

**COUNTY OF MILWAUKEE**  
Inter-Office Communication

**DATE:** December 3, 2018

**TO:** 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 and Family Services Administrator*

**SUBJECT:** **Report from the Director, Department of Health and Human Services, requesting authorization to enter into 2019 purchase of service contracts with community vendors for the Division of Youth and Family Services**

**Issue**

The Director, Department of Health and Human Services (DHHS), is requesting authorization to enter into 2019 purchase of service contracts for the Division of Youth and Family Services.

**Background**

Since 1970, DHHS has supported a social service delivery system comprised of both directly provided and purchased services using a combination of State, grant and local tax funds. Partnerships with community providers have allowed DHHS to cooperate and collaborate with various community agencies and resources. These partnerships further the opportunities for community participation, leverage resources and utilize community expertise regarding the DYFS community response to delinquency.

DYFS conforms to the DHHS Request for Proposals (RFP) process to ensure objectivity and fairness in the awarding of purchase of service contracts. DYFS relies on these objective reviews, community panels and DHHS contract administration/quality assurance to guide award recommendations. DYFS also may consider other salient factors in order to best meet the needs of the juvenile court and youth served including the financial stability of applicants to ensure the continuity of services, the minimization of service disruption, provider alignment with emerging strategies or changing system demands, opportunities for further resource leveraging and information sharing and maximization of resources.

**Discussion**

The Department is requesting approval to purchase services with the agencies listed below for the identified service and contract amounts for the time period of January 1 to December 31, 2019. There is one program, Alternative Sanctions Program, which was included in the RFP for 2019 contracts, which will be discussed first. Program areas that were included in an RFP issued for 2017 and 2018 contracts as part of a three-year contract cycle will then be discussed.

**Alternative Sanctions Program**

The Alternative Sanction Program has combined the former Evening Report Center (ERC) and Saturday Alternative Sanctions Program (SASP) into one program for 2019 due to an overlap of services in these two programs and to increase operational efficiency. This program will serve youth who are pending court (formerly served by the Evening Report Center) or who are on an order of supervision (formerly served by the Saturday Alternative Sanctions Program). 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 week days in the evening/after school and on weekends.

DYFS issued an RFP in 2018 and based on the scores from the RFP review panel, DYFS recommended entering into a purchase of service contract with St. Charles Youth and Family Services which includes 45 slots for males and females. However, another proposer has appealed this decision and until this appeal is resolved, DHHS cannot award the contract to St. Charles. In order to ensure continuity in services during the appeal process, DHHS will issue bridge contracts for the Evening Reporting Center and Alternative Sanctions Programs with Wisconsin Community Services (WCS) for the first three months of 2019. By March, DHHS will recommend a provider for approval by the County Board for the last nine months of 2019.

Service	Provider	2018 Allocation	2019 Allocation	2018/2019 Change
Alternative Sanctions Program	St. Charles Youth & Family Services	\$361,180 (SASP), \$315,000 (ERC)	<del>\$441,000</del> \$0	
	<b>Total</b>	<b>\$676,180</b>	<b>\$0</b>	<b>\$676,180</b>

For 2017 and 2018, the Department issued RFPs for the following program areas and is requesting approval to purchase the identified services:

**Youth Employment Program**

The Youth Employment Program (YEP) is designed to provide training and employment opportunities for youth served by DYFS. The goal of the program is to assist youth in Milwaukee County in making the successful transition from adolescence into adulthood through job skills and work experience. This program will provide the opportunity for youth to learn professional and personal skills that lead to employment opportunities. Each youth who completes the

training and programming portion of the YEP will be transitioned into a hands-on field experience and then hired as a part-time employee through partnerships with local businesses.

For 2017, this program was up for competitive bid and the Social Development Commission was selected. SDC is recommended for the following purchase of service contract for up to 200 youth.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Youth Employment Program	Social Development Commission	\$88,400	\$88,400	\$0

### **Mentoring Program**

The Mentoring Program through Southwest Key (SWK) is funded by a grant through Southwest Key and DYFS supplements that grant funding with incentive-based rewards for youth that do well and complete program expectations. DYFS recommends entering into the following purchase of service contract with SWK for mentoring program for youth involved in the youth justice system.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Mentoring Program	Southwest Key	\$3,600	\$3,600	\$0

