



Empowering People, Strengthening Community

Project Rise: Building a Better Future for
Youth and our Community
by
Developing a Secure Residential Care Center for
Children and Youth (SRCCCY)

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Milwaukee County

March 28, 2019

Dear State of Wisconsin Designees and Act 185 Grant Committee Members:

On behalf of Milwaukee County, thank you for your work to create avenues for positive change to youth justice in the State of Wisconsin and Milwaukee County. Please accept our proposal and request for state funding to support construction of Milwaukee County's Secure Residential Care Center for Children and Youth (SRCCCY).

Milwaukee County has been working to reform the youth justice system since 2011. This movement, known as Project Rise, is focused on restorative justice and reunification of youth with their families and communities. While our ultimate goal in Milwaukee County is cross-cutting systems level change, the ACT 185 legislation provides us the opportunity to bring our youth closer to home while we continue the important work necessary for sustainable change.

Beyond bricks, mortar and geographic location, creating a successful SRCCCY requires effective programs, strong partnerships, well-trained and supported staff, as well as the full engagement of local families and the community. We believe a complete system redesign and new approach to working with youth and families is required to change our current reality in Milwaukee. With each step in our reform efforts, we are one step closer to changing that reality from one of recidivism, racial and ethnic disparity and low achievement to one of healing, restoration and the formation of a path to a better future.

With that in mind, we are committed to maximizing impact by responsibly using limited state and county resources. To that end, we have done our due diligence to study both national and local trends in juvenile justice. We plan to responsibly use this opportunity to provide a safe and healing environment to youth who are on corrections orders while maintaining community safety. At the same time, we will continue our efforts to reduce the need for a facility such as the one envisioned in this proposal. Whenever possible, we will be providing programs that serve youth as a diversion from entry into the youth justice system that are community-based and rehabilitative in nature, designed to reduce youth crime and recidivism. We understand that system change takes time and acceptance by the greater community. The creation of an SRCCCY allows us to bridge engaging our local juvenile justice system and greater community in a way that continues to increase the level of awareness and understanding to what will be needed in Milwaukee to for lasting change.

The Milwaukee County community shares in the State's urgency to advance the critically-needed youth justice reform efforts of Wisconsin and Milwaukee County. Due to the high percentage of Milwaukee youth who are currently at Lincoln Hills and Copper Lake, as well as to keep the momentum going of the work done thus far, we respectfully request that the committee expedite the review and approval process to authorize release of funds to Milwaukee County. We look forward to working collaboratively with members of the Grant Committee. As your work and review process proceeds, please let us know if additional materials are required. In the meantime, we will work with the Department of Corrections to complete the needed reviews and approvals of the design documents in a timely manner.

Milwaukee County will continue the important work necessary to transform the juvenile justice system. Our hard work and commitment to meeting the deadline stated in the Legislation demonstrates our commitment to returning our youth to their families and communities as soon as possible. It is with that same commitment and determination we plan to positively impact the lives of our youth and create pathways to a better future. With Project Rise, our goal is to reduce the number of youth in the justice system and ensure all youth, regardless of background, experience safe, healthy and meaningful lives.

We appreciate your support of this important work and look forward to receiving your feedback on our proposal.

Sincerely,



Chris Abele
Milwaukee County Executive



Theodore Lipscomb, Chairman
Milwaukee County Board of Supervisors



Mary Jo Meyers, Director
Milwaukee County Department of
Health and Human Services



Supreme Moore-Omokunde
Milwaukee County Board of Supervisors
10th District

Disclaimer: Information contained in this report is based on planning completed through March 28, 2019. Modifications of this information will occur and/or supplemental information will be developed as planning for the SRCCY continues. Additionally, the current funding, deadlines, and process for submitting a proposal pursuant to Act 185 will likely be altered, so modifications of this proposal may be required.

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EXECUTIVE SUMMARY

Act 185: The Opportunity to Continue Reform

The passage of 2017 Wisconsin Act 185 represents a significant opportunity for Milwaukee County to continue to transform and improve the youth justice system through the development of a treatment-oriented secure residential facility that will positively impact the life direction for many youth and contribute to a safer community.

Act 185: The Legislation and Rules

2017 Wisconsin Act 185 requires the closure of Lincoln Hills and Copper Lake schools by January 1, 2021 and allows a county or American Indian tribe to establish a Secure Residential Care Center for Children and Youth (SRCCCY), established a fund of \$40 million to provide for design and construction of the SRCCCYs, and a county to apply for a grant to cover 95% (100% for girls) of design and construction costs of a SRCCCY. As of the date all juveniles are transferred from Lincoln Hills or January 1, 2021, whichever is earlier, a court may only make a correctional placement of a juvenile to an SRCCCY under the supervision of the county or, for some selected youth, may place them in a Type I secure facility operated by the state. The state has approved emergency rules, DOC 347, to govern basic SRCCCY operations.

Beginning the Work and Establishing the Vision for the SRCCCY

As the underlying legislation of Act 185 was developed, Milwaukee County began planning for development of the SRCCCY by affirming core program values to provide a foundation for further work and reaching out to current and potential stakeholders to build and strengthen those relationships in support of a successful plan. Since the passage of Act 185, the Department of Health and Human Services (DHHS) has been moving forward on several fronts to develop a local SRCCCY. This work is grounded in the DHHS Vision for the Milwaukee County SRCCCY to:

Establish a safe, positive, sustainable, and developmentally appropriate treatment environment for youth committed to the county under Wisconsin Statute Section 938.34(4m) that effectively promotes accountability, protects the community, reduces recidivism, and returns youth to our community with the skills needed to become successful and productive citizens.

Development of the SRCCCY builds on the many system reform efforts that the county has been working on over the last decade and enables the county to successfully manage and implement an important component in a comprehensive continuum of services for youth and families.

Workgroups and Stakeholder Engagement

DHHS created a number of working groups, led by a Steering Committee that includes key decision-makers, a Facilities/Budget planning group, a Programming Development Group, and a Community Engagement/Communications workgroup. Those workgroups have been meeting/working regularly since August to provide input into the initial design and program components of the Milwaukee County SRCCCY.

DHHS also engaged (and continues to do so) diverse stakeholders in project development and implementation planning. Milwaukee County has hosted and/or participated in multiple community briefings and meetings with elected officials, community leaders, neighborhood residents and families, and youth. These meetings served to both inform others about the vision for the SRCCCY and get important input into all aspects of the program.

Programming

The Programming workgroup has identified key principles and program elements which will lead to positive outcomes for youth and the community. With an emphasis on developing a strong educational program, the program will integrate best practices and positive youth development principles to build on youth strengths and address their needs and create a safe and secure living environment to promote successful transition to the community. In addition to researching best practices, workgroup activities included touring a model program in Washington D.C., engaging technical assistance from the National Girls Initiative to help develop programming for girls, establishing a strong set of values/beliefs to guide program development, and working with the architect to ensure the facility design is consistent with program goals and activities. As the construction and implementation goes forward, the Programming workgroup will continue to play an important role in promoting the implementation of proven, evidence-based programs and activities.

