 12. The staffing plan developed for the residential location reflects a 1 to 5 ratio for boys and 1 to 3 ratio for girls. Salaries and fringe costs assume an outside provider will operate the facility.

Costs associated with hiring, orienting, and training staff will be incurred in 2021 during the startup/transition phase of operations (those costs are included below as one-time start-up costs). This investment in the people who care for our youth is necessary to provide a safe, secure and meaningful treatment milieu.

A final staffing plan will ultimately be developed as many of the programmatic aspects of the SRCCCY are established in the months ahead, but it is important to emphasize the commitment to the basic principle that while a building/facility can enhance or hinder providing an effective program, the critical factor in achieving success is how the program is staffed and operated. The County will work collaboratively with the Department of Corrections and the Juvenile Corrections Grant Committee to provide additional cost detail as may be needed to facilitate consideration of this proposal and finalize a grant award.

Other Operational Costs

Contractual and Operational Costs: This category of costs includes a preliminary estimate of the annual cost of services not provided by county personnel, including operational costs such as supplies, clothing, utilities, equipment, IT, consumables, and other things required for the functioning of the facility and program.

Additional contractual services include medical care, food service, mental health services, additional youth program activities, transportation, family support, maintenance and other administrative support, as well as costs associated with projected cost of placement of youth at the Mendota Juvenile Treatment Center. As with personnel, there will be some operational/contractual costs incurred in early 2021 in preparation for transitioning youth in July 2021.

The total preliminary estimate for annual contractual and operational costs is \$14,464,876. This compares with the estimated 2019 budget for DOC orders of just under \$10 million. This creates an operating gap of \$4,466,430. In addition, the estimated 2021 start-up costs will be \$2,097,588. These costs will be modified as the overall SRCCCY program develops.

Further detail on the types of costs is provided in the footnote section following the chart below.

Vel Phillips & Residential Site(s) Estimated Budget

Capital Category	Projected Cost
Residential Renovation	\$30,727,901
Vel Phillips Construction	\$5,264,037
Fees & General Conditions	\$3,378,832
Owner Costs	\$2,450,000
Total Renovation/Construction Cost*	\$ 41,820,770

One-time Start Up¹	\$ 2,097,588
--------------------------------------	---------------------

Operating Category	Projected Annual Cost
Personnel ²	\$5,854,289
Outside Contractual Services ³	\$3,817,552
Outside Contractual – Programming ⁴	\$3,609,208
Commodities/Supplies ⁵	\$550,408
Facilities and Admin ⁶	\$633,419
Ongoing Operating Costs	\$ 14,464,876

***A true cost analysis is required to refine this figure and final cost estimates still need to be determined. Therefore, this amount is preliminarily based on the percentage of Milwaukee County youth currently held at Lincoln Hills and Copper Lake compared to the overall population.**

Footnotes

¹ One-time start-up costs are those associated with personnel costs for staff required in 2021 (including training, transition, etc.), purchase of transportation equipment, security supplies, staff and youth IT equipment and supplies not included in construction FF&E, laundry, kitchen, recreation, utilities, education, and other miscellaneous supplies needed to “open” the facility.

² Personnel costs include Salaries/Wages, Overtime, Taxes, Fringe Benefits.

³ Outside Contractual costs include costs related to medical, dental, and additional mental health; estimated costs to place youth at MJTC, food service, and on-going contracted staff training.

⁴ Programming includes Front-End Diversion and Aftercare involving mentoring, additional post-transition monitoring and support, individualized alternative educational programming, enrichment/cultural programming, individualized vocational training supports, and flexible youth/family supports.

⁵ Includes youth clothing, hygiene supplies, IT system supports/licenses, employee uniforms, on-going facility supplies, rewards/incentives for youth, on-going furniture/equipment supplies/maintenance.

⁶ Facility costs include maintenance and repairs of buildings/grounds & equipment, utility costs, housekeeping, security equipment service contracts.

Section III - Cash Match Requirement (Vel Phillips and Residential Site(s))

A true cost analysis is required to refine the estimated cost impact and final renovation/construction estimates still need to be determined. Therefore, estimates are preliminarily based on the percentage of Milwaukee County youth currently held at Lincoln Hills and Copper Lake compared to the overall population. Once the cost estimate is finalized, DHHS is prepared to support the 5 percent cash match.

Section V - Geographical/Facility Information

Location and Capacity (Vel Phillips and Residential Site(s))

Vel R. Phillips Renovation/Expansion

A portion of the new SRCCCY program will be co-located with the existing Vel R. Phillips Youth Detention Center on Watertown Plank Road in Wauwatosa. Two of the units at Vel Phillips that currently serve youth placed in the MCAP long-term detention program will be renovated, and additional space will be created to provide housing for up to 22 youth. The rated bed capacity of Vel R. Phillips Youth Detention Center is **120** and youth held in that facility receive a full complement of education services (provided by Wauwatosa School District), mental health and health services, and participate in a wide variety of other skill development, recreational, cultural, and creative arts programs. The Center consists of **7** housing units, each unit meeting the requirements of DOC346 including exceeding minimum requirements related to dayroom space and access to multi-purpose and recreation space.

In addition to renovation that will enhance the “normative” nature of the two MCAP units at Vel Phillips, additional classroom, recreation (indoor and outdoor), mental health, green space, and other support spaces will be developed for the SRCCCY program. Since almost all youth that will be placed in the SRCCCY are housed at Vel Phillips pending their disposition, the transition to the SRCCCY portion of the program for the initial assessment phase will be relatively seamless. Information about the youth’s education needs, mental health needs, and behavioral support needs will be readily available to staff completing a full assessment and treatment plan as part of the initial SRCCCY assessment process. These Vel Phillips units will also be used for youth that: (1) need the more secure, institutional setting based on behavioral concerns for a period of time, (2) have special needs that can best be met within the Vel Phillips facility, and/or (3) short-term stays for youth on aftercare who may require short-term reevaluation/planning as the result of aftercare violations.

Residential Site Development

For the residential component of the SRCCCY, the plan provides for collaborating with existing community partners and facilities to remodel one or more existing buildings to reach a maximum capacity of 32 (8 girls, 24 boys) for the residential portion of the program. The combined program components result in a maximum SRCCCY capacity of 54 youth. The location of the SRCCCY residential site(s) has yet to be determined, but that search will be guided by key criteria that were used for the original campus site search, including proximity to areas of the community that youth come from (“close to home”), proximity to supporting resources and programs, ease of access by family members, and other environmental factors that promote a more normative living arrangement.

Additionally, a priority will be placed on collaborating with existing community-based programs that may have the capacity to partner with the County to identify and utilize facilities so that construction of new facilities is not required. This will be more cost-effective for the County, provides some flexibility to respond to changing needs/demands for space over time, and strengthens the relationships we have

with current programs and/or new providers. Also, our community-based partners bring with them their experience working successfully with youth in a variety of settings, positive relationships with the families and communities served, and opportunities for exploring new and creative solutions to some of the “place-based” problems that have traditionally “plagued” any kind of residential or institutional setting.

Presuming additional flexibility/variance is granted in terms of DOC347 requirements, the County intends to modify the building(s) and sufficiently staff the homes to ensure community safety as well as the safety of youth placed in the SRCCCY program and provide a treatment program that will produce positive outcomes.

Ensuring Success for Girls

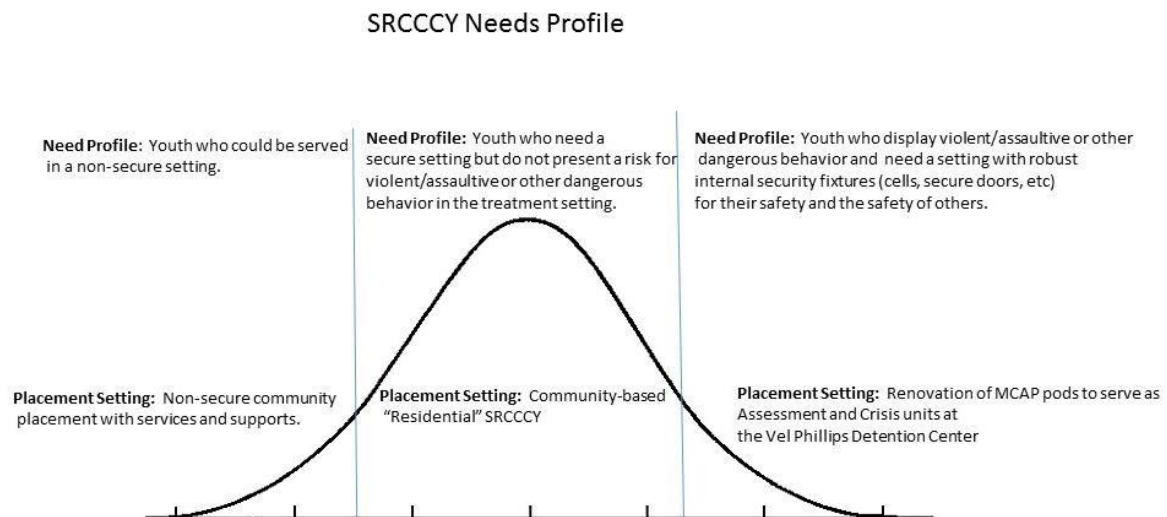
In terms of scope and need, in 2018, Milwaukee County had 1,891 referrals to the DYFS, and of those 1,891 referrals, 408 were for girls, or 22% of total referrals. DYFS currently has 181 girls that are under supervision with DYFS. Milwaukee County has sent a total of 75 girls to corrections from 2011 through the end of 2018, for an average of 9.4 girls per year. None have been sent in to corrections in 2019 but currently has 4 girls in Copper Lake School. Through other initiatives, the county hopes to support girls in the community so that SRCCCY placement is not required, but realistically we need to be prepared to have space when needed or risk having to place girls out of the county/state.

