

**COUNTY OF MILWAUKEE**  
Inter-Office Communication

Date: November 8, 2023

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 2024 purchase of service contracts with community vendors for Children, Youth and Family Services

File Type: Action File

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**REQUEST**

The Director of the Department of Health and Human Services (DHHS) is requesting authorization to execute 2024 purchase of service contracts for the Children, Youth and Family Services (CYFS) area within DHHS.

**POLICY**

Per Wisconsin Statutes, the Director of the Department of Health and Human Services is requesting authorization to execute these contracts consistent with Milwaukee County procurement standards.

***Procurement Process***

DHHS follows the competitive bidding/Request for Proposals (RFP) requirements of its state and federal funding sources. With rare exception, all purchase of services undergoes an RFP every four years with professional services generally being bid in less than four years. In the event of contractor performance issues, some programs may be bid before the four years have elapsed.

The DHHS RFP process begins with the release of an “Interested Parties” notice. An “Interested Parties” notice will be emailed to entities registered to receive notice of DHHS RFPs on the E-notify website used by both the City of Milwaukee and Milwaukee Public Schools. The RFPs are also widely advertised through media announcements in the Daily Reporter newspaper, Blue Book, Spanish Journal, Neighborhood News as well as social media platforms like Facebook, and Twitter.

DHHS has made strides to improve its RFP materials to include diversity and inclusion initiatives as well as attract organizations with both diverse leadership and service provider staff. Further, proposal review panels have been increased to five members, the majority of

which are community (non-County employee) members. DHHS has taken efforts to increase our pool of community reviewers.

After initial scoring is completed, review panelists gather in a consensus meeting to discuss the proposals and adjust their scoring if needed. The final scores are then tallied, and the contract award recommendation is made to the DHHS Director.

Wisconsin State Statutes:	59.52(31)
Milwaukee County General Ordinances	Ch. 32.40

**BACKGROUND**

Since 1970, DHHS has supported a social service delivery system comprised of both directly provided and purchased services. DHHS has partnerships with community members and partners that have allowed DHHS to cooperate and collaborate with various community stakeholders. These partnerships further the opportunities for community participation in responding to a youth’s behaviors and needs, as well as community safety and are in alignment with the development of the youth justice continuum of care. These collaborations also support DHHS’s mission and vision for all kids and families across Milwaukee County.

The following contracts are being proposed by CYFS for the time period of January 1, 2024 through December 31, 2024:

- **\$98,000 for Healing Harmonies:** Healing Harmonies is one of Milwaukee County Children's Long Term Support contracted provider that provides Art and Music Therapy since 2016. Healing Harmonies provide evidence-based music and art therapy services in an effort to convert disability to ability, utilizing the power of music and art to help children meet their goals and support their mental health in the community. 100% of the funding for this contract is provided by the Home and Community Based Service grant through the state of Wisconsin Department of Health Services.

Service	Provider	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Music & Art Therapy	Healing Harmonies	\$96,000	\$98,000	\$2,000

- **\$172,660 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	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Community Service & Restitution	Wisconsin Community Services	\$172,660	\$172,660	\$0

- \$344,390 for Wisconsin Community Services:** The Bakari Center Residential Treatment Care program provides aftercare services for justice involved youth via 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 MST clinicians also serve youth in the community who are referred by their Human Service Worker (HSW). They work with the youth and their families to address their unique needs and ensure they are able to remain home with their families and in their communities.

Service	Provider	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Multi-Systemic Therapy Services	Wisconsin Community Services	\$344,390	\$344,390	\$0

- \$1,367,283 to St. Charles Youth and Family Services:** 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 provider was new to this service in 2023 and has been building up capacity throughout 2023.

In 2023, St. Charles was contracted to serve up to 56 kids at a time. For 2024, the goal is to serve up to 100 youth at a time which results in a contact increase for 2024.

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	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Intensive Monitoring Program	St. Charles Youth and Family Services	\$713,307	\$1,367,283	\$653,976

- **\$981,447 to Running Rebels Community Organization:** The Milwaukee County Accountability Program (MCAP) 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	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Milwaukee County Accountability Program	Running Rebels Community Organization	\$981,447	\$981,447	\$0

- **\$2,124,269 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 at two separate locations.

Service	Provider	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Shelter Care – Boys and Girls	Wisconsin Community Services	\$2,124,269	\$2,124,269	\$0

- **\$2,054,834 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.

Service	Provider	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Level II In-Home Monitoring	St. Charles Youth and Family Services	\$2,054,834	\$2,054,834	\$0

- **\$386,664 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.

<b>Service</b>	<b>Provider</b>	<b>2023 Allocation</b>	<b>2024 Proposed Allocation</b>	<b>2023/2024 Variance</b>
Aspire Education	Wisconsin Community Services	\$416,664	\$386,664	(\$30,000)

- **\$316,425 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	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Alternative Sanctions Program	St. Charles Youth and Family Services	\$316,425	\$316,425	\$0

- \$439,551 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	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Intensive Monitoring Program Aftercare	Running Rebels	\$439,551	\$439,551	\$0

- \$1,837,500 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 Messenger’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.

Provider	2023 Allocation	2024 Proposed Allocation	2023/2024 Variance
Youth Advocates Program	\$367,500	\$367,500	\$0
Running Rebels Community Organization	\$367,500	\$367,500	\$0
WestCare	\$367,500	\$367,500	\$0
Medical College of Wisconsin – 414 Life	\$367,500	\$367,500	\$0
Milwaukee Christian Center	\$367,500	\$367,500	\$0
<b>Total</b>	<b>\$1,837,500</b>	<b>\$1,837,500</b>	<b>\$0</b>

- **\$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 2024 to serve an average of 1,300 children per month. The chart below includes the 2024 proposed budget allocations for each of the three Birth to Three agencies.



<b>Service</b>	<b>Provider</b>	<b>2023 Allocation</b>	<b>2024 Proposed Allocation</b>	<b>2023/2024 Variance</b>
Birth to 3 Early Intervention	Curative Care Network	\$2,187,288	\$2,187,288	\$0
Birth to 3 Early Intervention	Penfield Children’s Center	\$1,544,451	\$1,544,451	\$0
Birth to 3 Early Intervention	St. Francis Children’s Center	\$793,261	\$793,261	\$0
	<b>Total</b>	<b>\$4,525,000</b>	<b>\$4,525,000</b>	<b>\$0</b>

**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 \$14,648,023 for the services identified in the accompanying resolution. The effective date of the contracts would be the period of January 1, 2024 to December 31, 2024.

**FISCAL EFFECT**

The 2024 DHHS Budget includes funding for all community programs in the CYFS.

**TERMS**

The purchase of service contracts would be effective January 1, 2024 to December 31, 2024.

**VIRTUAL MEETING INVITES**

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

**PREPARED BY:**

Kelly Pethke, CYFS Administrator

**APPROVED BY:**

*Shakita LaGrant-McClain*

Shakita LaGrant-McClain, DHHS Director

**ATTACHMENTS:**

None

cc: County Executive David Crowley  
Hon. Karl Ashley, Chief Judge  
Sup. Liz Sumner, Chair, Finance Committee  
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