Staffing

In acknowledging the significant effort and time required to properly hire and train the full staff complement, Milwaukee County has begun developing staffing and recruitment plans and will soon initiate recruitment of key personnel. A full complement of staff for the facility will include key Administrative positions, Youth Development Specialists, Care Coordinators, Qualified Mental Health Professionals, security personnel, supervisors, and other staff supports. The goal is that a diverse staff be recruited, selected, and trained to promote a consistent 24/7 approach to building supportive relationships with youth, utilizing all interactions to teach youth important skills for success, serve as pro-social role models for youth, and respond appropriately to behavioral issues in a trauma-informed manner. Additional personnel for some functions may be provided on a contractual basis.

Size of Facility and Population

Based on analysis of past and future trends in the use of secure confinement for Milwaukee County youth, assumptions about the future utilization of the SRCCCY, input from the community and other key stakeholders, and technical assistance from the Annie E. Casey Foundation, the Steering Committee has directed that the final plan provide for 40 “new” beds on a new campus site and the remodeling and repurposing of 22 existing beds for the Milwaukee County Accountability Program (MCAP), bringing the total SRCCCY bed capacity to 62.

Facility Planning

Milwaukee County selected architects (Continuum Architects and Planners, S.C.) through a Request for Proposal (RFP) process initiated in July 2018 to develop Owner’s Project Requirements, study the feasibility of renovating/expanding the existing detention facility, and develop conceptual plans and concept level cost estimates for two alternate community sites as well as renovating the current Vel R. Phillips Youth and Family Justice Center MCAP space.

The facility planning and design process engaged multiple stakeholders (including City of Milwaukee and State officials, key Milwaukee County staff, youth treatment experts, and community partners) to support the Vision and desired programming. Space is provided for education/vocational services, health and mental health care, recreation, visitation, and other needed support services. The layout of the newly constructed space provides open/green space between housing units and other core functions and also provides for renovating the current Vel R. Phillips Youth and Family Justice Center MCAP units. Milwaukee County has engaged the services of Gilbane Inc. to further estimate costs and managed construction of the project.

Location

With input from multiple sources, approximately ten criteria related to location were identified in order to evaluate the over 70 potential locations initially suggested. The overriding criteria focused on to what extent the location and site was most consistent with achieving positive outcomes for youth. Two potential sites (referred to as the Mill Road site and Teutonia Avenue site) in the City of Milwaukee were pursued for further planning, but the state’s decision to locate a Type 1 facility in that area necessitated searching for another site. While the search for a new site continues, planning for a facility is going forward on the assumption that a suitable new site with a minimum of five acres will be found. In addition to a new campus site, the current MCAP space in the Vel R. Phillips Youth Detention Center will be remodeled and repurposed for SRCCCY use.

Cost Estimates

Design and Construction: Based on the size, location, and program requirements developed for the SRCCCY, the cost for design, construction, and furnishing for both a new campus site and repurposing a portion of the Vel R. Phillips Youth and Family Justice Center facility is estimated to be \$41.14 million. The county is requesting that the state provide 95% of those costs to meet the 95% Act 185 cost-sharing requirements as well as 100% of costs associated with housing girls. This final amount is subject to change as a final site is found and acquired and final design costs are confirmed.

Initial estimates of staffing and other operational costs for the program are included in this proposal but may be modified as the full SRCCCY program develops.

Next Steps

To meet the timeline of returning youth no later than January 2021, key steps that need to be completed include: (1) Identification of a site for the SRCCCY that meets the criteria developed ; (2) Acquisition and rezoning of the preferred site for the SRCCCY; (3) Securing needed approvals from the Department of Corrections as required under DOC Emergency Rule 347; (4) Securing 95%/100% state funding support for developing the facility and allocating sufficient local resources in the appropriate Milwaukee County budget(s) for operating the program; (5) Completing all pre-construction and subsequent design and construction work; (6) Completing updated policies and procedures for the SRCCCY and development of program and operational plans and services; and (7) Recruiting, selecting, and training staff as well as finalizing contracts for additional services as needed. Milwaukee County has secured the support of Gilbane, Inc. to provide Contract Management for the project.

Sustaining Future Success

Ultimate success for this project will be determined based on whether youth who go through the program are successfully returned to the community and become fully engaged as a contributing member of our community. Accountability to the community for those outcomes is a critical element of the overall SRCCCY plan. To ensure that this happens, Milwaukee County plans to: (1) Continue to reach out to community residents, service providers, stakeholder/partners, and youth and family members and engage them in a transparent process that includes opportunities for input and oversight into program operations; (2) Build upon existing quality assurance practices and identify key benchmarks and/or [Performance Based Standards \(PbS\)](#) ; and (3) Gather and report post-release information regarding youth's transition to and success in the community.

THE MILWAUKEE MODEL OF YOUTH JUSTICE REFORM

For well over a decade, Milwaukee County has been engaged in reforms of the youth justice system to reduce the number of youth involved in the system, produce better outcomes for youth that do become involved, and increase public safety.

Utilizing the growing body of research about best practices in working with at-risk and system-involved youth, adolescent brain development, positive youth justice, and the impact of trauma on youth the County developed guiding values and principles as a foundation for implementing a **Milwaukee Model of Youth Justice Reform** and incorporated that work into an overarching blueprint for reform, [Project Rise](#). Through Project Rise, the County has made significant changes in practices and programs including: (1) More effectively engaging families; (2) Increasing partnerships with community and neighborhood resources; (3) Implementing reforms in the processing of cases in the youth justice system; (4) Diversifying and strengthening the staff that work with youth and families; (5) increasing the use of data-driven and other quality assurance practices; and (6) Developing successful community-based programs to safely reduce the number of youth placed in confinement facilities.

Examples of reforms that have been implemented in recent years include:

- Participation in the [Annie E. Casey Juvenile Detention Alternatives Initiative](#) (JDAI) to safely reduce the number of youth held in secure confinement and other out of home placements;
- Development of the Milwaukee County Accountability Program (MCAP), a local long-term secure alternative to placement of youth in a state juvenile institution;
- Collaboration with the [RFK National Resource Center for Juvenile Justice](#) to implement changes in assessment and supervision practices with youthful offenders and creation of the Family Engagement Guide;
- Implementing additional treatment and trauma-informed services within the current youth detention center and MCAP to better meet the needs of youth in custody and increase the likelihood of success upon return to the community;
- Assuming responsibility from the State of Wisconsin for aftercare supervision for Milwaukee County youth returning from the state juvenile correctional institutions;
- Analyzing key youth justice system decision points and making changes to reduce racial and ethnic disparities (RED);
- Opening a community based residential treatment program, Bakari Center, to serve justice-involved youth through an evidence-based integrated treatment model;
- Development and implementation of the Dispositional Matrix to enhance and support the work of the Human Service Workers (HSW) in making recommendations to the court for programming and treatment needs of the youth;
- Development of the Effective Response Grid to provide staff with appropriate responses to youth's misbehavior and to reduce the use of detention for sanctions;

- Strengthening the partnership with [Wraparound Milwaukee](#), a nationally recognized system of care approach, to provide case coordination and needed services to youth with significant mental health needs;
- Development of the Continuous Quality Improvement (CQI) model to support the process of identifying appropriate risk levels of youth in order to match them with the appropriate services at the appropriate time to improve outcomes for those youth through the continuous development of a systematic and comprehensive approach to quality assurance and quality improvement.