The Integrated Treatment Model (ITM) to be developed for the SRCCCY is based on Dialectical Behavioral Therapy (DBT), a cognitive behavioral approach that incorporates dialectical theory and mindfulness practice. DBT was originally developed for women who were chronically suicidal and selfinjurious and has been widely researched to show effectiveness for a variety of behaviors and has been successfully adapted for youth. The ITM is an evidence-based intervention that can be learned by staff, is appropriate for deep end juvenile justice involved youth, is strengths based, culturally sensitive, and addresses multiple youth issues.

Most recently, DYFS is one of four sites (along with teams from Kansas, Maine and Vermont) that have been selected for the *Advancing a Continuum of Care: Engagement, Supports and Services (ACCESS)* via **the National Girls Initiative (NGI)**. The goal of the *ACCESS* project is to reduce our current over-reliance on incarceration of girls while supporting them and their families by expanding existing supports and services that encourage healing, accountability and restoration of self-esteem, dignity and a sense of personal agency for girls. Over the course of the next two years, Milwaukee County will be provided training and technical assistance from the National Crittenton team and other content area experts. DYFS plans to continue to work with the NGI to develop and implementing a plan to expand the existing continuum of care and services for girls to reduce the number of girls who become involved in the youth justice system. DYFS is committed to providing services and interventions that are specific to the unique needs of girls and will work with NGI on developing this continuum of care involved in the youth justice system, including applying that learning to working with girls in the SRCCCY.

Multiple Sites: Ensuring an Appropriate Continuum of Services

An examination of the needs profile of the Milwaukee County youth currently served in youth corrections indicates a rough distribution across a bell curve of youth who could be safely served with services in the community, youth who need a secure setting but can be safely served in a more normative living environment, and youth who require a secure environment with a more robust internal security infrastructure like a detention setting for their safety and the safety of others. The diagram below illustrates how these needs profiles could be distributed across treatment settings in the future state.



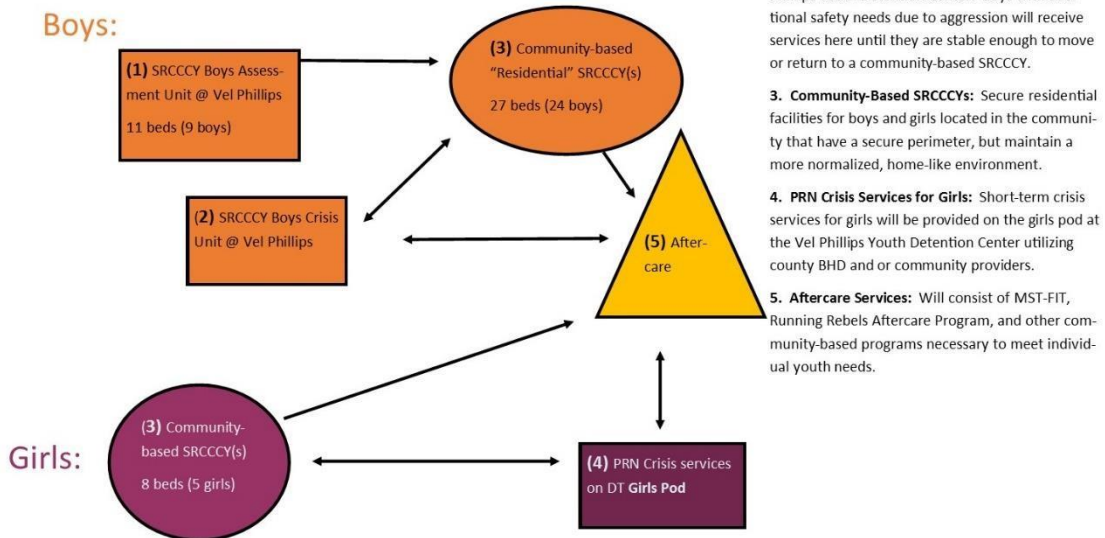
To establish an optimum service delivery continuum that meets the needs profile, the development of a multi-site approach is the best option to allow the County to address the needs of several different types/classifications of youth anticipated for the SRCCCY program. In particular:

- Integrating the SRCCCY program, including the assessment phase, with other community-based options;
- Providing space(s) for the majority of youth who need a secure setting but can be served in a less "institutional", more "normative" environment;
- Efficiently using renovated and expanded space at the Vel Phillips facility as a transition and assessment step for youth from the secure detention facility to the SRCCCY as well as providing a more robust secure space for youth that need that more secure setting for a short period of time.

The illustration below helps summarize how the various components of the overall SRCCCY program can work together to help ensure that youth are placed in the most appropriate setting to meet their needs while also ensuring safety for the community. As needs are assessed and progress toward reaching

individual treatment goals occurs, the County can work with our community partners and develop flexible “return home” plans that build on the success of the SRCCCY programming.

SRCCCY Service Delivery Flowchart



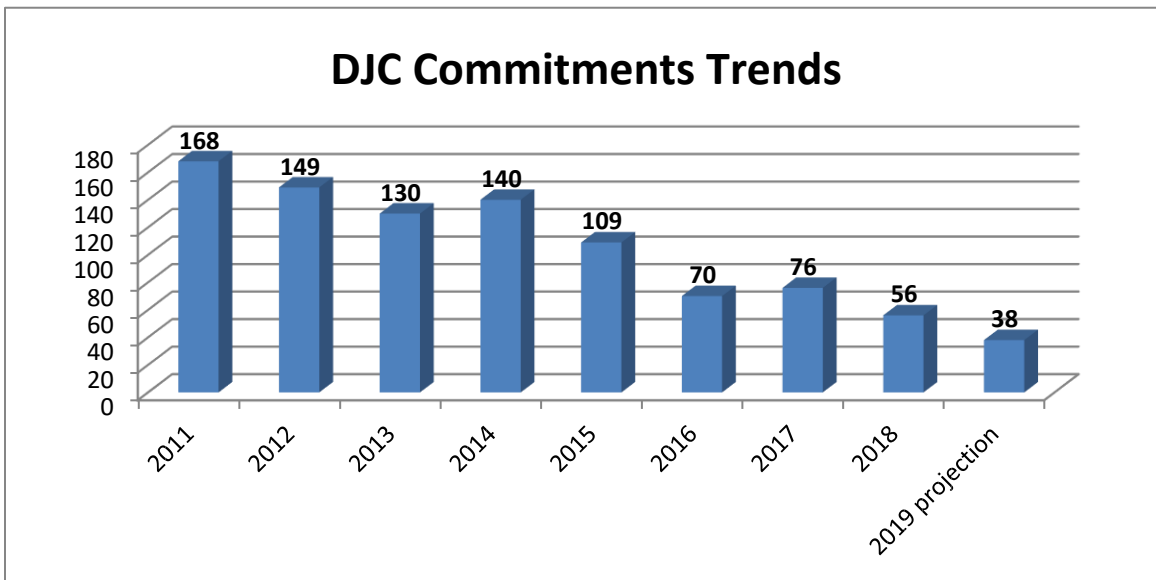
Capacity Analysis

A key factor in ensuring SRCCCY success is based on the simple notion that all programs/services provided through the youth justice system should be provided assuming they are “the right services for the right youth/family, by the right people, at the right time.” This is the essence of basing decisions and services on what the evidence and research tell us is effective. Related to secure confinement, including the SRCCCY program, the implication is that the system (through proper assessment and planning) place only those youth that need to be in confinement and only for as long as necessary to achieve successful transition home outcomes and long-term community safety.

As noted in the prior proposal, the project team spent concentrated time in mid-November with Annie E. Casey experts to help map out a process to arrive at a recommendation related to space needs. That process included confirming some Milwaukee-based baseline data, brainstorming policy levers (program, process changes) that could impact the number of beds needed and reviewing best practice and outcome literature related to the use of secure confinement. The team gathered information related to the age, offense history, and risk level of youth recently placed in corrections and MCAP. Additional assumptions about future delinquency trends, demographic changes, and program and process changes that can impact the need were discussed. For example, youth with less serious offenses and/or at lower risk of reoffending will benefit from shorter lengths of stay, strengthening alternatives to “revocation” of youth for technical violations, and implementing effective transition plans all will reduce the need for space in the SRCCCY.

Examples of some of the data and assumptions made by the team in developing a recommendation included:

- Between November 2015 and November 2018, the ADP of youth in secure placement (not including Serious Juvenile Offenders that will be placed in the State’s Type I facility) declined from nearly 140 to 77. This continues the trend that has occurred over the past decade.
- Through improved assessments and community based programming, the number of youth requiring placement in the SRCCCY can be reduced; and for those youth placed in the SRCCCY, particularly given the proximity of the facility to family and community supports, improved programming and community-based supervision can result in an overall decrease in the length of stay (LOS), resulting in an overall average LOS lower than the current average of about eight (8) months.
- There will continue to be a general decline in the number of youth arrested for delinquent offenses, a trend that has continued for well over 20 years.
- Combining a general decline in youth arrests/referrals and implementing additional strategies to provide community safety through utilizing community-based programs and services, the number of youth in juvenile corrections and/or MCAP at the time of the SRCCCY opening can be reduced to as low as feasible to enable a safe transition to the SRCCCY (refer to chart below illustrating the trend). The projection for the 2019 commitments to Lincoln Hills/Copper Lake has dropped to 38 (this does not include youth placed in the MCAP program).
- Raising the age of juvenile court jurisdiction to include 17-year-olds will have some impact on the number of youth placed, but that can be absorbed in the current plan.
- The ADP for the SRCCCY program should represent approximately 85% of the capacity, providing flexibility for proper classification and programming of youth and managing the facility during “peak” population periods.



