

COUNTY OF MILWAUKEE
Inter-Office Communication

Date: November 25, 2022

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

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

Subject: A report from the Director, Department of Health and Human Services, requesting authorization to enter into 2023 purchase of service contracts with community vendors for Children, Youth and Family Services

File Type: Action File

REQUEST

The Director of the Department of Health and Human Services (DHHS) is requesting authorization to execute 2023 purchase of service contracts for the Children, Youth and Family Services (CYFS) Division.

POLICY

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

Wisconsin State Statutes:		59.52(31)
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BACKGROUND

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

Given the significant financial impact of the increased average daily population (ADP) of youth being placed in State corrections, a few of the contracts have been reduced in order to stay within the 2023 Budget. Contracts that have been increased compared to 2022 specifically, the Credible Messengers Program, leveraged American Rescue Plan Act (ARPA) funding. For the contracts that were reduced, the impact is a reduction in the number of youth that can be served in community-based programs, as well as reducing the types of services available through DHHS.

The following contracts are being proposed by CYFS for the time period of January 1, 2023 through December 31, 2023:

- \$334,000 to Running Rebels Community Organization** The Intensive Monitoring Program (IMP) provides intensive supervision, structure, support, and skill-building opportunities for young people involved in the youth justice system. The targeted populations include youth who are found to be in possession of a firearm, as well as determined to engage in serious and/or chronic behaviors. The program is intended to hold youth accountable in the community while ensuring community safety and providing youth with skills to change their thinking and behaviors. The program frequently serves as a community-based alternative to having youth be court ordered to a secure setting. The program was reduced to serving up to 135 youth at a time in 2022 to serving 100 youth at a time in 2023 for a total allocation of \$1,333,345.

Running Rebels Community Organization (RRCO) was awarded the contract in 2022 and did not submit a proposal to implement the program in 2023. RRCO will have a three-month contract (January 1 to March 31, 2023) with CYFS in order for the youth to complete the program and ensure their court order conditions are met. CYFS is in the process of selecting a new provider to implement the program in 2023 and will seek Milwaukee County Board approval at the time of agency selection via a Request For Proposals (RFP).

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

Service	Provider	2022 Allocation	2023 Proposed Allocation 1/1/23-3/31/23	2022/2023 Variance
Intensive Monitoring Program	Running Rebels Community Organization	\$1,800,000	\$334,000	(\$1,466,000)

- \$934,712 to Running Rebels Community Organization:** The tentative name of the former Milwaukee County Accountability Program (MCAP) is the Champions Make Change program and provides a post dispositional alternative to the Wisconsin Department of Corrections. There have been service and operational modifications made within this program in order to meet the needs of all justice involved youth. This program provides intensive supervision, advocacy, structure, support, and skill-building opportunities for youth who are court ordered into the program.

The program is Dialectical Behavioral Therapy (DBT) informed milieu that is built on the foundation of five key components: imparting skills, acknowledging harm of racial injustice and promoting healing, adolescent growth and brain development, restorative practices and continuous, intentional family inclusion. The program includes an out-of-home placement of up to 180 days in a secure setting as well as a transition and aftercare planning and intervention for the young person and their family. Milwaukee County continues to build the continuum of care for young people involved in the youth justice system, in alignment with the SRCCY and Act 185. RRCO will continue to provide services within this program for 2023 and will serve up to 45 youth in the secure and community settings.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Champions Make Change Program	Running Rebels Community Organization	\$934,712	\$934,712	\$0

- **\$1,976,065 for Wisconsin Community Services:** Shelter Care provides short-term (typically 30 days), non-secure, 24-hour supervised care and residential programming to youth. The program primarily serves youth pending court for alleged delinquency as an alternative to secure detention placement. Other youth involved in the youth justice system may be placed in Shelter Care at the discretion of either CYFS or the Children’s Court Judiciary. While in shelter care, youth receive services, to include but not limited to community service activities, mentoring, recreational activities, restorative justice activities and tutoring. This contract supports separate shelter care facilities for up to five girls and 15 boys at a time.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Shelter Care – Boys and Girls	Wisconsin Community Services	\$1,976,065	\$1,976,065	\$0

- **\$160,614 for Wisconsin Community Services:** The Community Service and Restitution Coordination Program is designed to provide a resource for youth to complete their court-ordered conditions of community service and pay back their court-ordered restitution. This program addresses a significant barrier to youth completing the conditions of their court order or Deferred Prosecution Agreement (DPA) by providing and monitoring of community service opportunities. The program primarily serves youth who are subject to a court order, along with youth on a DPA or consent decree. The