Although more work remains to be done, these reforms and programmatic changes have resulted in a more cost-effective youth justice system that has contributed to significant reductions in the use of juvenile corrections and other out of home placements, an increase in youth being held accountable for behavior that harms others and the community, and a continuing decline in juvenile crime and arrest rates.

INCREASING CONCERNS RELATED TO JUVENILE CORRECTIONS

Concurrent with many of the reforms highlighted in Project Rise, the county became increasingly concerned with the treatment of youth placed in the state's juvenile correctional institutions (Lincoln Hills and Copper Lake Schools) and the poor outcomes when youth were returned to the community. Milwaukee County took a leadership role in identifying concerns related to the lack of sufficient educational programming at the institutions, the excessive use of solitary confinement, the inappropriate use of chemical and physical restraints, and the lack of oversight and accountability for the overall institutional program. Furthermore, meaningful engagement of families was hindered by the distance between Milwaukee County and the institutions, making collaboration between the state and county and successful transition back to the community more difficult.

Following specific concerns and allegations of mistreatment of youth, the Milwaukee County Board of Supervisors declared a state of emergency in February 2016 (2016 Resolution 129) and allocated \$500,000 in funds to begin developing alternatives to keep youth from being placed at the state juvenile institutions. As the result of several revelations and investigations of these and other issues at the institutions, it became readily apparent to the county and many others that the State of Wisconsin needed to make significant changes in how the most serious youthful offenders are dealt with.

Growing pressure from multiple sources, as well as the mounting evidence that large, congregate care facilities are ineffective in reducing reoffending by youth returning to the community led to a bipartisan consensus in the legislature that the Lincoln Hills/Copper Lake schools should be closed and plans made to create alternatives for youth confinement that were smaller and closer to home. This consensus led to the passage of [2017 Wisconsin Act 185](#), signed in March 2018, which provides the framework and limited funding for the development of Secure Residential Care Centers for Children and Youth (SRCCCY) at a regional or local level as well as put the state on a path to create smaller secure facilities for the most serious juvenile offenders. This became the starting point for Milwaukee County's work to develop its own SRCCCY.

PLANNING FOR THE MILWAUKEE COUNTY SRCCCY

Act 185: Changing the Landscape for Youth Justice

As 2017 Wisconsin Act 185 (Appendix 1) was being finalized, key leadership staff in Milwaukee County began planning for the development of an effective Secure Residential Care Center for Children and Youth (SRCCCY) to be located in Milwaukee County.

In November, the Milwaukee County Board adopted File No. 18-633 authorizing the creation of a capital project for the SRCCCY with a budget of \$3 million. This capital project enables DHHS to move forward on the planning and design for a local facility so that Milwaukee County youth can be closer to their families. This capital project is intended to support the initial planning and design as well as cover the five percent contribution toward the overall project. In August 2018, Continuum Architects + Planners, S.C. was selected to provide initial planning and design services.

Initial steps taken included: (1) The Identification of key county staff to lead the development process; (2) Identification and organization of a Steering Committee made up of key decision-makers (membership below); and (3) Development of an initial vision and goals to guide the development of the SRCCCY; (4) Development of a planning structure and related tasks that need to be completed to meet the goals and timelines required in Act 185.

On July 18, 2018 an organizational meeting was held to: (1) Share information about Act 185 and the project with various work group members; (2) Share the vision, goals, and organizational structure for planning; (3) Solicit feedback and identify additional stakeholders that need to be engaged in the planning; and (4) Review the steps and timeline for completion of the project.

Leading the Way: Steering Committee Membership and Activities

Following its creation in July 2018, the Steering Committee met at least monthly to set the goals and tasks for the various workgroups, review information about project development provided by the workgroups and/or other staff, and most importantly take, recommendations from the workgroups and staff and make final key decisions related to the SRCCCY plan.

The members of the Steering Committee are:

Raisa Koltun, Chief of Staff, Milwaukee County Executive's Office
Mary Jo Meyers, Director of Milwaukee Co. Dept. of Health and Human Services (DHHS)
David Muhammad, Deputy Director, DHHS
Sumaiyah Clark, Project Administrator, DHHS
Steve Gorodetskiy, Director of Strategic Initiatives, DHHS
Jeanne Dorff, Fiscal Administrator, DHHS

Mark Mertens, Administrator of the Division of Youth and Family Services, DHHS
Kelly Pethke, Deputy Administrator DYFS, DHHS
Stuart Carron, Director of Facilities Management, Milwaukee County
Honorable Mary Triggiano, Judicial Representative
Supreme Moore-Omokunde, Milwaukee Co. Board of Supervisors, Chair of Health and Human Needs Committee
Sharlen Moore, Director, Youth Justice Milwaukee (community group)

As needed, the Steering Committee has added and/or invited additional subject matter experts or critical system stakeholders (e.g. a representative of the District Attorney's office, Public Defender's office, State DOC, Chief Judge) to present information to the committee to enable them to make the best decision possible about the future of the SRCCCY. In addition, the Steering Committee will maintain key linkages with the other key decision-making groups, including: (1) the Community Justice Council of Milwaukee County, (2) the State Juvenile Corrections Study Committee, (3) the County Executive, and (4) the County Board of Supervisors.

Finally, the work of the Steering Committee will go on as the program is developed. The scope of issues that need to be addressed in the months ahead go beyond the initial decisions related to facility and program development, including issues related to sustainability of funding, expanding outreach and engagement to the community, opportunities for public-private partnerships, potential judicial initiatives, and establishing benchmarks and accountability measures to assess program effectiveness.

Establishing the Vision and Goals for Work Groups

While some of the specific goals and underlying principles continue to evolve throughout the planning process, the initial vision for the project was developed to be consistent with the overall goals of Wisconsin Statutes Chapter 938 (the Juvenile Code) and evolving best practices related to intervening with youth involved in the "deep end" of the juvenile justice system. Specifically, the vision established at the beginning of the process stated:

The vision of this project is to establish a safe, positive, sustainable, and developmentally appropriate treatment environment for youth committed to the county under Wisconsin Statute Section 938.34(4m) that effectively promotes accountability, protects the community, reduces recidivism, and returns youth to our community with the skills needed to become successful and productive citizens.

