

19-23

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: April 25, 2019

TO: Supervisor Theodore Lipscomb, Sr., Chairman, Milwaukee County Board of Supervisors

FROM: Mary Jo Meyers, Director, Department of Health and Human Services
Prepared by: Mark Mertens, Division of Youth & Family Services Administrator

SUBJECT: **An informational report from the Director, Department of Health and Human Services, providing an update to Wisconsin Act 185**

Background

Over the past few years, the County Executive and Milwaukee County Board have been working with key stakeholders to address the crisis at Lincoln Hills and Copper Lake and have embraced policies surrounding the creation of a local alternative option for Milwaukee County youth to be placed in a safe environment, closer to home.

In March 2018, the Wisconsin State Legislature adopted Act 185 paving the way for the development of local alternatives to Lincoln Hills and Copper Lake. Act 185 directs the closure of Lincoln Hills and Copper Lake for use as youth correctional facilities by January 1, 2021 and authorizes County-operated Secured Residential Care Centers for Children and Youth (SRCCCYs). Under Act 185, the Wisconsin Department of Corrections (DOC) maintains supervision over youth with adult court sentences and youth in the Serious Juvenile Offender Program (SJOP), but the supervision of youth under other correctional placements is now transferred to the counties.

Under the Act, the State Building Commission can authorize up to a total of \$40 million to counties for the planning and construction of these facilities. Eligible construction costs include new construction as well as the renovation of an existing structure. To qualify for the funds, counties must submit grant applications to the Juvenile Corrections Grant Committee in DOC by March 31, 2019. In March, the County Board approved the submittal of Milwaukee County's application (File No. 19-236) and DHHS submitted its application by the deadline.

As part of its efforts to keep policymakers informed as the project evolves, DHHS has been providing monthly informational updates to the County Board.

Discussion

The Steering Committee and workgroups continue to address the following critical components of this project: Stakeholder Engagement, Programming and Location. The committee and work groups reflect a stakeholder network of 40 to 50 people who bring subject matter expertise in human services, criminal justice, law enforcement, education, therapeutic treatment, community advocacy, health and wellness, judiciary practice, systems reform, data analysis, facility design, government and finance.

State DOC Grants Committee

Even though the legislative deadline for submittal of the application was March 31, 2019, the DOC had not yet developed an application for counties to complete and allowed counties in the interim to submit a letter of interest. A total of six counties submitted a letter of interest. Milwaukee County stood alone in submitting its letter along with a full grant proposal on March 29, complete with program, facility design, location, budget and operating model.

Since March, the Juvenile Corrections Grant Committee has met a few times to discuss the application process for counties. Updates from the meetings as well as the documents discussed are accessible at the following links:

<https://doc.wi.gov/Pages/AboutDOC/GrantCommittee.aspx>

<https://doc.wi.gov/Documents/AboutDOC/Act185/190408-GrantCommittee/DRAFTProposedGrantsCommitteeAgendas.pdf>

Counties that submitted a letter of interest have been asked to attend a meeting on May 6 and present their ideas and identify challenges to the process. The committee will use this to inform the establishment of its application process and form. In addition, the Grants Committee members were directed to come to the next meeting prepared to talk about their vision for the Wisconsin Model of Juvenile Justice in accordance with *2017 WI Act 185, Section 110(4)(e)* which states, "The juvenile corrections grant committee shall develop a statewide plan that recommends which grant applications to approve, based on an overall view toward a Wisconsin Model of Juvenile Justice."

According to DOC, this statewide model should:

- Recognize that the post-dispositional secure custody of youth is one component of the broader youth justice system.
- Look to the DCF Youth Justice Vision and Strategic Plan as the framework for the values and principles underlying the broader youth justice system.
- Envision the Type 1 facilities, MJTC, and SRCCYs as one end of the continuum of care, serving only those youth who require correctional placement, and promote coordination and continuity across the system wherever possible.
- Ensure healthy, safe, and fair healthy environments for the youth in secure custody and the staff who serve them, including consideration of racial and ethnic disparities.
- Require that all youth in secure custody receive evidence-based, trauma-informed, and developmentally appropriate programming and services designed to meet their assessed risks and needs.
- Promote youth and family voice and involvement with a strengths-based, culturally responsive approach.
- Value community engagement and community safety, both in the short term and in the long term.