Combined with an enhanced commitment to pursuing community-based programs to reduce the need for SRCCCY placement and/or shorten the length of stay, the projected ADP for the SRCCCY program has been reduced to approximately 46 youth (estimated to be 5 to 6 girls and approximately 40 boys). The County is deeply committed to implementing additional system reforms and programs that can support youth remaining in the community rather than needing an out of home placement while at the same time ensuring community safety.

Section VI - Assessment of Resources/Programming

The on-going work of developing a well-integrated program model for the Milwaukee County SRCCCY is informed by multiple approaches and bodies of best practice research that have developed over the past 15+ years. Along with the research about adolescent brain development and the impact of trauma on youth, there is a substantial body of knowledge and research that identifies best practices in working with youth in a confinement setting. A complete and successful SRCCCY will integrate key physical, interpersonal, and programmatic components into a consistent and holistic residential model that will lead to successful outcomes for youth and the community. These program approaches, along with all the other youth justice reforms in Milwaukee County, are consistent with the elements of the ***Wisconsin Model of Youth Justice* (as indicated below)***. Regardless of the ultimate physical plant structure, there are several concepts and best practice principles that will be integrated into the SRCCCY program, including:

- **Positive Youth Justice**: A Positive Youth Justice approach to working with youth focuses on identifying/enhancing existing youth strengths/assets and building the pro-social skills and relationships that research has shown are critical in helping youth make the transition to a successful adulthood in key life domains including work, education, health, relationships, community, and creativity. The SRCCCY program will assess youth strengths and interests and develop creative treatment plans to build on those youth assets.
- **A Balanced Approach***: Initially developed in the late 1980s, the core elements of the Balanced Approach are consistent with the goals of Chapter 938, the Juvenile Justice Code, namely promoting community safety, having youth be accountable for their actions, and helping youth learn pro-social skills/competencies that will enable them to be successful in the community. These balanced goals can also help frame how to proactively engage youth in learning skills and taking responsibility within the residential program itself.
- **Restorative Justice***: Consistent with the accountability goal of the Balanced Approach, Restorative Justice strategies are focused on having youth understand the impact of their behavior on others and taking steps to “make amends” to the community/persons that have been harmed. There are multiple ways to integrate restorative principles and practices in a residential setting, e.g. using restorative “circles” for problem-solving, various victim awareness programming, community service opportunities, etc.
- **Trauma-Informed Care***: Understanding how the impact of various traumatic experiences (both in terms of specific events as well as longer-term trauma exposure and environmental trauma)

impacts brain development, adolescent development, and behavior, leads to a better understanding of how to interact with youth and how to develop a physical and interpersonal environment that overcomes the challenges resulting from the trauma experienced. All staff interacting with youth in the program can learn how to better prevent re-traumatizing youth in the facility and how to help youth and families learn coping mechanisms that they can use upon return to the community.

- Evidence-Based Practice*: There continues to be a growing body of research about what strategies, programs, and approaches are most successful in helping youth succeed. For example, research confirms that cognitive-behavioral strategies are effective in helping youth understand what is behind their own behavior, understanding how to interrupt negative cycles of behavior, and teaching new pro-social skills and behaviors that will lead to success. Likewise, there are other areas of programming that can be well-informed by best practice standards and, when properly implemented, contribute to a comprehensive and integrated approach to ensuring positive outcomes. Milwaukee County has continued to implement a variety of evidence-based programming both in the Vel R. Phillips Detention Center and in its community-based supervision programs.
- Family Involvement*: Critical to long-term success for youth will be the meaningful engagement of identified family members who can support the youth both during placement and through transition to the community. Program activities and practices should be informed, and to the extent possible, driven by family members and other natural supports being able to participate in key case planning decisions and proactively keeping them engaged in the youth's progress throughout the placement.
- Transition Home Frame of Mind*: A more traditional way of thinking about transition home focuses on the case planning related to a youth's return to the community, but applying a true transition home focus in the SRCCCY will have a substantial impact on all program components, including how the facility is designed, how staff interact with youth, the development of specific treatment programs that focus on identified needs, the behavior management and discipline system, the role families play in the process, and how various community partners are engaged with youth in the program. Additionally, Milwaukee County's SRCCCY will incorporate a strong "return home" support component, utilizing Credible Messengers, identifying natural supports to "wrap around" the youth to ensure success, and identify continued achievement benchmarks to track.
- Culturally Relevant/Informed Framework*: It is important that all aspects of the program be viewed through and informed by an understanding and appreciation for cultural differences that exist in our community and among the youth and families served. Among other things, applying this lens will impact staffing, the selection of program activities and curriculum, and how families and other community members and resources are involved in and integrated into the overall program.
- System of Care/Wraparound*: The wraparound approach includes a strong commitment to a number of values and practices that can be implemented in the SRCCCY program, particularly as they relate to making sure that plans are developed and services provided to address the unique needs of each individual youth, that a strong cross-disciplinary team is developed to ensure everyone involved is working together, and that critical family members have a strong voice in the planning process and are routinely engaged in key decisions made throughout the youth's placement. Wraparound Milwaukee has been a national leader in providing wraparound supports

for youth and families, is a strong and supportive partner with the DYFS Youth Justice System and has been a consistent voice in development of the SRCCCY model for the County.

- **Continuous Quality Improvement***: Milwaukee County has developed and continues to rely on a wide range of data from the point of first contact with youth all the way through post-supervision to assess program effectiveness. Tools to support this work range from using evidence-supported assessments with youth up through using data to track a variety of Performance Based Standards (PbS) and other quality assurance measures that help inform key management decisions for the Youth Justice System and help keep the community informed about our success.

Combined with an approach that provides youth opportunities for learning and creative self-expression, recreation, improving nutrition and physical well-being, and mental health these concepts form the foundation for serving the “whole” youth and putting them well on the track of successful transition to adulthood.

Promoting Equity and Fairness

Currently Wisconsin has the second highest rate of disparity in confinement between white and black youth in the nation. Despite a 50% reduction in youth incarceration since 2005, Black youth are still 15 times more likely than white youth to be confined in our state. This alarming disparity extends to Milwaukee County. In 2018, youth of color made up 1,065 or 93% of detention admissions. Black youth were admitted to detention at a rate 12 times higher than their white counterparts.

Race	Number of Admissions
Black	991
Latinx	68
White	80
Asian	3
Native American	3
Unknown	4
Total Admissions	1,149

2018 Milwaukee County Detention Admissions by Race

Milwaukee County has made ongoing efforts to ensure that our manner and approach to dealing with the population of youth served considers racial and ethnic disparity (RED) issues in the assessment, as well as other cultural considerations and disabilities afflicting the population served. DYFS values its clientele and works to conduct planning and providing care to youth and families involved with the youth justice system so that similarly situated youth are treated similarly. Moreover, in our efforts to analyze RED issues, application of an “equity lens” and intentional work to reduce bias at each decision point of detention reform is central. This includes but is not limited to our involvement in the Juvenile Detention Alternatives Initiative (JDAI) through the Annie E. Casey Foundation and other systematic methods of decision-making, as well as reviewing ongoing validity studies of our screening and assessment tools.

DYFS has spearheaded an effort to engage the community by developing a committee to focus primarily on the dynamics of our involvement with the community and the disparities that exist within the context of our youth justice system. Working with the Racial and Ethnic Disparities (RED) Committee, a subcommittee of the JDAI Community Advisory Board, DYFS is engaging and collaborating with members of the community in a way that has not been done before. Simply stated, we are asking the community what they want and need for the youth within it and assessing how this collaboration can result in making the needed changes to the current juvenile justice system.

Moving this type of agenda forward at local levels requires the county commit to key principles that drive the work, including: (1) Children should be served in the least restrictive setting possible; (2) Families are key to the success of their children and should be empowered and engaged by the juvenile justice system; (3) Eradicating racial, ethnic and gender disparities will significantly reduce commitments and placements; and (4) The system's "pipeline" (from intake through probation/supervision to aftercare) all influence reliance on confinement and must be examined and strengthened to achieve reductions in out-of-home placements.

Developing Core Program Strategies and Activities

Consistent with the various underlying concepts above and to achieve the Vision for success that has been established by the Steering Committee, the Programming Workgroup began by thinking about various programs and activities designed to:

- Ensure provision of an **education program** that provides high quality instruction and experiences based on each youth's strengths, learning style, interests, and special needs;
- Create an **integrated treatment and positive youth development model** that emphasizes emotional regulation, pro-social decision making, enhanced social competencies, and family engagement and where adolescent brain development and the impact of trauma on the physical, cognitive, relational, and emotional well-being of youth is understood and addressed; and
- Provide a **safe and secure living and learning environment** in which **all** interactions with youth are focused on building positive relationships and utilize advanced skills in redirection, crisis intervention and positive reinforcement to maintain a supportive, culturally intelligent, and therapeutic milieu and promote successful transition to the community.

As discussions began, the workgroup took steps to ground the work within some core values that serve as guideposts in the development of programming. The core values developed are framed in the following statements of belief:

- *We believe that the most important word in Secure Residential **Care** Center for Children and Youth is **CARE**.*
- *We believe that every youth is entitled to treatment in an environment that acknowledges their dignity and strengths, promotes health, and provides opportunities to grow and become a responsible adult that thrives in our community.*
- *We believe that youth and their families are critical partners in the rehabilitation process. Their beliefs and preferences must guide the rehabilitation process. "Nothing about us without us."*

- *We believe that “return home” planning should start prior to admission to the program and that youth should stay in secure care only as long as necessary to assure community safety.*
- *We believe in every child’s right to a quality education.*
- *We believe in the power of engaging community resources to help provide a continuum of care that supports our principle of an integrated treatment model.*
- *We believe that working together over the long term, we will not only achieve our Vision but also will reduce the need for youth correction facilities in Milwaukee County.*

Applying the core values along with the body of knowledge about what works with youthful offenders, as program components are developed there are two guiding questions: (1) is the program/activity consistent with our core values? and (2) is the program/activity consistent with best-practice research about what works with youth?