With that as a guiding vision, initial goals were established and shared with members of the various work groups (Appendix 2) as they began the planning work. The goals for the initial phase of planning included:

- Ultimately taking the initial steps needed to establish a safe and developmentally appropriate alternative for youth committed to the county under Wisconsin Statutes Section 938.34(4m) that effectively protects the community and reduces recidivism;
- Building coalitions and partnerships in all sectors of the community, to not only determine location options but also long-term program and services;
- Assessing other counties' potential for participation or collaboration, with a final decision to focus on serving Milwaukee County youth at this time;
- Reviewing research related to best practices for youth confinement facilities and evaluating similar programs in other states to determine best practices that can apply to the development of a program in Milwaukee County;
- Ensuring that the unique needs of females are addressed throughout program development;
- Developing a range of facility options that will deliver the desired program for Milwaukee County and estimate costs of both development and on-going operations to guide a final recommendation;
- Identifying existing and/or potential public-private partnerships for the development and/or operation of the SRCCCY; and
- Completing and submitting a proposal and grant application to the State by March 31, 2019.

Given the complexity of the issue, the tight timeline in which to complete the planning and facility, ensuring broad stakeholder involvement, and ensuring quality implementation, a number of work groups with initial tasks assigned were developed, including:

Facilities and Budget Workgroup Tasks

- Develop the design basis for one or more SRCCCY facilities, consistent with the overall Vision and Goals of the Project;
- Develop alternatives and recommendations for the location of one or more SRCCCY facilities;
- Engage external professional resources as needed to complete architectural studies, preliminary design, and cost estimations for construction and operation of the facilities;
- Maintain a project plan, provide reports and review options with the Steering Committee, to determine the facility option to be pursued;
- Review and incorporate State-issued standards and rules governing the design and operation of the facility, and development of the grant proposal, into the facility design and documentation process, as they become available;
- Develop and review estimates of operating costs to assure available funding; and
- Develop the preliminary design and refine the construction cost estimate to provide sufficient information to support the development of a winning grant proposal for submittal to the State by March 31, 2019.

Programming Workgroup Tasks

- Advise and assist in the development of the core programmatic pillars (education, integrated treatment, and a safe and secure learning environment);

- Review research related to best practices for youth and provide input and opportunities for evaluating outcomes;
- Assist in assuring proper integration of the SRCCCY with existing and/or potential community resources; and
- Assure that culture and ethnicity are properly incorporated into the overall treatment and youth development process.

Girls Programming Workgroup Tasks - developed as a sub-group of the Programming work group:

- Review research and other resources to identify and articulate best practices related to programming for girls in confinement;
- Provide leadership to coordinate outreach to the [National Girls Initiative](#) and secure technical assistance to support the development of appropriate programming for girls; and
- A site visit by the National Girls Initiative staff occurred on March 28-29, 2019 which served as a strong step forward in planning how to best serve girls in our community and/or the SRCCCY. The goal is to develop strategies which will result in better programming that utilizes alternatives to incarceration for girls, reducing or eliminating the need for serving them in the youth justice system and expanding the continuum of effective services for girls in all phases of the system.

Community Engagement Workgroup Tasks

- Work with the programming workgroup to assure proper integration of the SRCCCY with existing and potential community resources;
- Outreach to a wide variety of stakeholders in the community to gather input to help inform facility and program development;
- Provide leadership and opportunities to engage and educate the community about the DYFS vision and mission for more effective treatment for youth; and
- Assist and advise in siting the location(s) for the facility/facilities.

Planning and Scheduling Workgroup Tasks

- Work with the Project Managers to assure that the project meets necessary deadlines;
- Assist in planning and logistics related to facility and program development and implementation;
- Assist in reviewing proposals, drafting RFPs, or other tasks related to timely implementation of the plan.

Grant Writing Tasks

- Review components of state-issued RFP when issued and collaborate with the lead grant writer in development of a proposal to submit to the state by the anticipated deadline of March 31, 2019; and

- Assist in compiling supporting documents, research, and other materials as necessary to complete the grant submission.

As planning continued through the fall of 2018 and into March 2019, these workgroups gathered input from the community, reviewed best practice research and other information related to developing successful residential program, provided input related to program objectives, and provided input and recommendations to the Steering Committee and other key decision-makers approving final decisions related to the SRCCCY.

COMMUNITY AND YOUTH ENGAGEMENT IN PLANNING (AND BEYOND)

Valuing Community Engagement and Input

Extensive outreach has occurred and continues with key stakeholders and those representing the neighborhoods and residents in the proposed locations. DHHS has engaged these stakeholders several times both in meetings and through telephone calls to brief them on the project and to seek their input. The original sites pursued are located within Supervisor Sequanna Taylor's 2nd Supervisory District, and DHHS staff met with Supervisor Taylor in one-on-one meetings and briefed Chairman Theodore Lipscomb. DHHS held meetings and phone conferences with Alderpersons for the two potential sites (the Mill Road location is in Alderwoman Chantia Lewis' 9th Aldermanic District and the Teutonia Avenue location is within Common Council President Ashanti Hamilton's 1st Aldermanic District), and DHHS staff held several meetings with City of Milwaukee Mayor Tom Barrett and staff. When a new site is identified, DHHS will reach out to the appropriate officials for that area as well.

A key commitment has been made throughout the process to continue to engage cross-sector community partners in a consistent and transparent way. In addition to elected officials, meetings have been held with a host of community leaders, law enforcement, school officials, neighborhood residents, clergy, business leaders and youth and family service providers. Examples of community engagement activities that have occurred during the proposal development process are as follows:

- In late January 2019, DHHS hosted a community conversation at St. Peter Immanuel Lutheran Church and School. About 45 community members attended & eight elected officials along with Supervisors Taylor, Supreme Moore-Omokunde, and Steve Shea, Children's Court Judge Joseph Donald, Ald. Ashanti Hamilton, Rep. LaKeshia Myers, and Sen. Taylor's Chief of Staff. Members from neighborhood groups such as Safe and Sound also attended, and information discussed is included in Appendix 3.
- During December 2018, in partnership with Youth Justice Milwaukee (YJM), two briefing sessions were hosted (an elected official special session and a community briefing with residents, youth and community leaders).
- One-on-one meetings with key stakeholders identified by Milwaukee County Act 185 Steering Committee and other workgroups continue. To date, more than 60 of these individuals have been engaged in one-on-one meetings. These meetings have taken place from November 2018- March 2019.
- Websites have been developed to provide information on [ACT 185](#) and [Project RISE](#) as well as an opportunity for community members to submit questions and receive project updates.
- A series of presentations at local collaborative meetings, such as the Milwaukee County Community Justice Council (CJC), Mental Health Task Force, and other committees of interest. A summary of input gathered at an initial CJC meeting held in August 2018 related to Act 185 is included as Appendix 4.

