

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: November 13, 2019

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 2020 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 2020 purchase of service contracts for the Division of Youth and Family Services (DYFS).

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, 2020. The following four programs were included in an RFP for 2020 services: Shelter Care, Level II, Targeted Monitoring and Community Service & Restitution Coordination. These programs will be discussed first. Program areas included in RFPs issued for 2018 and 2019 contracts as part of a three-year contract cycle will then be discussed.

The Community Service and Restitution Coordination Program

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 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. Wisconsin Community Services (WCS) is recommended for the following purchase of service contract for 20 slots:

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
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) monitoring 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 Level II program provides intensive in-home monitoring services to youth and their families to support parental home supervision to avoid additional offenses and to appear for their court hearings. Youth can be court ordered into this program or referred by DYFS and remain until the time of disposition or discontinuation of services is deemed appropriate by the court or DYFS.

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.

DYFS has changed from having two Level II providers to one provider to allow for continuity and consistency of programming and care for the youth. St. Charles Youth and Family Services is recommended for the following purchase of service contract for 145 slots to serve youth in Milwaukee County. For 2019, the program operated with two providers and reflected a capacity of 135 slots.

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
Level II Monitoring Program	St. Charles Youth and Family Services	\$687,500	\$1,575,400	\$887,900
Level II Monitoring Program	Southwest Key	\$913,500	\$0	(\$913,500)
	Subtotal	\$1,601,000	\$1,575,400	(\$25,600)

Targeted Monitoring Program

The Targeted Monitoring Program (TMP) 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 be a serious, chronic offender. 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 a community-based alternative to youth corrections.

This allocation previously included services for the Milwaukee County Accountability Program (MCAP) which is operated in the Detention Center at Vel R. Phillips Youth and Family Justice Center. These services have been removed from this allocation and will be awarded via a separate 2020 contract with Running Rebels to be in alignment with efforts around Act 185 and the creation of the Milwaukee County Secure Residential Care Center for Children and Youth (SRCCCY). This contract is discussed in the next section under MCAP.

It should be noted that a portion (\$709,000) 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 for first offenders and/intensive community-based intervention services for seriously chronic offenders.

Running Rebels Community Organization is recommended for a purchase of service contract for 115 slots for the intensive monitoring program:

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
Targeted Monitoring Program	Running Rebels Community Organization	\$2,105,000	\$1,800,000	(\$305,000)

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 six to 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:

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
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 DYFS or the Children's Court. While in shelter care, youth receive programming which includes community service activities, mentoring, recreational activities, and tutoring, etc. For 2020, the number of slots for girls is reduced from 10 to five. The contract was reduced due to low utilization. The 2018 average daily population was 2.9 girls and in 2019, the average daily population is 2.8 girls.

DYFS is in the process of reissuing an RFP for this service. In order to continue services into 2019 during the RFP process, DHHS is recommending a four-month extension of the 2019 contract with WCS. The 2019 extension would reflect the existing terms of the 2019 contract which is 15 beds for boys and 5 for girls.

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
Shelter Care	Wisconsin Community Services	\$2,297,063	\$765,688	(\$1,531,375)

For 2018 and 2019 services, DHHS issued RFPs for the following program areas and is requesting approval to continue these contracts in 2020:

Milwaukee County Accountability Program

The Milwaukee County Accountability Program (MCAP) provides intensive supervision, structure, support, and skill-building opportunities for youth who are court ordered into the program. The MCAP 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 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. The current MCAP will evolve into the SRCCY throughout 2020 and into 2021. DYFS and its partners are planning for the transition of the MCAP into the SRCCY and are therefore, requesting a four-month contract with the current provider, Running Rebels Community Organization, to assist in the transition. This contract would be in effect from January 1, 2020 through April 30, 2020.

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
MCAP Transition	Running Rebels Community Organization	\$0	\$178,276	\$178,276

Alternative Sanctions Program

The Alternative Sanction Program serves 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 recommends a purchase of service contract with St. Charles Youth and Family Services which includes 45 slots for males and females:

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
Alternative Sanctions Program	St. Charles Youth & Family Services	\$441,000	\$441,000	\$0

Intensive Monitoring Program - Aftercare

DYFS assumed 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 and includes GPS monitoring for youth when they are initially returned to the community.

DYFS currently contracts for this program with Running Rebels Community Organization which is recommended for the following purchase of service contract for up to 20 slots for males and females:

Service	Provider	2019 Contract	2020 Proposed	2019/2020 Variance
IMP-Aftercare	Running Rebels Community Organization	\$545,175	\$545,175	\$0

Residential Treatment Center – Bakari Center

The Bakari Center is a court-ordered residential treatment center for boys that can serve up to 24 youth at a time in a residential program and in the community upon completion of the residential program. The program is a community-based alternative to a correctional placement or a step-down placement from corrections. The Bakari Center also utilizes the Integrated Treatment Model (ITM) and Multi-Systemic Therapy (MST) and the youth receive education from Norris School District while in the program.

DYFS recommends the following contracts with Wisconsin Community Services (WCS) for the operations and MST clinicians for the Bakari Center RTC:

Service	Provider	2019 Allocation	2020 Allocation	2019/2020 Variance
Bakari Center - RTC	Wisconsin Community Services	\$2,870,539	\$2,911,709	\$41,170
Bakari Center – Multi-systemic therapy	Wisconsin Community Services	\$394,390	\$394,390	\$0
	Subtotal	\$3,264,929	\$3,306,099	\$41,170

Discontinued Contracts

DYFS is committed to providing community-based programming that is individualized and meets the unique needs of youth and families that touch the youth justice system. As referrals to DYFS have continued to decrease over time, so too has the number of youth placements in some community-based programming. In response to this change, DYFS has either reduced or eliminated certain contracts based on actual utilization. Contracts for Community Accountability Panels (\$198,000) and youth employment (\$88,000) are eliminated. DYFS does not anticipate an impact to services as a result of these changes. In the near future, new programming is needed that can adapt as the population of youth changes and is aligned with the Secure Youth Continuum.

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 the time period of January 1 through December 31, 2020 with the providers listed and in the amounts specified in the attached resolution. DHHS further recommends four-month (January 1 to April 30, 2020) contracts for shelter services and MCAP transition services.

Approval of the recommended contract allocations will allow for the provision of 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 \$8,967,252 (\$8,023,288 for a term of January 1 to December 31, 2020 and \$943,964 for a term of January 1 to April 30, 2020). Sufficient funds have been allocated in the 2020 Budget to cover these costs. A fiscal note form is attached.

A handwritten signature in cursive script, appearing to read "Mary Jo Meyers", is written over a horizontal line. To the right of the signature, the word "for" is printed.

Mary Jo Meyers, Director
Department of Health and Human Services

cc: County Executive Chris Abele
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