As might be seen in other residential treatment facilities within a safe and welcoming living environment with a high staff/youth ratio, the **individual** youth’s care and treatment plan will guide their involvement in selected programs such as:

- Psychological assessment, trauma assessment, Youth Assessment & Screening Instrument (YASI), family cohesion, substance abuse, and other assessments* will be conducted as part of the initial transition phase into the facility and updated as appropriate. These assessments will inform the development of **an individualized treatment plan** for each youth in placement.
- Application of an Integrated Treatment Model which integrates well-research cognitive-behavioral and behavior management tools into a cohesive, consistent, and mutually reinforcing approach will assist in shaping youth behavior and teaching new and improved skills. This approach has been successfully implemented in Bakari Center, the County’s recently opened residential treatment program.
- A behavior management system which utilizes incentives (with a high positive to negative ratio) and relationship-based approaches to preventing and/or responding to behavioral issues that often get youth into trouble in a residential program. An approach to discipline will favor “teaching” skills that youth can use in the community rather than simply emphasizing institutional compliance.
- Dialectic Behavior Therapy (DBT) is a specific form of Cognitive Behavior Therapy (CBT) used to treat suicidal and more acute mental health issues. This approach can be delivered through individual therapy and group skills training, and the County will utilize evidence—based CBT programming throughout the SRCCY.
- Multisystemic Therapy (MST) is an intense, family-focused and community-based treatment program for youth with serious criminal offenses and are possibly abusing substances. It is also a therapy strategy to teach their families how to foster their success in recovery.
- Juvenile Cognitive Behavioral Intervention Programs (JCIP), utilizing one or more evidence-based approaches that have demonstrated positive outcomes in teaching youth how their thoughts and beliefs impact their behavior, learning techniques to interrupt harmful thought-behavior responses, and promote the acquisition of new problem-solving pro-social behaviors through opportunities to practice those skills in the facility.

- Psychiatric, psychological, medical, and nursing services to ensure that all health needs of youth are met while in placement and help youth identify steps toward developing a healthy lifestyle as they mature.
- Full time, individualized education programming will include full assessments, special education supports, core academic coursework, credit attainment/recovery, STEM, physical education, and expressive arts according to youth's interests to assist the youth with their specific educational needs. Initial discussions have taken place with the Wauwatosa School District regarding the provision of educational services. This makes sense in that the Wauwatosa District currently provides services at the Vel R. Phillips facility and would continue to do so, including ensuing a complete educational assessment for youth placed in the SRCCCY program. Milwaukee County will reach out to other school districts as appropriate once the residential site(s) is/are determined.
- Vocational training and planning will be provided based on a youth's interest and their treatment plan/goals that will provide certification and/or skills that the youth can apply to future vocational opportunities. Some programs and resources that the county already has a partnership with can provide programs for youth while in the SRCCCY, and those partnerships with private and public workforce resources and programs will be expanded. The program will be following up on initial discussions with MATC to help transition youth to programs that can support their interests. One of the best tools for youth to become successful upon reentry to the community will be to participate in some sort of employment/workforce program.
- Family therapy to engage family members identified by the youth in strengthening their relationship(s), addressing mental health or other treatment needs, learning new problem-solving skills, and building the foundation for successful transition for the youth back into the family and community.
- Mentoring opportunities will be facilitated which link community adults and **credible messengers** with youth to provide individualized supports and relationships that can be continued when the youth return to the community. Models of mentoring that focus on developing internal assets in youth have demonstrated their effectiveness in supporting a youth's transition to adulthood.
- Independent Living Skills which promote skills related to personal care, money management, employment, goal setting, transportation, problem-solving, peer refusal skills, parenting, and more will be offered to the youth. To the extent that the SRCCCY program can create opportunities for youth to actually practice these kinds of skills while in placement, the more likely it is they will be able to perform them successfully upon release.
- Recreational, cultural, & leisure skills programming and activities that help meet the physical activity and creative strengths and needs of youth and help them learn how to constructively utilize their free time both in the facility and upon release.
- Visitation and Family Contact: Building and maintaining a relationship with family members is a critical element of the overall transition home process, a process that begins at the time the youth is first admitted to the program. In addition to providing therapeutic support to families, the program will incorporate proactive and sustained outreach to engage families/key adult supports. Families will have a strong voice in developing treatment plans and evaluating progress, and barriers to meaningful family involvement will be eliminated.

As key leadership staff come on board in 2020, a key task will be to further develop and define the range of programs that are available in the SRCCCY. Additionally, **how** these programs are delivered and by **whom** they are delivered make a difference. It is critically important that:

(1) **Services be delivered in a way that validates and values every youth's culture, race, and ethnicity; this is most credibly delivered by staff who reflect the culture, race, and ethnicity of the youth and families** involved in services; and

(2) **Quality assurance procedures** must be applied continuously to maintain fidelity to the treatment model and the overarching principles and values. As noted earlier, the County has significantly increased its commitment to making data-driven decisions and, consistent with the Wisconsin Model of Youth Justice, will be developing Performance Based Standards (PbS) related to many of the core program principles and practices (e.g. family engagement, educational attainment, strength-based skill development, return home planning, post-release outcomes, and safety/security practices).

Proposed Safety and Security Practices

Safety and security within the Milwaukee County SRCCCY will be maintained primarily through engagement and effective programming. No pepper spray or other chemical agents will ever be used, and punitive seclusion will be prohibited. While there is a complex interrelationship of many program elements that help ensure safety and security in a facility, for purposes of this proposal three key elements are highlighted:

- **Environmental/Facility Factors:** Adolescents are particularly sensitive to environmental factors that impact their emotional level, comfort level, provide sufficient personal space and privacy, and support the provision of a variety of programs that meets their needs and interests. The lasting impacts of trauma they have experienced, how they perceive themselves in relation to the community, and how successful we can be in supporting transition back home are all dependent on the environment in which they live. This element also includes the basic structural components of a facility (e.g. cameras, security hardware/locks, etc.).
- **Staff Training and Relationships:** The best security comes through establishing positive relationships between staff and youth, a relationship based on a caring and respectful approach to working with youth. Staff that are well-trained in providing trauma-informed care, verbal deescalation strategies, understanding implicit bias, effective communication approaches, and preventive supervision strategies will contribute to the overall safety and security of the program and reduce, if not eliminate, the need for the use of restraints and/or confinement for safety reasons. Staff training also will include teaching safe restraint techniques, which if and when needed minimize the risk of harm to the youth and/or staff.
- **Program:** Through the implementation of the Integrated Treatment Model (ITM), all staff will be skilled in engagement, redirection, and validation of youth. ITM has been demonstrated as an effective model in substantially reducing incidents of aggression and self-harm in institutional settings. In addition to the services and activities that are typically thought of as being part of the treatment provided, facilities also implement some form of behavior management and

discipline that helps promote positive behavior change. It is axiomatic in youth care facilities that *"...if you don't plan activities for them, they will plan activities for you,"* and successful behavior management requires both a programmatic and a personal strategy. Confinement and/or the use of restraints should only be used when a youth presents an imminent danger to other youth or staff in the facility. Other behavior management strategies, including those that have been developed in the Vel Phillips Detention Center, rely on immediate verbal redirection and incentive-based reinforcers that help shape a youth's behavior.

Specifically related to DOC347, Sub-Chapter IX, policies and procedures will be written and implemented to conform with, if not exceed, those requirements. Complete documentation of behavior incidents and staff response to those incidents will occur, and an "after action" review of any incidents that require the use of restraints or room confinement. This review will support the on-going skill development for all staff, help identify alternative approaches that could have been taken, and identify steps that can be taken to prevent reoccurrence.

Room confinement for other than preventing imminent harm to youth or staff will be limited, meeting or exceeding the requirements of DOC347 and best practices related to isolation. In addition to extensive staff training and use of an Integrated Treatment Model approach, any use of room confinement will be carefully monitored and documented, and other supporting staff will be actively engaged to ensure that the mental and physical health needs of youth are met.

Current practice in the Detention Center and MCAP program ensures that any mechanical restraint (handcuffs, restraint chair) are used rarely, use is approved through supervisory review, the duration is limited to only as long as necessary to avoid imminent harm, and appropriate mental health personnel are engaged in assessing the youth's status. There is no use of chemical sprays or other control tools. Policies and procedures for the SRCCCY will reinforce these limitations.

Related to concerns about self-harm, the County has established best-practice policies and procedures related to observing youth, referring concerns to appropriate mental health crisis and on-going supports, placing youth on various self-harm prevention levels, and making sure youth are integrated into on-going programming. Evidence from other programs around the country that have adopted an Integrated Treatment Model have seen significant reductions in self-harm behaviors, so as the county anticipates adopting those practices those concerns can be addressed.

Finally, the County's experience at the Vel R. Phillips Detention Center and the recently developed Bakari Center have proven to be positive in reducing potentially harmful incidents and have contributed to significant reductions (over 70%) in the use of restraints or force and the number of incidents that result in some kind of injury to staff (especially those that previously resulted in workers compensation claims and missed work).