- DHHS participated in a Neighborhood Community Conversation hosted by Alderwoman Chantia Lewis at Direct Supply headquarters on the northwest side of Milwaukee (est. 100 attendees).
- Kane Communications provides public relations support for County youth justice reform efforts. DHHS Staff have participated in several interviews with media outlets such as [Wisconsin Public Radio](#) (WPR), [Neighborhood News Service](#) (NNS), Milwaukee Courier, Milwaukee Journal Sentinel, WNOV Radio programs, [Biz Times](#), and others to help inform the community about the legislation and the County's commitment to Youth Justice Reform.
- A Community Conversation was held on February 20, 2019 at Ma'Ruf Neighborhood Youth Center, 2110 W Hampton Ave. (est. 65 attendees).
- The Programming Workgroup partnered with the Milwaukee CJC, Youth Justice Milwaukee, and the Justice Lab at Columbia University for a presentation on the outcomes of New York City's [Close to Home](#) project. Two [community presentations](#) occurred in February 2019 one at the CJC Meeting of the Whole (est. 150 attendees) and one at the Wisconsin Black Historical Society Museum (est. 65 attendees). The presentation highlighted similarities between New York and Wisconsin's current juvenile corrections crisis, providing lessons learned through the New York effort in establishing a more effective local continuum of care for formerly incarcerated youth.
- In March 2019, DHHS participated in a Neighborhood Community Conversation hosted by Common Council President, Ald. Ashanti Hamilton in the Fairfield neighborhood (N. Teutonia Ave.) related to the State's Type I facility planning.
- DHHS staff will be meeting with all DYFS and Wraparound Milwaukee contracted service providers to update them about planning progress and get input into program development.

A sample of the kind of information presented to many of the community/neighborhood groups is attached as Appendix 5. This very proactive and transparent process has enabled DHHS to differentiate the Milwaukee County plan from a potential Department of Corrections Type 1 secure facility in the area, and residents/community members have appreciated that transparency. More importantly, DHHS has received extensive feedback from meeting with various stakeholder groups that has been integrated into the facility and program planning. Important themes emerging from these various sessions include:

- Families must be a core part of the services and/or treatment youth receive;
- The business sector should be engaged to provide workforce development opportunities to youth and their families, as well as employment;
- Steps should be taken to ensure that diverse community-based service providers have access to supporting the youth;
- It will be important to engage residents and key stakeholders early, often, and in a transparent way, including throughout the development/construction process and **as the program is implemented and operating**;
- The overall site and facility should be smaller (certainly compared to the current juvenile correctional facilities) and the location should include greenspace; and

- How we talk about the facility and program matters, for example:
 - Ensure language about youth is people centered and promotes dignity
 - Be clear to discuss programs and not numbers of beds

Additionally, In December DHHS, in partnership with the Office on African American Affairs (OAAA), a group of individuals convened to begin drafting a Community Development Agreement (CBA). This agreement will cover expectations as to how the youth secure care center will be built. For example, community priorities, expectations on targeted business participation, the RFP processes and deliverables for construction vendors will be taken into consideration as part of the overall project. The CBA will be completed before construction begins, and Phase II of the CBA process will focus on operational and program aspects of the SRCCCY.

Giving Youth a Voice into Planning and Design

In many ways, the ultimate consumer of the SRCCY are the youth that will be placed there, so multiple steps were taken to get youth input into what they would like to see in a new program, both from a facility point of view and from a program/services perspective, including:

- Discussions took place with two different groups of youth in the current Vel R. Phillips Youth and Family Justice Center detention facility and the MCAP, and youth were able to complete surveys about that would be most important to them.
- Youth in placement at Lincoln Hills were interviewed and given the opportunity to comment on what would help them the most and what kind of facility they would prefer.
- Youth on aftercare supervision with the DYFS that were previously in placement at Lincoln Hills and Copper Lake were also interviewed.

In total, over 80 youth were able to participate in this process, and the key themes and suggestions that arose through that process included:

- Youth want to live in a facility that is more like a group home than a correctional institution. They describe the desired space as being more “homelike.”
- Youth place a high value on recreation and on opportunities to explore various creative outlets, e.g. music, art, writing.
- Youth place a high value on opportunities to be able to spend more time with family members in a comfortable environment.
- Youth commonly identified a desire to have some personal space and an opportunity to have more personal belongings in their room.
- The quality of food is important to youth.
- One of the most frequent program/service needs youth identified was the need for more mental health and counseling support.
- Many youth identified a desire for jobs, more job training, and life-skill training and mentoring.

- Youth also talked about a desire for safety both as it relates to conflicts with other youth and also wanting to make sure staff treat them appropriately.

A summary of survey results from 80 youth in detention is included as Appendix 6 as well as a sample individual survey completed by youth at Lincoln Hills School (LHS)/Copper Lake School (Appendix 7). Also, at the direction of the Steering Committee, the architects met with youth to get their input into some of the color schemes that will be used throughout the facility, and youth input will continue to be incorporated in planning as the project continues.

The feedback from youth on these surveys and through the interviews helped affirm the intent to create a less institutional, more “normative” facility that helps promote safety, a calming environment, and provides important programs that the youth believe will help them successfully return to the community. As noted elsewhere, the design/construction of the SRCCCY does not mark the end of outreach to the community and/or youth to incorporate their input into planning. There will be continued efforts to get broad input from and be accountable to the community/neighborhood and youth/families.

BUILDING A SUCCESSFUL SRCCCY PROGRAM: INTEGRATING RESEARCH INTO PRACTICE

Building on What Works: Best Practice Approaches and Concepts

The on-going work of developing a well-integrated program model for the Milwaukee County SRCCCY is informed by multiple approaches and bodies of best practice research that have developed over the past 15+ years. Along with the research about adolescent brain development and the impact of trauma on youth, there is a substantial body of knowledge and research that identifies best practices in working with youth in a confinement setting. A complete and successful SRCCCY will integrate key physical, interpersonal, and programmatic components into a consistent and holistic residential model that will lead to successful outcomes for youth and the community. Examples of resources utilized in the planning are included at the end of this proposal.

Informing best practice of the development of a successful program model are a number of concepts and principles that inform best practice, including:

Positive Youth Justice: A Positive Youth Justice approach to working with youth focuses on identifying/enhancing existing youth strengths/assets and building the pro-social skills and relationships that research has shown are critical in helping youth make the transition to a successful adulthood in key life domains including work, education, health, relationships, community, and creativity.

A Balanced Approach: Initially developed in the late 1980's, the core elements of the Balanced Approach are consistent with the goals of Chapter 938, the Juvenile Justice Code, namely promoting community safety, having youth be accountable for their actions, and helping youth learn pro-social skills/competencies that will enable them to be successful in the community. These balanced goals can also help frame how to proactively engage youth in learning skills and taking responsibility within the residential program itself.

