

STATUS OF IMPLEMENTING AUDIT REPORT RECOMMENDATIONS

Audit Title: Juvenile Detention Center Weathered its 2016 Overcrowding and Understaffing Emergency, but Underlying Risks Remain **File Number:** 17-693

Audit Date: October 2017

Status Report Date: January 2019

Department: Health and Human Services

Number & Recommendation	Deadlines Established		Deadlines Achieved		Implementation Status (See Comments)		Comments
	Yes	No	Yes	No	Completed (N/A = Not Applicable)	Further Action Required	

<p>1. Evaluate options for accommodating MCAP in the JDC by developing alternative programming in facilities outside of the detention center and return use of at least one pod for overcrowding overflow, as intended.</p>		X		X	No	Yes	<p>MCAP remains an alternative to Corrections and generally is full with 24 youth in the detention portion. This type II facility allows Children Court Judges another secure placement option that is close to the community the youth/family live in. WI Act 185 mandates the closure of Lincoln Hills School and Copper Lake School by January 1, 2021. It also states that Type II facilities that are in Detention facilities will be grandfathered in, so that option will remain. Milwaukee County is in the process of developing a plan on how best to serve our correction youth. DYFS has yet to determine the best use of the two MCAP pods. Even with MCAP fully operational within detention, it must be noted that population is down, ultimately leaving one and sometimes two pods closed. The Divisions alternatives to Detention programs are being utilized.</p> <p><u>August 2018 Update:</u> DYFS continues to work on the plan to serve youth in SRCCCY's per Act 185, and has several workgroups (Community, Facilities/Budget, Treatment/Programming, Grant Application, Planning & Schedule) that have been developed that all report up to the Steering Committee. The population in detention continues to stay down, leaving one to two pods closed on a daily basis and alternatives to detention programs continue to be utilized. One of these programs, Alternative Sanctions Program, is up for competitive bid for 2019.</p> <p><u>January 2019 Update:</u> The Act 185 workgroups continue to meet on a regular</p>
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							basis and continue to report to the Steering Committee. The MCAP is included in the planning for the new SRCCCY programming. DT continues to operate under capacity and there has not been a need for additional pods throughout 2018 and into 2019. The Alternative Sanctions Program was up for competitive bid in 2018 and a recommendation was made by DYFS for a 2019 contract. However, another proposer appealed the decision and until that appeal is resolved, DYFS is not able to enter into a new contract.
2. Evaluate the use of video conferencing court appearances for DOC youth.		X		X	Yes	No	Talks will continue to take place with system partners to see if video conferencing for court appearances for DOC youth is acceptable. Right now, Public Defenders and Judges request that the youth be physically present for all hearings. Presently, a sub-committee for case processing is working with stakeholders to see if video conferencing can be used in the future for court hearings. Court rooms remain capable to conduct video conferences. <u>August 2018 Update:</u> There has been no change in the willingness to utilize video conferencing at this time and stakeholders continue to request that youth be present for all court hearings. Due to Act 185, there will not be a need for video conferencing by January 1, 2021. Prior to January 1, 2021 the DYFS will have supervision over the corrections youth in the local SRCCCY's. Those youth will be able to be easily transported for all court appearances by the department as they will be placed in Milwaukee County.

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3. <i>Create an overcrowding and emergency overcrowding procedure that will outline steps to be taken in periods of facility overcrowding.</i>	X		X		Yes	No	DYFS has developed an Overcrowding an Emergency Overcrowding policy that took effect 11/10/17. The policy outlines steps to take in case of overcrowding in the facility. The Racine County Youth Transfer Process policy has been incorporated into this policy.
4. <i>Revisit and update all departmental procedures related to time-off to reflect current departmental workflows and current County requirements.</i>	X		X		Yes	No	Policy and Procedure for time off has been reviewed and updated. The updated policy allows for more employees to be off on a certain day as long as there is coverage. As more Youth Correctional Officers (YCO'S) have been hired, the use of mandatory overtime has all but been eliminated.
5. <i>Continue development and use of a staffing alert/FMLA calendar for better management of staffing levels and knowledge of where staff stand with respect to their time off.</i>		X		X	Yes	No	Youth Detention Center staff continue to monitor FMLA for staff. Detention Center management has developed a password protected spreadsheet and calendar of active staff on FMLA and medical leaves approved by Human Resources and Administrator. YCO-Supervisors with the support of the Administration Assistant continue to monitor the spreadsheet.
6. <i>To help alleviate the excessive use of overtime at the JDC, we recommend that JDC leadership compile and report overtime use to DCSD administration on a quarterly basis so that ongoing planning for better management of positions and overtime can be discussed until adequate staffing is achieved.</i>	X		X		Yes	No	In March of 2017, DHHS fiscal staff began providing an overtime report to DYFS Administrator, Deputy Administrator, and Superintendent of the Youth Detention Center. This is still the case today. DHHS created a sub-committee that meets quarterly to review the Action Planning Document. Updates are given to DYFS on a regular basis so everyone is aware of the progress being made.