Community Service and Restitution Coordination program is also designed to be an alternative to youth being placed in secure detention for sanctions or youth picked up on a warrant and are pending court.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Community Service & Restitution	Wisconsin Community Services	\$160,614	\$160,614	\$0

- \$1,911,474 for St. Charles Youth and Family Services:** The Level II In-Home Monitoring Program with optional Global Positioning System (GPS) monitoring serves youth pending court for alleged delinquency as an alternative to secure detention, as well as youth on a court order of supervision who need of short-term intensive monitoring through GPS. The Level II program provides intensive in-home monitoring services to youth and their families to support the youth and their families in their home, to avoid additional charges and to appear for their court hearings.

Youth can be court ordered into this program or referred by CYFS and remain until the time of disposition or discontinuation of services is deemed appropriate by the court or CYFS. The program is based on the belief that youth who remain connected with their families, schools, peers, employers, and with other community resources will decrease the likelihood of further contact with the youth justice system. This is accomplished through a structured supervision plan, program support and counseling, advocacy, and the availability of 24-hour crisis intervention. The use of GPS is also an option for youth who need additional monitoring and supervision.

The increase of \$336,074 would add an additional 15 slots for a total of 160 slots for this service to help address the rising census at the detention center located at the Vel Phillips Youth and Family Justice Center. This expansion in slots is expected to reduce the number of youth currently held in detention as well as support increased costs for training, quality assurance and personnel.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Level II In-Home Monitoring	St. Charles	\$1,575,400	\$1,911,474	\$336,074

- **\$366,823 for Wisconsin Community Services:** The Aspire Education Program serves as a community and school-based program for justice involved youth to provide support around their education needs, to include tutoring, advocacy, group programming and other supports. This program includes community-based services as well as a collaboration with Milwaukee Public Schools to operate programming within one or two Milwaukee Public High Schools. This program was reduced from serving up to 40 youth at a time in 2022 to 20 youth in 2023.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Aspire Education	Wisconsin Community Services	\$733,623	\$366,823	(\$366,800)

- **\$294,000 for St. Charles Youth and Family Services:** The Alternative Sanction Program serves youth who are pending court or who are on an order of supervision. The Alternative Sanctions Program is designed to provide a community-based alternative to detention for youth involved in the youth justice system in Milwaukee County. The Alternative Sanctions Program will provide a timely response that holds youth accountable while providing an alternative to youth being placed in the secure detention center. This program engages youth in positive, structured evidence-based programming on weekdays in the evening/after school and on weekends. This program was reduced from serving up to 45 youth at a time in 2022 to 30 youth in 2023.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Alternative Sanctions Program	St. Charles	\$441,000	\$294,000	(\$147,000)

- **\$344,390 for Wisconsin Community Services:** The Bakari Center Residential Treatment Care program provides aftercare services for justice involved youth. This includes the Multi-Systemic Therapy (MST). The Bakari MST Clinicians work with the youth and family while the youth is in Bakari (for up to six months) and continues to work with the family for up to four months post Bakari program residential center discharge. The reduction will impact the number of youth that can be served within the program by one slot.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Multi-Systemic Therapy Services	Wisconsin Community Services	\$394,390	\$344,390	(\$50,000)

- \$408,885 to Running Rebels Community Organization:** The Intensive Monitoring Program-Aftercare is designed for youth to work with an assigned Advocate who will provide intensive supervision, structure, support, and skill building opportunities for youth returned to the community after placement in a youth correctional facility. This program engages the youth in restorative justice activities, recreational and vocational activities, individual and group learning opportunities and includes short term GPS monitoring for youth when they are initially returned to the community.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Intensive Monitoring Program Aftercare	Running Rebels	\$545,175	\$408,885	(\$136,290)

- \$1,779,858 for the Milwaukee County Credible Messenger Program:** The Milwaukee County Credible Messenger Program is designed to engage youth, families, and individuals in Milwaukee County in various settings and outreach activities community wide. The goals of Credible Messengers’s transformative mentoring are to provide prevention and intervention with youth, keeping youth from both entering the youth justice system or going deeper into involvement with the youth justice system. The focus of the outreach efforts will be to provide information, resources, and build social connectivity that supports the mission and purpose of the Credible Messenger Program. The program will serve justice involved youth and youth who are referred from local law enforcement as an alternative to justice involvement and preventative measure.