Restorative Justice: Consistent with the accountability goal of the Balanced Approach, Restorative Justice strategies are focused on having youth understand the impact of their behavior on others and taking steps to "make amends" to the community/persons that have been harmed. There are multiple ways to integrate restorative principles and practices in a residential setting.

Trauma-Informed Care: Understanding how the impact of various traumatic experiences (both in terms of specific events as well as longer-term trauma exposure and environmental trauma) impacts brain development, adolescent development, and behavior, leads to a better understanding of how to interact with youth and how to develop a physical and interpersonal environment that overcomes the challenges resulting from the trauma experienced. All staff interacting with youth in the program can learn how to better prevent re-traumatizing youth in the facility and how to help youth and families learn coping mechanisms that they can use upon return to the community.

Evidence-Based Practice: There continues to be a growing body of research about what strategies, programs, and approaches are most successful in helping youth succeed. For example, research confirms that cognitive-behavioral strategies are effective in helping youth understand what is behind their own behavior, understanding how to interrupt negative cycles of behavior, and teaching new pro-social skills and behaviors that will lead to success. Likewise, there are other areas of programming that can be well-informed by best practice standards and, when properly implemented, contribute to a comprehensive and integrated approach to ensuring positive outcomes.

Family Involvement: Critical to long-term success for youth will be the meaningful engagement of identified family members who can support the youth both during placement and through transition to the community. Program activities and practices should be informed, and to the extent possible, driven by family members and other natural supports being able to participate in key case planning decisions and proactively keeping them engaged in the youth's progress throughout the placement.

Transition home Frame of Mind: A more traditional way of thinking about transition home focuses on the case planning related to a youth's return to the community, but applying a true transition home focus in the SRCCCY will have a substantial impact on all program components, including how the facility is designed, how staff interact with youth, the development of specific treatment programs that focus on identified needs, the behavior management and discipline system, the role families play in the process, and how various community partners are engaged with youth in the program. A key principle for the development of all aspects of the program is how they increase the likelihood of successful transition home.

Culturally Relevant/Informed Framework: It is important that all aspects of the program be viewed through and informed by an understanding and appreciation for cultural differences that exist in our community and among the youth and families served. Among other things, applying this lens will impact staffing, the selection of program activities and curriculum, and how families and other community members and resources are involved in and integrated into the overall program.

System of Care/Wraparound: The wraparound approach includes a strong commitment to a number of values and practices that can be implemented in the SRCCCY program, particularly as they relate to making sure that plans are developed and services provided to address the unique needs of each individual youth, that a strong cross-disciplinary team is developed to ensure everyone involved is working together, and that critical family members have a strong voice in the planning process and are routinely engaged in key decisions made throughout the youth's placement.

While the list above may seem overwhelming, the fact is that all of these concepts complement each other into a comprehensive and coherent set of principles that can be applied in a secure residential setting. Combined with an approach that provides youth opportunities for learning and creative self-expression, recreation, improving nutrition and physical well-being, and mental health these concepts form the foundation for serving the "whole" youth and putting them well on the track of successful transition to adulthood.

Developing Core Program Strategies and Activities

Consistent with the various underlying concepts above and to achieve the Vision for success that has been established by the Steering Committee, the Programming Workgroup began by thinking about various programs and activities designed to:

- Ensure provision of an **education program** that provides high quality instruction and experiences based on each youth's strengths, learning style, interests, and special needs;
- Create an **integrated treatment and positive youth development model** that emphasizes emotional regulation, pro-social decision making, enhanced social competencies, and family engagement and where adolescent brain development and the impact of trauma on the physical, cognitive, relational, and emotional well-being of youth is understood and addressed; and
- Provide a **safe and secure living and learning environment** in which **all** interactions with youth are focused on building positive relationships and utilize advanced skills in redirection, crisis intervention and positive reinforcement to maintain a supportive, culturally intelligent, and therapeutic milieu and promote successful transition to the community.

As discussions began, the workgroup took steps to ground the work within some core values that serve as guideposts in the development of programming. The core values developed are framed in the following statements of belief:

- *We believe that the most important word in Secure Residential **Care** Center for Children and Youth is **CARE**.*
- *We believe that every youth is entitled to treatment in an environment that acknowledges their dignity and strengths, promotes health, and provides opportunities to grow and become a responsible adult that thrives in our community.*
- *We believe that youth and their families are critical partners in the rehabilitation process. Their beliefs and preferences must guide the rehabilitation process. "Nothing about us without us."*
- *We believe that Aftercare planning should start prior to admission to the program and that youth should stay in secure care only as long as necessary to assure community safety.*
- *We believe in every child's right to a quality education.*
- *We believe in the power of engaging community resources to help provide a continuum of care that supports our principle of an integrated treatment model.*
- *We believe that working together over the long term, we will not only achieve our Vision but also will reduce the need for youth correction facilities in Milwaukee County.*

Applying the core values along with the body of knowledge about what works with youthful offenders, as program components are developed there are two guiding questions: (1) *Is the program/activity consistent with our core values?* and (2) *Is the program/activity consistent with best-practice research about what works with youth?*

As might be seen in other residential treatment facilities within a safe and welcoming living environment with a high staff/youth ratio, the **individual** youth's care and treatment plan will guide their involvement in selected programs such as:

Psychological assessment, trauma assessment, Youth Assessment & Screening Instrument (YASI), family cohesion, substance abuse, and other assessments will be conducted as part of the initial transition phase into the facility and updated as appropriate. These assessments will inform the development of an individualized treatment plan for each youth in placement.

Application of an Integrated Treatment Model which integrates well-research cognitive-behavioral and behavior management tools into a cohesive, consistent, and mutually reinforcing approach will assist in shaping youth behavior and teaching new and improved skills. This approach has been successfully implemented in Bakari Center, the County's recently opened residential treatment program.

A behavior management system which utilizes incentives (with a high positive to negative ratio) and relationship-based approaches to preventing and/or responding to behavioral issues that often get youth into trouble in a residential program. An approach to discipline will favor "teaching" skills that youth can use in the community rather than simply emphasizing institutional compliance.

Restorative justice practices including restorative circles, victim mediation, victim impact programming, and engaging youth in completing community service projects will be utilized. These activities help youth understand the impact of their behavior on others, how to resolve problems that arise during placement and beyond, and how to take personal responsibility for repairing any harm caused by their behavior.

Dialectic Behavior Therapy (DBT) is a specific form of Cognitive Behavior Therapy (CBT) used to treat suicidal and more acute mental health issues. This approach can be delivered through individual therapy and group skills training.

Juvenile Cognitive Behavioral Intervention Programs (JCIP), utilizing one or more evidence-based approaches that have demonstrated positive outcomes in teaching youth how their thoughts and beliefs impact their behavior, learning techniques to interrupt harmful thought-behavior responses, and promote the acquisition of new problem-solving pro-social behaviors through opportunities to practice those skills in the facility.