Space/Resources Proposed

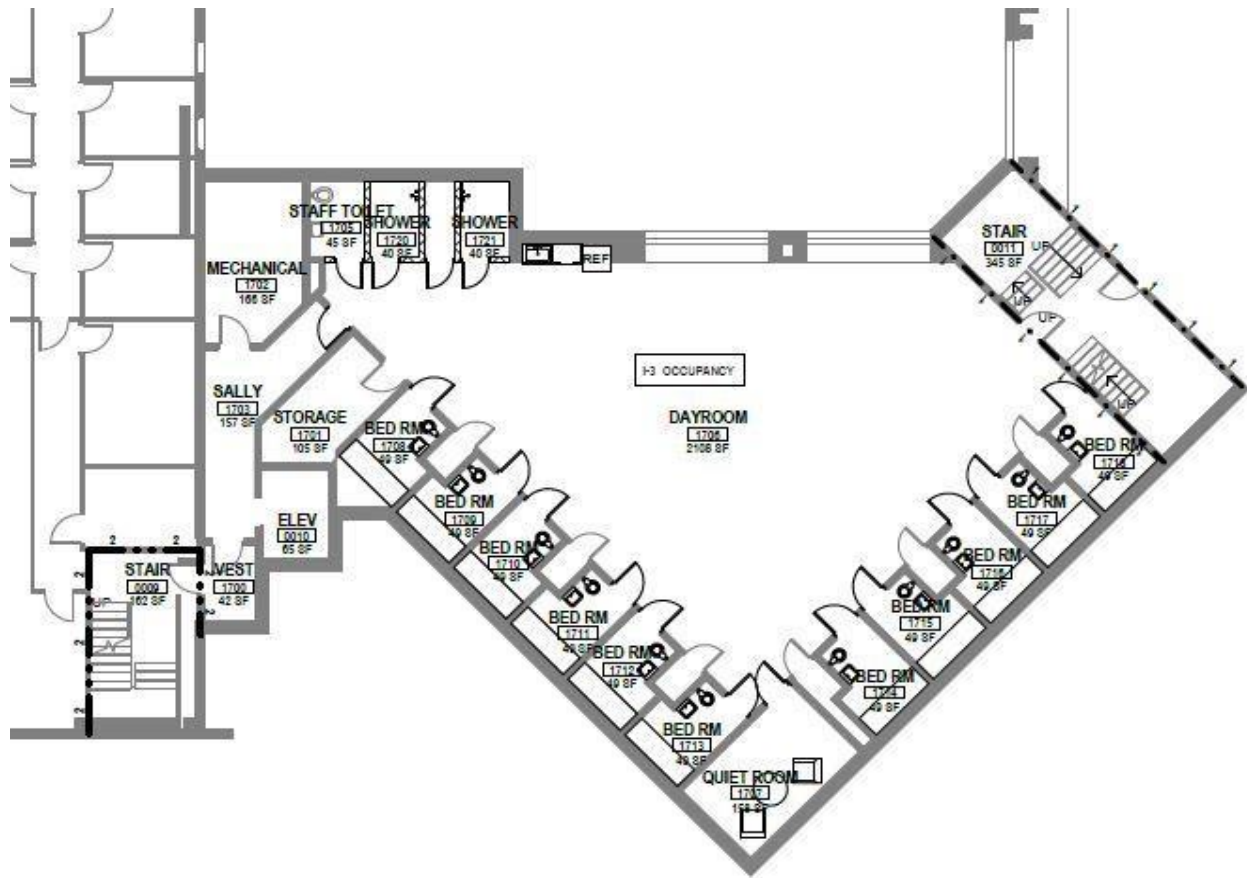
Vel R. Phillips Site

Additional space resulting from the remodeling of two MCAP units and creating additional education and program space results in the following approximations of spaces required in DOC347:

Vel Phillips Remodeling	Total Sq. Footage
Youth Housing, including dayrooms, sleeping rooms, toilets, etc.	10,180
Receiving Rooms	Shared with detention center
Holding Rooms	Shared with detention center
Multipurpose space	Included in education & program space
Education/Classrooms	3,100
Education Support (offices, testing rooms, multimedia, etc.)	Included in education & program space
Vocational Support & Training	Included in education & program space
Mindfulness Space	Included in both housing and education spaces
Indoor Recreation Space	Shared with detention center
Outdoor space	Shared with detention center
Healthcare space	Shared with detention center
Food Service	Shared with detention center
Receiving Space	Shared with detention center
Visitation Space	Shared with detention center
Administrative Support	Shared with detention center
Staff Support space	Included in education & program space
These allocations represent the internal measurements of the indicated space, i.e. does not include a grossing factor and other spaces that need to be constructed or renovated (e.g. hallways, mechanicals and mechanical closets, walls, storage closets, etc.)	

All spaces listed as “Shared with detention center” meet or exceed current DOC346 size requirements, which are largely consistent with DOC347. Unless otherwise excepted for a specific program/presentation or approved variance, all shared spaces will be operated in accordance with DOC347 requirements.

Vel R. Phillips Layout Level 2 Renovated



More detailed information about the Vel R. Phillips renovation can be provided as the grant process goes forward, but a general description includes:

- The lower level includes one housing unit (including all required elements) that will be renovated and classroom, recreation, multi-purpose, program, and outdoor greenspace that will be added; and
- The second level includes a renovated housing unit with required dayroom, Mindfulness room, and additional support spaces as needed.

Youth from the second level will use a stairway to access the educational, program, and other support spaces provided on the lower level.

The county notes that the existing Vel Phillips facility was designed as a “traditional” detention center providing housing for short term, generally pre-disposition placements. That more “institutional” nature of the facility poses some design challenges to being an appropriate place for longer term youth, and the experience of the MCAP program has helped inform discussions about how best to renovate the space to “normalize” it as much as possible. With that in mind substantial elements of the renovation will be geared toward that “normative” goal, and the length of placement for youth in the Vel Phillips portion

of the SRCCCY will be time limited (initial assessment period, short-term stabilization for youth if/when needed, supervision violations, special observation needs). Furnishings, colors, materials, acoustics, and many other aspects of the physical plant can be adapted to make even those short-term stays as trauma-informed and productive as possible.

Residential Site(s)

Since a specific building/buildings has/have not yet been located for use as the residential portion of the SRCCCY, it is not possible to provide additional space or design information at this time. However, the plan will provide for:

1. Full compliance with standards of DOC347 related to square footage and required spaces, unless granted a variance;
2. Construction and/or renovation standards (interior and exterior) consistent with DOC347, with some anticipated variance requests that will address safety, security, and supervision concerns; and
3. Design and construction and/or renovation that ensures safety for the community, i.e. use of technology, hardware, and other features that ensure a “safe perimeter” both for the community and to prevent inappropriate access to the facility from the outside; and
4. Promoting a calming and normative environment that will support programming in the facility and help ensure successful transition home.

The County’s recent experience in acquiring and renovating the Bakari Center facility (a non-secure residential treatment facility) gives the County confidence that a site/sites can be located and renovated to support the goals of the SRCCCY program. On-going discussion with potential community partners, sites, and opportunities for leveraging other resources will be continuing as the grant review and award process begins, and the county seeks to work collaboratively with the Grant Committee and the relevant state departments to work toward the most cost-effective strategy that will achieve our mutual outcomes.

Section VII - Project Narrative

Relationship to Existing Juvenile Facility and Youth Justice Reforms

As noted previously, Milwaukee County currently operates the Vel R. Phillips Youth Detention Center that is used for short-term confinement, primarily for youth prior to court adjudication. A portion of that facility is used to serve some longer-term youth in the Milwaukee County Accountability Program (MCAP). The proposed SRCCCY plan provide for phasing out the MCAP program and repurposing two units at Vel R. Phillips for SRCCCY use (primarily for purposes of assessment and transition or other short-term stay needs).

Development of a secure, local treatment program is a logical addition to the continuum of care and services provided by the Division of Youth Services (DYFS) and serves to complement significant youth

justice reforms that Milwaukee County has been engaged in for over a decade. These reforms have reduced the number of youth involved in the system, produced better outcomes for youth that do become involved, and increased public safety.

Utilizing the growing body of research about best practices in working with at-risk and system-involved youth, adolescent brain development, positive youth justice, and the impact of trauma on youth the County developed guiding values and principles as a foundation for implementing a **Milwaukee Model of Youth Justice Reform** and incorporated that work into an overarching blueprint for reform, [Project Rise](#). Through Project Rise, the County has made significant changes in practices and programs including: (1) More effectively engaging families; (2) Increasing partnerships with community and neighborhood resources; (3) Implementing reforms in the processing of cases in the youth justice system; (4) Diversifying and strengthening the staff that work with youth and families; (5) increasing the use of data-driven and other quality assurance practices; and (6) Developing successful communitybased programs to safely reduce the number of youth placed in confinement facilities.

Examples of reforms that have been implemented in recent years include:

- Participation in the [Annie E. Casey Juvenile Detention Alternatives Initiative](#) (JDAI) to safely reduce the number of youth held in secure confinement and other out of home placements;
- Development of the Milwaukee County Accountability Program (MCAP), a local long-term secure alternative to placement of youth in a state juvenile institution;
- Collaboration with the [RFK National Resource Center for Juvenile Justice](#) to implement changes in assessment and supervision practices with youthful offenders and creation of the Family Engagement Guide;
- Implementing additional treatment and trauma-informed services within the current youth detention center and MCAP to better meet the needs of youth in custody and increase the likelihood of success upon return to the community;
- Assuming responsibility from the State of Wisconsin for aftercare supervision for Milwaukee County youth returning from the state juvenile correctional institutions;
- Analyzing key youth justice system decision points and making changes to reduce racial and ethnic disparities (RED);
- Opening a community based residential treatment program, Bakari Center, to serve justice-involved youth through an evidence-based integrated treatment model;
- Development and implementation of the Dispositional Matrix to enhance and support the work of the Human Service Workers (HSW) in making recommendations to the court for programming and treatment needs of the youth;
- Development of the Effective Response Grid to provide staff with appropriate responses to youth's misbehavior and to reduce the use of detention for sanctions;
- Strengthening the partnership with [Wraparound Milwaukee](#), a nationally recognized system of care approach, to provide case coordination and needed services to youth with significant mental health needs;

- Development of the Continuous Quality Improvement (CQI) model to support the process of identifying appropriate risk levels of youth to match them with the appropriate services at the appropriate time to improve outcomes for those youth through the continuous development of a systematic and comprehensive approach to quality assurance and quality improvement.