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7. JDC complete a thorough review of all assigned tasks and analyze the need to create additional JCO Supervisor positions.	X		X		Yes	No	A 7 TH supervisor was hired in November of 2017.
8. DCSD administration should work with appropriate stakeholders (including the County's Information Management Systems Division, other County 24/7 departments, and detention center administrators from other jurisdictions) in order to plan and implement a more efficient staff scheduling model than the manual process currently being used.	X		X		No	Yes	<p>A staffing solution was implemented in October 2017. This will allow for a more effective management of staff. The In-Time solution program is being used as a backup now as supervisors are still not comfortable with the software. Additional training is needed and Administration will reach out to BHD for assistance. As of this writing, The software is going through some updates that have affected its usage. Once this is corrected, Staff will reach out for help and assistance. Administration has reviewed the scheduling process, and scheduling seems to have stabilize. The "old paper board" still acts like a crutch but is dependable.</p> <p><u>August 2018 Update:</u> Detention administration/management has been given full access to the in-time solution program and is in the process of training all supervisors and staff in its functionality. It is expected to have the program in full use in the Detention Center for scheduling on Oct 1, 2018.</p> <p><u>January 2019 Update:</u> Youth Correction Officer (YCO) Supervisors have uploaded the scheduling program and all Detention Center staff have been uploaded into the system. Due to difficulties with the program not being reliable at this time,</p>

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							<p>the Detention Center continues to utilize the scheduling board as a backup system. Detention management is working with IMSD to resolve the errors with this system in order to fully utilize it.</p> <p>Please note, DHHS will be moving to a new scheduling/timekeeping system in 2020. YCO Supervisor Biemi is a member of the committee working on this new system, and will advocate for the needs that are unique to the Youth Detention Center.</p>
9. Given the position turnover, we recommend that DHHS work with DHR to place the JCO position on the continuous recruitment list.	X		X		Yes	No	Job postings are continuously producing well qualified and experienced candidates. Once that list gets processed, another recruiting process gets underway. This process has allowed Detention Administration to maintain staffing levels between 63-69 YCO'S. Current staffing levels are at 66 with offers to be made to 3 new candidates in the next week or so for a total of 69. This is the ideal staffing level for 2019. With population down and staffing up, overtime has been down. A waiting list will actually be created for a more efficient hiring process. Our Private Investigator has helped out greatly with processing the background checks in a timelier manner.
10. DHR and the JDC continue to discuss and develop methods to adequately screen potential candidates ensuring a good fit for the job, and to conduct exit interviews for individuals who voluntarily terminate in order to accurately document and assess turnover causes.		X		X	Yes	No	In April 2018, a new JEQ was submitted to HR describing the ideal candidate. It stresses that candidates have a strong desire to work with youth. It goes into detail what the job duties are and what the expectations are. Furthermore, job expectations and demands are thoroughly explained to candidates during the interview process. Youth Detention Center Administration has worked with HR to better explain to candidates the job by providing realistic job previews, role playing scenarios,