Psychiatric, psychological, medical, and nursing services to ensure that all health needs of youth are met while in placement and help youth identify steps toward developing a healthy lifestyle as they mature.

Full time, individualized education programming will include full assessments, special education supports, core academic coursework, credit attainment/recovery, STEM, physical education, and expressive arts according to youth's interests to assist the youth with their specific educational needs.

Milwaukee County has begun initial discussions with Milwaukee Public Schools since both of the potential campus sites are in the Milwaukee Public School District.

Vocational training will be provided based on a youth's interest and their treatment plan/goals that will provide certification and/or skills that the youth can apply to future vocational opportunities.

Family therapy to engage family members identified by the youth in strengthening their relationship(s), addressing mental health or other treatment needs, learning new problem-solving skills, and building the foundation for successful transition for the youth back into the family and community.

Mentoring opportunities will be facilitated which link community adults and credible messengers with youth to provide individualized supports and relationships that can be continued when the youth return to the community. Models of mentoring that focus on developing internal assets in youth have ~~been~~ demonstrated their effectiveness in supporting a youth's transition to adulthood.

Independent Living Skills which promote skills related to personal care, money management, employment, goal setting, transportation, problem-solving, peer refusal skills, parenting, and more will be offered to the youth. To the extent that the SRCCCY program can create opportunities for youth to actually practice these kinds of skills while in placement, the more likely it is they will be able to perform them successfully upon release.

Recreational, cultural, & leisure skills programming and activities that help meet the physical activity and creative strengths and needs of youth and help them learn how to constructively utilize their free time both in the facility and upon release.

Visitation and Family Contact: Maintaining a relationship with family members is a critical element of the overall transition home process, a process that begins at the time the youth is first admitted to the program. In addition to providing therapeutic support to families, the program will encourage families to visit regularly and minimize barriers to youth maintaining contact.

As key leadership staff come on board in 2020, a key task will be to further develop and define the range of programs that are available in the SRCCCY. Additionally, **how** these programs are delivered and by **whom** they are delivered make a difference. It is critically important that: (1) Services be delivered in a way that validates and values every youth's culture, race, and ethnicity; this is most credibly delivered by staff who reflect the culture, race, and ethnicity of the youth and families involved in services; and (2) Quality assurance procedures must be applied continuously to maintain fidelity to the treatment model and the overarching principles and values.

A Day in the Life of Youth in Care

Coordinating the daily scheduling for youth in care involves planning for every block of time between the time youth wake up until the time they go to bed at night. This includes fitting personal care time, meals, education, recreation, participation in many of the other programs provided, visitation, homework, and free time into the approximately 15 hours of “waking” time across seven days a week.

The daily schedule is intended to provide a full but healthy balance of structured and free/personal time that includes working with youth to make good choices about how they spend their free time, a skill that youth can carry with them upon their return to the community. Youth and family members will have a “say” in structuring the specific programs youth will be involved in, and as the time for the youth’s return to the community nears he/she can take more responsibility for structuring their time.

ENSURING SUCCESSFUL TRANSITION HOME

Placement of a youth in the SRCCCY interrupts the negative path the youth was on, provides an opportunity for a new beginning, and provides a period of time of safety for both the youth and community but has to be viewed as only setting the stage for future success. Regardless of where the youth is transitioning to after placement, it is widely accepted that thinking about a successful transition begins at the point a youth is first admitted to a facility.

Beginning with ensuring a complete assessment of a youth's strengths and needs across multiple domains of their life forms the basis of an individualized treatment plan that includes goals and strategies leading to the youth's successful return to the community. That plan forms the basis of what programs youth engage in, what services are provided, who is involved in providing support and direction, and establishing benchmarks and timelines for success that can be regularly evaluated throughout the youth's placement.

Equally important to transition home is that all aspects of the program are built around the importance of preparing youth with the skills, relationships, and motivation to be successful when they return to the community. Applying a complete transition home approach within the facility places a high value on establishing appropriate staff/youth relationships, ensuring that health and mental health needs are met and the youth learns how to maintain that health going forward, developing a behavior management system that focuses on teaching new and improved sustainable behaviors, providing an opportunity for youth to catch up and succeed academically, allows the youth and family to have a central voice in setting goals, and more.

Whereas a more traditional correctional facility restricts the range of choices that youth can make and minimizes risk by eliminating opportunities for mistakes, a transition home approach requires that the program creates safe opportunities for youth to practice making decisions and utilize new skills in increasingly challenging situations, make some mistakes, and learn from them. In short, a facility/program that is committed to successful transition home looks and operates fundamentally different than one that is focused on control and management of institutional behaviors.

Successful transition home also relies on creating a support team for each youth that engages early on in the youth's placement, participates in regular evaluation of progress toward the goals established, and is prepared to continue that support and accountability after the youth returns to the community. Some members of the team will be staff from the facility and county, but it is important that family and other natural supports be identified and given key roles on the team. As the youth prepares for return to the community, not only does the team work to set new goals and identify new services to ensure a successful transition, but there also needs to be a transition of responsibility to the youth and the natural supports for sticking with the plan. A community accountability and support team may include the development of "[Credible Messengers](#)" from the community. These credible messengers are typically neighborhood leaders, experienced youth advocates and individuals with relevant life experiences whose role is to help youth transform attitudes and behaviors around violence. They serve young people whose needs go far beyond the traditional mentoring approach of companionship,

confidence-building and typical academic, social or career guidance. This “task transfer” supports both the youth and family in learning how to deal with problems that arise, work together to make good life choices, and build a life-long supportive relationship.

The growing collaboration between the Division of Youth and Family Services and Wraparound Milwaukee has been successful in providing coordinated supervision for many youth returning to the community from juvenile corrections. The opportunity for successful engagement of some youth with Wraparound Milwaukee is enhanced by having youth closer to home, and the lessons learned from the Wraparound/system of care approach to working with youth and families can be applied to the aftercare teams developed for youth leaving the SRCCCY.

It is unrealistic to think that all youth reentering the community will be mistake-free. Research about brain development confirms that the more “executive”/thoughtful parts of the brain continue to develop into early adulthood, so how the team and system responds to mistakes is important. To prevent and/or promptly respond to issues that arise, the team may develop “crisis” plans and/or utilize a more restorative team approach to get back on track, continuing a focus on both safety and the development of new pro-social skills.

The bottom line is that essentially all youth will transition from the SRCCCY back to the community, most often back to their own home and family. Ensuring that goal is ingrained in all aspects of the program and providing multiple ways to provide support during that transition markedly increases the likelihood of positive outcomes.

STAFFING FOR SUCCESS

A final staffing plan will ultimately be developed as many of the programmatic aspects of the SRCCCY are developed in the months ahead, but it is important to emphasize the commitment to the basic principle that while a building/facility can enhance or hinder providing an effective program, the critical factor in achieving success is how the program is staffed and operated. The best results occur when the physical plant and the staffing/operational programming are complementary.