### **Peer Specialist Program**

The Peer Specialist Program is funded by the Juvenile Justice AODA project, a grant funded by the Wisconsin Department of Health Services. DYFS is recommending a contract with Wisconsin Community Services (WCS) to facilitate a Peer Specialist program in the community to provide preventative, educational and supportive services to youth and their families. This program will be offered to youth in the community, as well as those in various DYFS programs and in the detention center. WCS is recommended for the following purchase of service contract.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Peer Specialists Program	Wisconsin Community Services	\$40,816	\$40,816	\$0

### **The Community Service and Restitution Coordination Program**

The Community Service and Restitution Coordination program is designed as a program to provide a resource for youth to complete their court-ordered conditions of community service and pay back their court-ordered restitution. This program addresses a significant barrier to

youth completing the conditions of their court order or Deferred Prosecution Agreement (DPA) by providing and monitoring of community service opportunities. The program primarily serves post-dispositional youth subject to a court order, along with youth on a DPA or consent decree. The Community Service and Restitution Coordination program is also designed to be an alternative to youth being placed in secure detention for sanctions or youth picked up on a warrant and are pending court.

WCS is recommended for the following purchase of service contract for 20 slots.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Community Service & Restitution Coordination	Wisconsin Community Services, Inc.	\$160,614	\$160,614	\$0

### **Level II Monitoring Services with Optional GPS**

The Level II In-Home Monitoring Program with optional Global Positioning System (GPS) serves youth pending court for alleged delinquency as an alternative to secure detention as well as post dispositional youth in need of short-term intensive monitoring through GPS. The pre-dispositional and post dispositional programs have been combined for 2019 due to overlap in the programs. The Level II program provides intensive in-home monitoring services to youth and their families to support parental home supervision in an effort to avoid additional offenses and to appear for their court hearings.

Youth are primarily court ordered into this program and remain until the time of disposition or discontinuation of services is deemed appropriate by the court or DCYFS. 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 in this program who need additional monitoring and supervision.

St. Charles Youth and Family Services is recommended for the following purchase of service contract for 50 slots to cover the North Side. Southwest Key Program is also recommended for the following purchase of service contract for 85 slots to cover the South Side.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Level II Monitoring Program	St. Charles Youth and Family Services	\$1,004,305	\$687,500	(\$316,805)
Level II Monitoring Program	Southwest Key Programs, Inc.	\$1,278,700	\$913,500	(\$365,200)

**Targeted Monitoring Program**

The Targeted Monitoring Program (TMP) provides intensive supervision, structure, support, and skill-building opportunities for different target groups of youth involved in the youth justice system. The targeted populations include youth who are found to be in possession of a firearm, determined to be a serious chronic offender, referred for a burglary or auto theft offense, or identified for the Milwaukee County Accountability Program (MCAP). The program is intended to hold youth accountable in the community while ensuring community safety and providing youth with skills to change their thinking and behaviors. The TMP frequently serves as an alternative to juvenile corrections.

Running Rebels Community Organization is recommended for a purchase of service contract for 135 slots for the intensive monitoring program and 45 slots (24 in detention and 21 in the community) for MCAP target populations for a total of 180 slots with Running Rebels Community Organization for a total of \$2,105,000. A portion (\$535,000) of this contracted program is funded through the youth justice Community Intervention Program (CIP) funds for early intervention for first offenders and/intensive community based intervention services for seriously chronic offenders through the Department of Children and Families (DCF).

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Targeted Monitoring Program	Running Rebels Community Organization	\$2,105,000	\$2,105,000	\$0

**Prevention and Aftercare Program- Targeted Monitoring Program**

The Prevention and Aftercare Program serves siblings and graduates of the Targeted Monitoring Program in order to maximize the likelihood of positive and enduring change in youth and families. This program serves at any one time up to 80 graduates of the Targeted Monitoring Program and/or their siblings between the ages of 6-19. The goals are to prevent siblings from participating in delinquent activities and for young adults to gain skills needed for successful transition into adulthood. The program provides pro-social services and activities to help youth achieve their personal goals.

Running Rebels Community Organization is recommended for the following purchase of service contract in the amount for 80 slots in the Prevention and Aftercare Program.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Prevention and Aftercare Program	Running Rebels Community Organization	\$195,000	\$195,000	\$0

**Shelter Care**

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 the DYFS or the Children's Court. While in shelter care, youth receive programming, to include community service activities, mentoring, recreational activities, tutoring, etc.