The chart below includes the 2023 budgeted allocation for each of the five Credible Messenger agencies. The total funding of \$1,779,858 includes a \$279,858 grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP)-Youth Violence Prevention and Reduction Program, \$506,700 in American Rescue Plan Act (ARPA) and \$993,300 in tax levy.

Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Youth Advocates Program	\$250,000	\$350,000	\$100,000
Running Rebels Community Organization	\$250,000	\$379,858	\$129,858
WestCare	\$250,000	\$350,000	\$100,000
Medical College of Wisconsin – 414 Life	\$250,000	\$350,000	\$100,000
Milwaukee Christian Center	\$250,000	\$350,000	\$100,000
Total	\$1,250,000	\$1,779,858	\$529,858

- **\$4,525,000 for Birth to 3 Programs:** The Birth to 3 Program, authorized under Part C of the federal Individuals with Disabilities Education Act (IDEA), supports children with developmental delays or disabilities under the age of three and their families. The program is a federal entitlement which utilizes state, federal, and local funds to enhance the development of children with developmental disabilities, minimizes the need for special education, and decreases rates of institutionalization. Counties are responsible for administering the program based on state and federal guidelines. Specific county responsibilities include establishing a comprehensive system to identify, locate, and evaluate children who may be eligible for the program.

Milwaukee County’s Birth to 3 Network

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

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

Collaboration with the Healthier Wisconsin Partnership, Disability Rights Wisconsin, Head Start & Early Head Start Programs, the school system, and other partners has increased awareness and access resulting in increased referrals to Birth to 3 each year. The following providers are recommended for contracts in 2023 to serve an average of 1,250 children per month. In early 2022, CYFS received notice from the Milwaukee Center

for Independence (MCFI), one of its long-standing Birth to 3 providers, that it was unable to continue its contract. For this reason, funding was reallocated among the remaining providers in 2022.

The chart below includes the 2023 proposed budget allocations for each of the three Birth to Three agencies. The proposed contract amounts have been updated from the report originally submitted on November 7, 2022. The revised report reflects equitable allocations based on the scores from the competitive bid process and provides the top scoring agencies with their minimum number of children served.

Service	Provider	2022 Allocation	2023 Proposed Allocation	2022/2023 Variance
Birth to 3 Early Intervention	Curative Care Network	\$2,139,302	\$2,187,288	\$47,986
Birth to 3 Early Intervention	Penfield Children’s Center	\$1,544,358	\$1,544,451	\$93
Birth to 3 Early Intervention	St. Francis Children’s Center	\$669,032	\$793,261	\$124,229
Birth to 3 Early Intervention	Milwaukee Center for Independence	\$172,414	\$0	(\$172,414)
	Total	\$4,525,106	\$4,525,000	(\$106)

ALIGNMENT TO STRATEGIC PLAN

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

RECOMMENDATION

It is recommended that the Milwaukee County Board of Supervisors authorize the Director, Department of Health and Human Services, or her designee, to execute purchase of service contracts in a total amount of \$13,035,821 for the services identified in the accompanying

resolution. The effective date of the contracts would be the period of January 1, 2023 to December 31, 2023 with the exception of the Intensive Monitoring Program contract with Running Rebels Community Organization which reflects a period of January 1 to March 31, 2023.

In addition, DHHS is requesting authorization to reallocate \$4,525,000 in Birth to 3 funding as necessary among the providers identified in the accompanying resolution to ensure continuity in service delivery and responsiveness to fluctuations in provider capacity and/or client caseload.

FISCAL EFFECT

The 2023 DHHS Budget includes funding for all community programs in the CYFS.

TERMS

The purchase of service contracts would be effective January 1, 2023 and end December 31, 2023 and one contract has a term of January 1, 2023 to March 31, 2023.

VIRTUAL MEETING INVITES

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

PREPARED BY:

Kelly Pethke, DYFS Administrator

APPROVED BY:

Shakita LaGrant-McClain
Shakita LaGrant-McClain, DHHS Director

ATTACHMENTS:

None

cc: County Executive David Crowley
Hon. Mary E. Triggiano, Chief Judge
Sup. Liz Sumner, Chair, Finance Committee
Sup. Shawn Rolland, Chair, Health Equity, Human Needs, and Strategic Planning
Mary Jo Meyers, Chief of Staff, County Executive's Office
Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors
Janelle M. Jensen, Legislative Services Division Manager, Office of the County
Steve Cady, Research Director, Comptroller's Office
Lottie Maxwell-Mitchell, Senior Budget and Management Analyst, DAS