Although more work remains to be done, these reforms and programmatic changes have resulted in a more cost-effective youth justice system that has contributed to significant reductions in the use of juvenile corrections and other out of home placements, an increase in youth being held accountable for behavior that harms others and the community, and a continuing decline in juvenile crime and arrest rates.

Investing for the Future

Developing the SRCCCY continuum does not mean that the County will “sit still” on other system reforms and/or stop seeking greater investments in resources to improve outcomes for youth and families. It is critically important for Milwaukee County to continue to improve and expand upon the array of effective community-based services that can prevent and mitigate the need for secure placements of youth.

Greater investments are needed and will continue to: (1) Expand those programs that we know are already successfully working with youth; (2) Ensure that investments, policies, and programs promote greater equity and reduce racial disparities that pervade the justice system, including the youth justice system; (3) Increase investments in prevention strategies that reduce the need for system involvement and protect the community; and (4) Strengthen families and the community in order to create a healthy environment and opportunity so all youth in the community to thrive.

The budget proposed in this request reaffirms the need for state to partner with the county to support investments in a range of prevention, early intervention, and restorative programs such as:

- A Credible Messenger Program: supporting and linking individuals with lived experience to serve a mentoring caseload of high-risk youth identified for their involvement in auto theft, robbery, or gun crimes; youth who’ve been victims of gun violence; or youth identified for involvement with group violence or high-risk group behavior;
- Restorative Justice/Restorative Practice/Problem Solving Courts: providing funds for communitybased restorative practice programming and conflict resolution training as an acceptable diversion;
- Culturally Relevant Frameworks/Programming for Addressing Trauma: supporting the development of culturally relevant curricula and programming to be paired with clinical support both in the SRCCCY, Vel Phillips, and in community-based settings.
- Youth Advocate Program: Youth Advocates interface with the DYFS staff and system partners to ensure youth’s compliance with court orders and engage families to connect them to services to meet their needs. They serve as both mentor and case manager for high risk youth.
- Parent & Family Support: Funds to pair youth supports with programming that engage parents and extended families in their youth’s success and address root cause.

- Girls Programming to address involvement in sex trafficking: supporting community-based programs to support programming specific to girls at risk, working with our residential care partners and with youth released from placements, including the SRCCCY.
- Staff & Provider Support: funds to enhance the capacity of DYFS staff and community-based partners to address secondary trauma, youth development, and culturally relevant program models.
- Youth Stipend/Employment Support Programming: supporting youth skills and connections with private and public partners to provide meaningful skill development and opportunities for employment.
- A Garden/Urban Agriculture program at Vel R. Phillips: the use of an urban agriculture program creates a tool to work with youth around a host of concepts that can be integrated into the education and health programming, restorative justice/community service opportunities, and community engagement.

Renovation/Construction

As noted elsewhere, this SRCCCY proposal utilizes a portion (22 beds) of the existing Vel R. Phillips Youth Detention Center as well as developing a residential component (maximum 32 beds) at a location to be determined. More information about the floor plan and spaces for the remodeled Vel R. Phillips units is included elsewhere in this proposal.

In developing the proposal submitted in March, Milwaukee County looked at over 80 potential sites. Analysis was initially done related to both the “footprint” and existing Vel R. Phillips facility, but **it was determined that both the limitations of the site/facility as well as the location were not consistent with the desired full SRCCCY program and outcomes and was not cost-effective**. However, utilizing a portion of Vel Phillips for specific purposes provides for a cost-effective continuum of programming and placement(s). Adjusting the plan to search for a building/buildings that can be renovated to establish a smaller secure residential component of the overall SRCCCY program has just begun, so details related to site location, acquisition, costs, floor plan, etc. are not yet available. The budget includes an estimated maximum cost, and the county proposes to work with the Grant Committee and relevant departments to develop more accurate costs in the coming months.

Local Stakeholder Input

Extensive outreach has occurred and continues with key stakeholders and those representing the neighborhoods and residents in the proposed locations. As a new residential site is being considered, similar outreach will occur to the affected neighborhoods and stakeholders.

A key commitment has been made throughout the process to continue to engage cross-sector community partners in a consistent and transparent way. In addition to elected officials, meetings have been held with a host of community leaders, law enforcement, school officials, neighborhood residents, clergy, business leaders and youth and family service providers. Examples of community engagement activities that have occurred to date include:

- In late January 2019, DHHS hosted a community conversation at St. Peter Immanuel Lutheran Church and School. About 45 community members and eight elected officials attended.
- In December 2018, in partnership with Youth Justice Milwaukee (YJM), two briefing sessions were hosted (an elected official special session and a community briefing with residents, youth and community leaders).
- One-on-one meetings with key stakeholders identified by Milwaukee County Act 185 Steering Committee and other workgroups continue. To date, more than 60 of these individuals have been engaged in one-on-one meetings.
- Websites have been developed to provide information on [ACT 185](#) and [Project RISE](#) as well as an opportunity for community members to submit questions and receive project updates.
- A series of presentations at local collaborative meetings, such as the Milwaukee County Community Justice Council (CJC), Mental Health Task Force, and other committees of interest.
- DHHS participated in a Neighborhood Community Conversation hosted by Alderwoman Chantia Lewis at Direct Supply headquarters on the northwest side of Milwaukee (est. 100 attendees).
- Kane Communications provides public relations support for County youth justice reform efforts. DHHS Staff have participated in several interviews with media outlets such as [Wisconsin Public Radio](#) (WPR), [Neighborhood News Service](#) (NNS), Milwaukee Courier, Milwaukee Journal Sentinel, WNOV Radio programs, [Biz Times](#), and others to help inform the community about the legislation and the County's commitment to Youth Justice Reform.
- A Community Conversation was held on February 20, 2019 at Ma'Ruf Neighborhood Youth Center, 2110 W Hampton Ave. (est. 65 attendees).
- The Programming Workgroup partnered with the Milwaukee CJC, Youth Justice Milwaukee, and the Justice Lab at Columbia University for a presentation on the outcomes of New York City's [Close to Home](#) project. Two [community presentations](#) occurred in February 2019 one at the CJC Meeting of the Whole (est. 150 attendees) and one at the Wisconsin Black Historical Society Museum (est. 65 attendees).
- DHHS staff will be meeting with all DYFS and Wraparound Milwaukee contracted service providers to update them about planning progress and get input into program development.

The County is committed to continuing this type of outreach and engagement throughout the development and implementation and operation of the SRCCCY program.

Throughout this process DHHS has received extensive feedback from meeting with various stakeholder groups that has been integrated into the facility and program planning. Important themes emerging from these various sessions include:

- Families must be a core part of the services and/or treatment youth receive;
- The business sector should be engaged to provide workforce development opportunities to youth and their families, as well as employment;

- Steps should be taken to ensure that diverse community-based service providers have access to supporting the youth;
- It will be important to engage residents and key stakeholders early, often, and in a transparent way, including throughout the development/construction process and **as the program is implemented and operating**;
- The overall site and facility should be smaller (certainly compared to the current juvenile correctional facilities) and the location should include greenspace; and
- How we talk about the facility and program matters, for example:
 - Ensure language about youth is people centered and promotes dignity
 - Be clear to discuss programs and not numbers of beds

Additionally, in December DHHS, in partnership with the Office on African American Affairs (OAAA), a group of individuals convened to begin drafting a Community Development Agreement (CBA). For example, community priorities, expectations on targeted business participation, the RFP processes and deliverables for construction vendors will be taken into consideration as part of the overall project. The CBA will be completed soon, and Phase II of the CBA process will focus on operational and program aspects of the SRCCCY.

Youth Voice

In many ways, the ultimate consumer of the SRCCCY are the youth that will be placed there, so multiple steps were taken to get youth input into what they would like to see in a new program, both from a facility point of view and from a program/services perspective, including (1) Discussions and surveys with two different groups of youth in the current Vel R. Phillips Youth and Family Justice Center detention facility and the MCAP; (2) Youth in placement at Lincoln Hills were interviewed and given the opportunity to comment on what would help them the most and what kind of facility they would prefer; and (3) Youth on aftercare supervision with the DYFS that were previously in placement at Lincoln Hills and Copper Lake were interviewed.

In total, over 80 youth were able to participate in this process, and the key themes and suggestions that arose through that process included:

- Youth want to live in a facility that is more like a group home than a correctional institution. They describe the desired space as being more “homelike.”
- Youth place a high value on recreation and on opportunities to explore various creative outlets, e.g. music, art, writing.
- Youth place a high value on opportunities to be able to spend more time with family members in a comfortable environment.
- Youth commonly identified a desire to have some personal space and an opportunity to have more personal belongings in their room.
- The quality of food is important to youth.
- One of the most frequent program/service needs youth identified was the need for more mental health and counseling support.

- Many youth identified a desire for jobs, more job training, and life-skill training and mentoring.
- Youth also talked about a desire for safety both as it relates to conflicts with other youth and wanting to make sure staff treat them appropriately.

Also, at the direction of the Steering Committee, the architects met with youth to get their input into some of the color schemes that will be used throughout the Vel R. Phillips facility, and youth input will continue to be incorporated in planning as the project continues.