Wisconsin Community Services is recommended for the following purchase of service contract for 15 beds in the boy's shelter and 12 beds in the girl's shelter.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Shelter Care	Wisconsin Community Services	\$2,297,063	\$2,297,063	\$0

**Juvenile Educational Treatment Initiative**

The Juvenile Educational Treatment Initiative (JETI) is a community-based educational support and advocacy program. The JETI includes evidence-based programming and clinical services for youth, along with working directly with the schools in which the youth are enrolled, in order to meet the multiple needs of youth and their families. This program includes a total of 40 slots for youth involved in the youth justice system. Previously, of the 40 total slots, 20 were community based and 20 were located directly in selected MPS schools where there is a high number of youth involved in the youth justice system. In 2019, all 40 slots will be in the community and JETI will continue to collaborate with the MPS and other local school districts to continue to meet the needs of the youth.

Southwest Key is recommended for the following purchase of service contract for 40 slots for males and females.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
JETI Program	Southwest Key	\$733,623	\$733,623	\$0

**Community Accountability Panels**

Community Accountability Panels (CAP) was initiated by DYFS for first-time youth offenders, ages 10 through 16, as a diversion effort for low risk offenders. This program is to provide dispositional alternatives to the judiciary to address increasing numbers of youth offenders. The CAP is a youth diversion program which gives first time minor offenders apprehended for misdemeanors the

option of appearing before a panel of community volunteers, called the Community Panel, rather than entering the juvenile court system. The goal of the program is to reduce the number youth referred to the youth justice system while holding them accountable for their actions.

Professional Services Group is recommended for a purchase of service contract for 200 slots. This program is funded through the youth justice Community Intervention Program (CIP) funds for early intervention for first offenders and/intensive community-based intervention services for seriously chronic offenders through the Department of Children and Families (DCF).

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
Community Accountability Panels	Professional Services Group	\$198,000	\$198,000	\$0

#### **Intensive Monitoring Program - Aftercare**

DYFS took over Aftercare responsibilities from the State of Wisconsin effective July 1, 2017. The Intensive Monitoring Program-Aftercare was initiated by DYFS to provide supervision, structure, support and skill building opportunities for youth returned to the community after placement in a youth correctional facility. This program is very similar to the Intensive Monitoring Program for youth on probation, but includes GPS monitoring for youth when they are initially returned to the community.

DYFS currently contracts for this program with Running Rebels which is recommended for the following purchase of service contract for 20 slots for males and females.

<b>Service</b>	<b>Provider</b>	<b>2018 Allocation</b>	<b>2019 Allocation</b>	<b>2018/2019 Change</b>
IMP-Aftercare	Running Rebels Community Organization	\$550,000	\$550,000	\$0

#### **Residential Treatment Center – Bakari House**

In 2017, DYFS issued a RFP to operate a Type II Residential Treatment Center (RTC) for boys in need of a high level of treatment in a temporary out of home placement and through the review process, selected Wisconsin Community Services. The RTC is now known as the Bakari House and is scheduled to open in November 2018. DYFS recommends the following contracts with Wisconsin Community Services (WCS) for the operation of the Bakari House RTC. The increase in 2019 reflects the annualized cost of the contracts.

Service	Provider	2018 Allocation	2019 Allocation	2018/2019 Change
Bakari House - RTC	Wisconsin Community Services	<del>\$600,000</del> \$2,712,116	\$2,870,539	\$158,423
Bakari House – Multi-systemic therapy	Wisconsin Community Services	\$0	\$394,390	\$394,390
	<b>Subtotal</b>	<b>\$2,712,116</b>	<b>\$3,264,929</b>	<b>\$552,813</b>

### **Recommendation**

It is recommended that the Milwaukee County Board of Supervisors authorize the Director, Department of Health and Human Services, or her designee, to enter into purchase of service contracts for 2019 for a variety of services and programs for the time period of January 1 through December 31, 2019 with the providers listed and in the amounts specified in the attached resolution. Approval of the recommended contract allocations will allow for the provision of identified high priority community-based services for youth being served by the Division of Youth and Family Services.

### **Fiscal Impact**

The proposed purchase of service contracts reflect total expenditures of ~~\$11,679,045~~ \$11,238,045. Sufficient funds have been allocated in the 2019 Budget to cover these costs. A fiscal note form is attached.



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Department of Health and Human Services

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