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							review of interview questions, and a tour of the facility if requested. A short video is still being considered about the Youth Detention Center that is to be attached as a link with the actual application. Currently, all YCO'S who leave voluntarily are contacted to participate in an electronic exit survey. Also, Administration asks all staff who leave voluntarily to submit in writing a resignation letter highlighting the reasons for job separation.
11. DCSD and policymakers should consider requesting additional JCO positions as part of the 2018 Budget process, offset with vacancy and turnover, to allow for hiring of positions for staff out on FMLA and to account for turnover that occurs within the hiring process.	X		X		Yes	No	In 2018, staffing levels remain stabilized. With Detention population remaining lower than in the past and at least one pod not being used, staffing levels are going to be tried at a lower level for 2019. By establishing a waiting list for candidates, hiring will be more effective and efficient. Detention Administration has worked hard in providing staff with an environment that they can work well in. If needed, hiring of additional YCO'S will be made in a timely manner.
12. DCSD work with the House of Corrections and Jail leadership to explore the possibility of establishing a Correctional Officer employment pool, from which individuals could be pulled to assist with coverage in times of facility understaffing.	X		X		Yes	No	Since the summer of 2017, there has been no need for the use of a correctional officer pool/HSW pool to assist with coverage in the Detention Center. DYFS will use a pool of Human Service Workers if need be. They have been trained and have great knowledge and experience working with youth. They understand Detention policy and procedure. At this time, there is not a need for coverage as staffing levels remain high.

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13. DCSD administration conduct periodic (at least quarterly) spot checks for data validation and continue to monitor and work through the Division's running list of items that need to be corrected in the Division's JPM System.					Yes	Yes	<p>Monthly and quarterly reports are being generated regarding Juvenile Detention Usage and length of stay. Phase 1 of the Juvenile Program Manager (JPM) was implemented 3/3/2016 which allows for more consistency in data entry and reporting. JPM data and specifically data regarding youth in detention will continue to have ongoing validation and quality control.</p> <p>August 2018 Update: IMSD has hired a consultant, funded by DYFS, in May 2018 that is responsible for updating the JPM system. JPM is validating data through required fields and pull down options for fields when possible. Enhancements to JPM have been made to validate and control data entry. Data is cleaned on a monthly and quarterly basis in for the DYFS Monthly Data Blast and the DYFS Quarterly Reports. The data validated and checked for incomplete, incorrect or inconsistent data and corrections to JPM are made. Any issues that are encountered are discussed with Detention Management and Data Entry staff and any additional training or clarification of a process is provided. Reports regarding Detention population is being monitored by the Detention Superintendent and Deputy Superintendent on a daily basis allowing any data issues to be resolved quickly. This has made the data cleaning for monthly and quarterly reporting much smoother process and giving DYFS more confidence in the data reports that are being generated.</p> <p>January 2019 Update: DYFS continues to contract with a consultant for JPM enhancements for the entire division. There are no</p>

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							identified enhancements for detention operations at this time.
<p>14. DCSD Administration also work on improving system controls, including:</p> <p>a. Creating standard edit fields for the JPM system to ensure that data is entered and reported consistently.</p> <p>b. Work on communication and staff training planning regarding changes in the system, data entry, and data use.</p> <p>c. Control access to data entry by reviewing and evaluating all current users authorized to enter data into JPM and ensure all authorized users are properly trained.</p>					No	Yes	<p>a.&b DRAI (Detention Risk Assessment Instrument) entry in JPM has been updated to include static override reasons. Which include: No Placement Options, Victim in Home or Current Placement, Victim Sustained Serious Injury, and Youth Combative During Intake. This makes is clear as to the reasons Custody Intake can do an override. Custody Intake have been trained and are using the new required field as of 3/1/2018.</p> <p>c.-All JPM access is done through Network security and group access. That has been reviewed and updated as needed. Ongoing training as needed and training of new staff will continue.</p> <p>August 2018 Update: By including static override reasons on the DRAI, it is has been easier for DYFS to report on reasons for overrides and creates awareness of Custody Intake staff of the permissible reasons for overriding the DRAI. This has reduced the overrides and therefore admissions to Detention. Ongoing training of Custody Intake and Data Entry staff has resulted in better overall data. Additional training and ongoing training has assisted staff in understanding the 'what' and 'why' of what goes into each entry thereby reducing overall errors and allows them to</p>