The feedback from youth on these surveys and through the interviews helped affirm the intent to create a less institutional, more “normative” facility that helps promote safety, a calming environment, and provides important programs that the youth believe will help them successfully return to the community. As noted elsewhere, the design/development of the SRCCCY does not mark the end of outreach to the community and/or youth to incorporate their input into planning. There will be continued efforts to get broad input from and be accountable to the community/neighborhood and youth/families.

Capabilities and Competencies of Milwaukee County

Over time, DYFS has developed a wide array of services and programs that are designed to target the youth’s specific needs through a variety of contracts and community partnerships. DYFS utilizes a family centered practice approach in which family engagement is the center of our operations and approach and believes in the use of the least restrictive setting for youth based on their needs. Given the array of needs youth and families may present with, we must also consider mental health services to truly apply a personcentered approach. Our division partners with Wraparound Milwaukee to provide an array of mental health services to every youth, and their family, identified to have mental health needs as a result of the YASI or other collateral information gathered. To achieve optimal service-delivery, DYFS works to ensure that the right youth receives the right amount of the right service at the right time. This level of individualization is essential to success for youth and is aligned with what the research suggests is best practice for measuring effectiveness in service delivery.

Building a Network of Community Partners

The table below illustrates many of the existing partnerships and programs that Milwaukee County has developed over the years to help meet the needs of youth and families. The information includes the type of service(s) provided and, where appropriate, identifies the current provider working with the county.

Program Name	Type	Community Provider	Target Youth
Capias Abatement Program	Pre-Dispositional	New Concept & Milwaukee Christian Center	Youth that miss their order in meeting with DYFS or failed to appear for 1st hearing & have a stayed capias.

Level II (with GPS optional)	Pre-Dispositional & Post Dispositional	Southwest Key & St. Charles	Serves male and female youth that require monitoring at home and school while pending court or while on an order of supervision; is specifically designed to address the community's need for safety, to hold the young person accountable for his/her actions. <i>*GPS is optional, but you cannot be placed on GPS without Level II.</i>
Temporary Shelter	Pre-Dispositional	Wisconsin Community Services (WCS)	Temporary out of home placement for males & females pending court.
DYFS Services Network	Pre-& Post Dispositional	Fee for Service contracted providers	AODA assessment, AODA individual & group counseling, AODA education, individual & family counseling, mentoring, sexual assault individual & group counseling, anger management, Anger Regression Training, Parent Advocacy, Competency Restoration, Psychiatric Evaluation/Review, Tutor/Academic Support, Life skills, Art/Music groups
A True Aftercare Program (ATAC)	Post Dispositional & Preventative	Running Rebels Community Organization (RRCO)	Youth that have graduated from the TMP with Running Rebels and their siblings (no youth justice involvement needed).
Community Service & Restitution Coordination (CS&RC)	Post Dispositional	Wisconsin Community Services	Alternative to detention program & provides opportunity for youth to complete community service hours & means to pay restitution.

Group Home	Post Dispositional	Nehemiah: Transcenter & Harper House (boys); Inspiring Youth Women & House of Love (girls)	Youth that cannot live in their home due to safety concerns, delinquent behavior, family relationship concerns, etc.
------------	--------------------	--	--

Juvenile Treatment Initiative (JETI)	Post Dispositional	Southwest Key	Youth between the ages of 12 through 17 who are moderate to high risk, per the YASI, and need additional support and services in their school setting. Collaboration with Milwaukee Public Schools.
Restorative Justice	Post Dispositional	Collaboration with the DA's Office - Erin Katzfey	Utilizes the Circles of Accountability curriculum. Will work with the victim if they agree; otherwise utilize trained peers
Alternative Sanctions Program (ASP)	Pre-& Post Dispositional	Wisconsin Community Services	Alternative to detention program; Saturday and/or evening programming. Provides a community-based alternative to detention for youth who violate the conditions of their court order. The program provides a timely response that holds youth accountable relative to their violations and engages them in positive and constructive programming.
Intensive Monitoring Program	Post Dispositional	Running Rebels Community Organization (RRCO)	Moderate to high risk youth, per the YASI, with serious or chronic delinquent behaviors or a Firearm charge. Provide intensive monitoring, structured programming and accountability in community-based settings targeting youth involved with serious or multiple offending behaviors or targeting youth involved with Firearms.
Milwaukee Accountability Program (MCAP)	Post Dispositional	Running Rebels Community Organization (RRCO)	High risk males, per the YASI; Alternative to placement within the state juvenile correctional institution at Lincoln Hills School. The first phase of this program is a minimum of 5 months (based on the youth meeting benchmarks) and is located within the secure youth detention facility. Education, cognitive intervention, AODA education and counseling, and restorative justice activities are the program components.

Youth Mentoring Program	Post Dispositional	Southwest Key	Mentors commit to serve as role models for their assigned mentee for a minimum of one year, providing support, encouragement and pro-social lifestyle development opportunities. Low to moderate risk youth, per the YASI.
Wraparound Milwaukee	Post Dispositional	Wraparound	System of care for youth with serious emotional, behavioral and mental health needs. Assessment and enrollment occur; voluntary basis.
IMP-Aftercare	Aftercare	Running Rebels Community Organization (RRCO)	All youth returning to the community from DJC are automatically referred to this program, similar to regular IMP; includes GPS monitoring for at minimum the initial 30 days in the community.
Bakari House - Type II RTC	Post Dispositional	Wisconsin Community Services	4-6-month program that utilizes DBT and MST-FIT; Norris School District.
Youth Employment Program	Post Dispositional	Social Development Commission	Teaches employment related skills & knowledge; Financial Literacy; On the job training with opportunity for employment upon completion of program. Partnership with MacPyles Corporation.
MPS Drive	Pre-Dispositional & Post Dispositional	Milwaukee Public Schools	MPS Drive & MPS Drive: Restoring Driving Privileges. Youth must be enrolled in MPS.

In addition to these programs, many of which work with youth in the community, DYFS has developed partnerships with a number of providers/resources to provide services for youth in detention, including:

DYFS also has collaborations with a variety of community-based agencies that work with the youth who are in the secure detention placement. These collaborations include the following:

- Express Yourself MKE that provide art and music groups and projects
- The Parenting Network that facilitate group work on boundaries for sexual behavior
- Wisconsin Community Services who provide the Making Proud Choices curriculum (teen, pregnancy, education prevention)
- Pep Nation who provides a basketball instruction program
- Jai Kunda Drumming

- Social Butterfly facilitates a girl's group with a focus on various female interests/topics
- La Causa provides a group course on safe dating/dating abuse and relationship education
- Rise facilitates an AODA Education and other various group work
- Various Church service providers come into the detention center to provide religious and spiritual services
- Restorative Justice through a collaboration with the Milwaukee County DA's office
- Juvenile Cognitive Intervention Programming for youth in the MCAP and is facilitated via the Running Rebels Community Organization
- Wauwatosa Public Schools also offer various programs throughout the year for the youth during and after school programming

Many of these programs and services will be expanded/enhanced to serve SRCCCY youth, and additional outreach to more non-traditional partners will be undertaken to serve youth in as culturally relevant manner as possible.

The Milwaukee County Department of Health and Human Services (DHHS), Division of Youth and Family Services (DYFS) believe that to change the future of our youth, it is critical to communicate and uphold our mission, vision and core values. DYFS is dedicated to its stakeholders, whom are the community, the youth and families served, our service providers, and our staff. To protect the community while simultaneously serving the youth, DYFS personnel are trained to utilize evidence-based tools and their professional judgement to assist youth with identifying their competencies by providing services to meet their individual needs without compromising the safety of others.

It is essential that we maintain accountability for the various moving parts of the division to develop and sustain a dynamic and comprehensive system of service-delivery that meets the needs of our clients and sustains public safety. The approach we use focuses on developmental aspects of adolescence, is strength-based and family oriented, described further herein. Moreover, in keeping with the evolution of juvenile justice across the nation, DYFS has evolved from a historically "punitive" approach to a "smarter" more data-driven prevention and strength-based approach.

Experience Working with Youth and Families

Milwaukee County's DYFS provides the statutorily required intake and supervision services for youth referred to the court pursuant to Wisconsin Statutes Chapter 938. DYFS uses a systematic process to engage all youth and families referred to our jurisdiction for services through an assessment process, decisions made related to further court involvement, providing supportive services for the youth and family, making recommendations for court disposition and case planning, and providing on-going supervision for youth in the community. To help develop appropriate responses, DYFS utilizes the Youth Assessment & Screening Instrument (YASI), an evidence-based assessment and screening tool to determine a youth's risk level for reoffending, as well as identifying the youth's needs and protective factors. Along with the YASI, all youth are screened for mental health needs, sex trafficking involvement, involvement in child protective services and trauma and the impact of the trauma on the youth's

functioning. All youth who are on an order of supervision receive a case plan and treatment goals that are individualized to their unique needs.

Data Counts

DYFS utilizes a data driven approach which involves not only the use of evidence-based practices to the extent possible for contracted providers within our external service network of community providers but extends to our internal operations and the use of data to drive any decision-making and practice changes. DYFS utilizes a number of evidence-informed instruments and methods to aid in decision making through our contact with youth and families. These tools build on the expertise and knowledge of our staff, as the tools alone cannot attain the quality intervention required. For optimal service delivery, decision-making processes are aligned with the use of the Dispositional Matrix and the Effective Response Grid (ERG), in addition to the Standardized Program Evaluation Protocol (SPEP). DYFS operates three main data and information systems and SMART goals for Quality Assurance purposes, and data from those systems are routinely reviewed and revised for all of our contracted programs to ensure consistency and that the program results are what is expected.