Although Act 185 specifically calls for the Grant Committee to conclude its recommendations by July 1, the following timeframe is being discussed:

Action	Date*
Committee Approves Application for Release to Counties	May 20
County Grant Applications Due	June 30
Grants Committee Reviews Applications	July - September
Grants Committee Submits Recommendations to Joint Finance Committee	October 1

**Please note that this timeframe assumes an adjustment bill (LRB 1117) to Act 185 will be approved by the State Legislature to revise the original timeframe for Act 185.*

Delays from the State Grants Committee in the grant awards process will have a direct impact on Milwaukee County's ability to achieve the timetable for closure of Lincoln Hills as defined in the Act.

Stakeholder Engagement & Communication

Our goal is to ensure we are engaging cross-sector community partners to provide consistent communication in a transparent way and an update to our community engagement is identified below.

Business Improvement Districts (BIDs):

The northwest side of Milwaukee is home to two BIDs, Granville and Havenwoods. The County Executive's Office and DHHS Administrators are engaging the boards of each BID, to provide accurate information in addition to learning more about their concerns.

One-on-one Meetings with Key Stakeholders:

Administrators continue to meet with stakeholders to ensure they understand Act 185 and the County's commitment to youth justice reform. Recent meetings have been focused on stakeholders who reside in or have businesses in the northwest side of Milwaukee. Elected officials of respective districts have also been briefed.

Community Benefits Agreement Charter:

For the May cycle, DHHS is requesting approval of a community benefit agreement charter for the SRCCY (File No. 19-339). This document demonstrates a commitment by DHHS to engage the community not only on the location of the facility but also on creating a meaningful commitment to individual, community and system change.

Location

Over 80 locations have now been assessed to determine their feasibility based on several criteria. As noted in the previous report, the team had been focused on two promising locations. With the State's announcement on March 4 that it will build its Type 1 facility on the Teutonia site which had been one of our potential locations, our property search has restarted. Several alternate sites have been identified, and due diligence is underway with a focus on engaging stakeholders in the location process.

Facility Planning

The design team has completed the schematic design of the new facility with 40 beds, plus renovation of a portion of the Vel R. Phillips Youth and Family Justice Center to accommodate an additional 22 beds. The design has incorporated all elements of the proposed programming as well as the State's emergency rule governing SRCCCYs (known as DOC 347), and sustainability criteria from both the Leadership in Energy and Environmental Design (LEED) and WELL green building rating systems. Further design development is on hold pending final site selection. (Development of the schematic design has proceeded based on the Teutonia site and due to the above-mentioned relocation, will have to be reset to a new location.) A substantial portion of the work to date will apply to any final location.

The Construction Manager has developed a detailed project schedule and plan to achieve the January 1, 2021 Lincoln Hills/Copper Lake closure date as currently mandated by Act 185. The plan relies on the final selection and acquisition of the site and development of specific site plan and associated construction documents. Risks to this schedule have been identified. Uncertainties around the State activities (grant review and award, DOC regulation, proposed timing and funding changes in proposed State budget) will remain challenges for the entire project team to navigate.

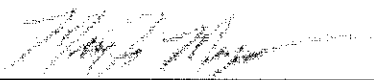
A detailed cost estimate was developed for the schematic design (specific to the Teutonia location) and incorporated into the grant application submitted on March 29. Total project cost (including design, site acquisition, construction, furnishings, all fees, services and startup) was estimated at \$41.1 million. This cost is subject to change based on location.

Programming

On March 28-29, members of the *National Crittenton Institute's National Girls Initiative (NGI)* visited DYFS for an initial meeting with stakeholders to discuss the local issues, talk with local girls and their families, and begin to assess the need for technical assistance in Milwaukee. The goal is to develop strategies which will result in better programming that utilizes alternatives to incarceration for girls, reducing or eliminating the need for serving them in the youth justice system and expanding the continuum of effective services for girls in all phases of the system.

Recommendation

This report is informational and no action is required.



Mary Jo Meyers, Director
Department of Health and Human Services

cc: County Executive Chris Abele
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