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							contribute to the quality assurance process by identifying any issues or concerns quickly. <u>January 2019 Update:</u> The YCO Supervisors continue to have ongoing training and support for DRAI data entry into the JPM system as needed.
15. <i>Create a department policy and procedures on information disclosure and implement mandatory, recurring training of DCSD staff to clarify what is confidential/HIPPA information and what can/cannot be disclosed to individuals inside and outside of employment with Milwaukee County.</i>	X		X		Yes	No	Staff is reminded of the confidentiality policy and procedure on a regular basis. Every new YCO, as part of their orientation and training, are informed of the policy and the expectation for complete non-disclosure of sensitive information. Each YCO has to complete 24 hours of continual training every year and this subject is re-enforced. The Superintendent also alerts staff of the importance of following the confidentiality policy and procedure. The nursing staff is very much aware of HIPPA law and do not disclose sensitive information to public or staff.
16. <i>On at least an annual basis, JDC leadership perform a search for current staff employed at the JDC on the Wisconsin Circuit Court Access (CCAP) and update the JDC's policies and procedures manual to inform staff that management may conduct background or driver's license checks on any staff member at any time during their term of employment.</i>	X			X	Yes	No	Although Milwaukee County has in the past completed an employee check of criminal record and driver's license, the Administration of Detention will update the policy to coincide with Milwaukee County's policy. Policy will inform all staff that management may conduct background checks and driver's license checks on any staff at any time. These background checks will be done by December 31 st every year. Detention now has a reliable Private investigator who can assist management with this task. <u>August 2018 Update:</u>

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							The Detention center policy has been updated by DYFS Administration to inform staff that management may conduct annual driver's license and background checks. All staff were given a copy of the updated policy. Detention continues to use the contracted private investigator for this and new hire background checks.
17. JDC leadership conduct the pre-employment basic Caregiver Background checks on staff every 5 years.	X		X		No	Yes	<p>Caregiver background checks will be an ongoing task every 5 years. The last caregiver background check on current staff occurred in 2017. HR will continue to be consulted with any issues or concerns that may arise from the background check.</p> <p><u>August 2018 Update:</u> The departments Human Resources partner was contacted regarding their offices ability to perform the caregivers' background check every 5 years for DYFS in which they agreed to do this. A formal written process on the caregivers' background check process is currently being drafted by the DYFS and HR partner together. The written process should be drafted and then completed by Oct. 1, 2018.</p> <p><u>January 2019 Update:</u> In partnership with Human Resources, DYFS developed a policy regarding expectations for background checks for current employees. Detention management will perform caregiving background checks at minimum every four-years, with the last check being completed in 2015. Therefore, the caregiver background checks, through the Department of Justice, will be performed this year (2019). All staff in the Detention Center have been notified by the</p>

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							Superintendent through a Memorandum of this policy and the upcoming 2019 checks.
18. <i>DHHS/DCSD leadership develop and implement performance measures that quantify the effectiveness of MCAP after youth are discharged from the program, and regularly track and report outcomes of the measures.</i>	X		X		No	Yes	<p>MCAP performance measures have been developed with the current provider, Running Rebels Community Organization: Successful completion of the program; School attendance and performance improvement; recidivism during program participation. These are reported on a quarterly basis by the provider. In addition, DYFS will disaggregate MCAP youth from the quarterly recidivism measures and report on their recidivism separately.</p> <p><u>August 2018 Update:</u> MCAP data is reported on the DYFS Quarterly Reports. This report includes the number of admission, youth served, number of discharges, if the discharge was successful and recidivism during programming for both the Detention and Community Phases of the MCAP. This information will be disseminated to DYFS Stakeholders. Recidivism is measured for youth discharged from the Detention and Community Phases of MCAP for youth who have had referrals during programming that have reached the level of probable cause and adult court petitions. The quarterly reports includes successful discharge and recidivism during programming for a many of DYFS programs and services. We are currently working on producing a yearly report which will include recidivism post discharge, not only for MCAP but other DYFS programs and services as well.</p>

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							<p><u>January 2019 Update:</u> The DYFS Annual Report is in the final draft stages of being produced and will be emailed to stakeholders and available via the DYFS website once it is complete for 2018 data. MCAP outcomes are included in the Quarterly Data Report provided to stakeholders, as well as via the DYFS website. MCAP is also included in the Act 185 bill that is discussed in Recommendation #1 and is part of the design in programming for the SRCCCY.</p>