Working with Youth in Placement

As noted elsewhere DYFS operates a 120-bed youth detention center that provides secure custodial care of detained youth. Youth in detention receive education and programming offered through collaborations with various community-based partners, as well as Wauwatosa Public Schools. Programming options include, but not limited to, AODA education, art and music projects and group work, cognitive behavioral therapy, relationships and life skills groups and recreational opportunities. While use of our detention facility is not a first resort, there are circumstances where temporary placement is warranted to maintain the safety of the community. The staff in detention have all been trained in verbal and physical de-escalation techniques and only use physical restraints as a last resort to ensure the safety of the youth and staff.

The Milwaukee County Accountability Program (MCAP), a 180-day detention program, is also housed within the youth detention center. Youth are court ordered into the MCAP as a dispositional out of home placement and the program provides for a stay of up to 180 days in detention and a transition and aftercare component. While in the detention portion of the program, the youth receive cognitive intervention programming, restorative justice programming, education through Wauwatosa Public Schools, individual counseling, AODA education, and various individual and group work based on their treatment needs and impact of trauma. As the youth transitions out of detention and back to the community, they are under GPS monitoring during home visits and during the initial 30 days upon release from detention. Their Advocate and team members continue to work with the youth and their family throughout the program as the youth are typically in the community for an additional six months upon release from the detention portion.

In late 2018, DYFS, in partnership with a local community partner and Wraparound Milwaukee, opened a 24-bed, staff secure Residential Care Center, Bakari Center. The program implements the Integrated Treatment Model (ITM), based on Dialectical Behavior Therapy (DBT) and includes an aftercare component of Multi-Systemic Therapy-Family Integration Transitions. The Bakari Center program targets

boys who are in jeopardy of a correctional dispositional placement and who could benefit from an intense, community-based treatment program. The youth in this program stay at the Bakari Center for up to 6 months and are deeply engaged with the ITM at all levels as all staff that work in the program are trained in the model. Family engagement is a key component of this program and for youth/family success, and the family or the youth’s natural supports are included in the program even before going into the program. Prior to the youth transitioning back home, a MST-FIT clinician starts working with the youth and family to provide intense, in home therapy and continue to work with the family for up to 4 months after the youth has returned home.

Project Implementation and Timeline

In addition to the work that will go into actual construction, furnishing, and opening the Vel R. Phillips facility, there are many other tasks that need to be accomplished so that youth can return to the community as soon as possible. The list below illustrates some of the main tasks and tentative timeframes that the County will be working on to be ready to place youth.

<u>Examples of Tasks to be Completed</u>	<u>Estimated Time Frame*</u>
Begin design & renovation of MCAP units at Vel R. Phillips	By January 2020
Completion of Vel R. Phillips renovation & opening	May 2021
Identify additional site(s)/location(s) for remodeling	By November 2019
Acquire Residential Site(s)	By June 1, 2020
Begin renovation for residential site(s), including architecture, contractors, etc.	By August 2020
Begin transition youth to new facility/facilities	By June 2021
Recruitment and selection of an SRCCCY Superintendent and Program Director	By October 2020
Outreach to community and neighborhood groups and other organizations to develop a community advisory group that can provide continued guidance to program development.	Initial outreach in November 2019 with intent to have a functioning advisory group operational by February 2020
Complete partnership agreements and initial planning with relevant educational partners/districts	December 2020
Drafting of Operational Policies and Procedures, including initial review/approval by DOC.	By February 2021

Recruitment and selection of Deputy Superintendent(s), Clinical Director, YDS Supervisors and YDS personnel. October 2020 to January 2021

Recruitment and selection of additional key personnel as needed January to March 2021

Training YDS Supervisors and YDS staff. October to December 2020

Development of contracts or Memorandums of Understanding (MOU's) for additional program services as needed (e.g. mental health, health care, other community organizations, etc.); providers to be determined By February 2021

Recruit, hire, and train as necessary other staff that will be working with youth and all staff providing support for operating the program. By April 2021

Development of specific program component materials, curriculum, and training materials. January to March 2021

Begin process to review individual cases of youth in juvenile corrections and/or MCAP and seek appropriate court orders to authorize placement of those youth in the SRCCCY. January 2021

Work with the courts, District Attorney, and Public Defender to ensure that orders for new youth provide for placement at the SRCCCY as soon as possible. February 2021

Development of reportable benchmarks and other performance-based standards that will be used to track and report outcomes to the community. March 2021

Transition youth into the SRCCCY, whether new youth placed or transitioning from juvenile corrections or MCAP. Begin January 2021

Initial report to the community on progress of implementation. October 2021, quarterly thereafter

*All of these dates are dependent on a number of factors, including (1) Determinations by the Grant Committee related to funding; (2) Working collaboratively with the Department of Corrections and/or the Grant Committee as needed to secure needed variances and other exceptions to DOC347

requirements; (3) Local decisions related to zoning and other permissions needed to complete the project as intended; and (4) On-going evaluation of the need for SRCCCY beds and the potential for development of other community-based options that may reduce the space needed.

Staffing Plan

A final staffing plan will ultimately be developed as many of the programmatic aspects of the SRCCCY are developed in the months ahead, but it is important to emphasize the commitment to the basic principle that while a building/facility can enhance or hinder providing an effective program, the **critical factor in achieving success is how the program is staffed and operated. The best results occur when the physical plant and the staffing/operational programming are complementary.**

Current staffing plans provide for maintaining a ratio of one Youth Development Specialist staff for every five youth during waking hours as well as supervision staff on-site that meets or exceeds the requirements of DOC347. This applies to both the Vel R. Phillips and the residential site(s). The goal for staff hiring includes a “multiplier” to help cover both planned time off (vacation, sick leave, training, vacancies) and unanticipated staff shortages, although Milwaukee County has a good track record related to staff retention. Although some staff for the SRCCCY program(s) will likely be drawn from current staff in the Vel R. Phillips facility, it is more likely that the majority of staff will be new hires. Additionally, as staff training at Vel R. Phillips has ramped up over recent years those staff will be more able to fill in if there is an emergent need for additional supervision.

Key leadership will be provided by an SRCCCY Superintendent and one or more Deputy Superintendents responsible for oversight of programming, quality assurance, community outreach, and coordination with additional providers. Mental health clinicians and case managers will be hired and/or contracted by the county, and additional psychiatric and psychological services will be provided either through direct employment or contracting with qualified mental health practitioners from the Milwaukee area.

Training Plan(s)

The internal workforce is a key element to successful operations for DYFS. The required skills and knowledge base, daily practices, roles, responsibilities, training expectations and ongoing professional development of staff is complex and multifaceted. The county emphasizes the importance of understanding the importance of the youth and family’s culture and preferences, adolescent brain development, the impact of institutional and systemic trauma on behavior, the mental health issues youth may be dealing with of their own or family members and in training staff and provide support and tools necessary to apply a strength-based and family-centered approach.

To recruit, sustain and manage a comprehensive workforce, the county has systematic method of training, professionally developing, and recognizing staff on an ongoing basis. DYFS has developed and implemented a comprehensive module-based training system that all new staff undergoes as a part of the onboarding process. This goes well beyond the basic human resources related orientation that is conducted by the county and the state mandated “officer” training. All staff that work with the youth involved in the youth justice system are expected to participate in and complete additional training that

includes mental health/suicide precautions, motivational interviewing, use of cognitive behavior program tools, sex trafficking issues and impact, non-violent crisis intervention (CPI), trauma-informed care (introductory and advanced), conflict prevention and management, substance abuse awareness and interventions, mental health first aid, and more.

Section VIII - Program Sustainability

Until the transfer of youth from state facilities is completed, funds through Youth and Community Aids and County levy will continue to be allocated to house youth in juvenile corrections based on a daily rate established by the legislature. Milwaukee County readily acknowledges that the cost for implementing its proposal is higher than the average cost for a DOC placement. However, this is due to the higher staffing ratio, therapy, educational and other programming as well as a critical investment in the front end and aftercare. The operating gap of \$4.5 million to support this new model, which is aligned with the Wisconsin Model, necessitates additional State funding. Counties throughout the State of Wisconsin have expressed concern over the ongoing operating cost of the SRCCYs and the difficulty in closing future budget gaps. For this reason, Milwaukee County is requesting the State fully fund the additional operating costs estimated as part of its proposal. Without additional funding, the County will need to reduce and/or eliminate its community-based programming and services.

Milwaukee County continues to assert that expanding the state's investment in proven prevention, early intervention, and community-based services for youth involved in the justice system will help reduce the need for "deep end," confinement programs and result in better outcomes for our communities and youth. In the long run, the return on investment will reflect outcomes such as sustained reductions in confinement, as well as reductions in court costs, losses to victims, police investigation and apprehension, and probation costs.

In addition to being able to direct local levy and Youth and Community Aids funds to the local program, the County will continue efforts to secure other support, including options for federal funds (e.g. Medicaid, education funds, workforce development, and mental health funds), government and foundation grants to provide facility-based programs and transition supports, and public-private partnerships to support programming and youth's transition home.

Section IX - Closing Remarks: Our Pledge

Milwaukee County recognizes that opportunities for real and meaningful reform of youth justice have been rare in our state. As a result, we believe that Act 185 must serve not only as a means for establishing more local, humane, and effective programs for youth in need of restrictive care. It must also serve as a vehicle to realize the vision of a youth justice system that is truly focused on recovery, healing, hope, repairing harm, and strengthening relationships. Ultimately, these are the things that make our communities safe, healthy, and prosperous. We are grateful for this opportunity, and we pledge to move deliberately and with urgency to realize that vision.

Section X – Letters of Support

Milwaukee County is committed to partnership with State, system and community partners to advance youth justice reform efforts. Seven partners have submitted letters in support of this proposal.