With that in mind, the positions described below represent a preliminary overview of the complement of staff that will be needed to carry out the mission of the SRCCCY and examples of the tasks they will perform. Those positions include:

Youth Development Specialists (YDS): These are the direct line staff that provide critical day-to-day supervision of youth in the facility as well as being actively engaged in leading and/or assisting in the delivery of many of the program activities. This proactive role is critical to the Integrated Treatment Model program concept that will be a cornerstone of supporting positive youth development. While Act 185 requires that there be at least one YDS for every eight youth during waking hours (1:8), the target goal for staffing the Milwaukee County SRCCCY is that there will be one YDS for every **five** youth. This will enable them to serve as a positive adult role model for youth, develop appropriate adult/youth relationships, be engaged in delivering many of the programs, implement an effective behavior management system, and respond appropriately to crises that occur. YDS will be “on the front line” in providing safe supervision for all youth, effectively implementing an incentive-based behavior management program, and participating as a team member on a youth’s treatment team.

Youth Development Specialist Supervisors: Act 185 requires that there be a supervisor on site at all times to, among other things provide direction to and support for staff, assist in responding to crises, making a variety of decisions that may be authorized by facility policies, and assist in the development of and ensuring appropriate delivery of program components and curriculum. Supervisors will also play a lead role in responding to youth grievances, ensuring compliance with daily schedules, and conducting any required disciplinary administrative hearings for youth.

Superintendent: The Superintendent is the manager responsible for overseeing all operations of the SRCCCY and typically is the point of contact with State inspectors and has responsibility to ensure compliance with the State rules, DOC 347. Within the overall framework of DYFS, the Superintendent will have significant authority related to personnel issues

Deputy Superintendent(s): One or more Deputy Superintendents will be responsible for a wide range of tasks associated with the facility and operations, including staff supervision, staff training, security, facility maintenance management, program and curriculum development, community outreach, volunteer recruitment, staff scheduling, implementation of the behavior management system, and other duties as may be assigned.

Case Managers: Each youth will have a designated Care Coordinator who will take the lead in assessing the youth’s strengths/needs, developing and facilitating the care team, serve to provide frequent

contact with youth related to youth's progress toward achieving treatment goals, developing crisis plans and working with YDS staff to respond to crises, serve as a point of contact for family and significant others identified by the youth, coordinating the development of the community support and accountability transition team, developing materials for various treatment and skill development groups, and facilitating some of those group activities. The intended ratio is that each Case Manager will be assigned to approximately 12 youth.

Quality Assurance Specialist: The Quality Assurance Specialist will play a significant role in developing and tracking a variety of performance standards and benchmarks, developing data collection measures and protocols, tracking compliance with selected procedures, preparing accountability reports for the superintendent and DYFS Administrator, developing tools to report progress to the community, supporting efforts to ensure fidelity in the delivery of treatment programs, and developing tracking tools to measure youth's success upon transition home.

Clinical Director: The Clinical Director will have supervisory and administrative oversight of the mental health components of the SRCCCY program and ensure that other treatment-oriented components of the program work together to deliver a seamless, consistent trauma-informed and positive youth development approach. This will include playing a significant role in working with YDS, YDS Supervisors, Case Managers, and Therapists to promote a team approach to case planning, behavior management, and other program delivery.

Therapists/Qualified Mental Health Professionals: Therapists will be responsible for providing both individual and group therapy, leading specific topic-focused groups/training (e.g. substance abuse, sex offender, aggression replacement training, etc.), providing family therapy services, assisting in the development of crisis plans and responding to mental health crises, and linking other mental health services to the youth. The therapists will be appropriately licensed social workers or other qualified mental health professionals.

Nursing Staff: Properly certified nursing staff will be responsible for meeting the physical health needs of youth, including but not limited to providing physical examinations and completing health histories for youth, responding to youth request for health care (e.g. "sick" call requests), providing treatment for injuries that may occur, administering/delivering medication, providing health education programming for youth, communicating health concerns and activities with the youth's parent as appropriate, and coordinating additional health services that may be required to be provided for youth "outside" the facility as well as with physicians that may be contracted with for the SRCCCY.

Administrative/Clerical Support Staff: These are staff to support the overall program operation, including providing clerical support, staffing the Welcome Center, and performing other administrative and clerical tasks required.

The County has the advantage of recently opening Bakari Center, a non-secure residential treatment program, that will provide a model for how staffing for the SRCCCY can be organized. As the SRCCCY program develops, the actual number(s) of each type of staff member needed will be finalized, and additional personnel may come on board. This will include but not be limited to psychological services,

psychiatric services, dental services, maintenance support (if not provided by the County), security services, IT support, and family advocate(s) that may be employed on a contractual basis.

A preliminary estimate of the costs associated with staffing/contracted personnel is included in this proposal; an estimate that will be refined further in preparation of the 2020 DHHS budget.

Finally, concurrent with development and implementation of a staffing plan (recruitment, screening, selection, on-boarding, etc.), Milwaukee County will be implementing a comprehensive staff training program that incorporates the required elements of the State administrative rules (DOC347) but goes well beyond that by incorporating additional training consistent with the Integrated Treatment Program model and trauma-informed concepts that will be critical for program success.

PROJECTING THE NUMBER OF BEDS NEEDED FOR THE SRCCCY

Analyzing Data and Trends

A key factor in ensuring SRCCCY success is based on the simple notion that for all programs/services provided through the youth justice system, a key is that it be based on “the right services for the right youth/family, by the right people, at the right time.” This is the essence of basing decisions and services on what the evidence and research tells us what works. Related to secure confinement such as that being considered for the SRCCCY program, the implication is that the system (through proper assessment and planning) place only those youth that need to be in confinement and only for as long as necessary to achieve successful transition home outcomes. As noted earlier, the Milwaukee Model of Youth Justice has continued to reform and refine the services and processes that lead to recommendations, decisions and planning for the SRCCCY provides a new option within the continuum of resources available.

The average daily population (ADP) of any residential facility is a function of the number of youth admitted and their length of stay (LOS). However, there are a wide range of factors that impact both of those components and many of those factors can be affected by policy and practice choices within the control of key stakeholders and decision-makers in the county.

In addition to preliminary analysis conducted by staff from the Division of Youth and Family Services (DYFS) the DYFS team engaged technical assistance support from the Annie E. Casey Foundation (AECF) in order to develop a recommendation for the Steering Committee related to the desired number of beds. In addition to providing analysis of future needs based on the risk/offense level of youth recently placed in juvenile corrections and MCAP, the AECF recommended engaging additional system partners to help with modeling space needs for the future.

Within the tight timeline available for this project, that team spent two days in mid-November with Annie E. Casey experts to help map out a process to arrive at a recommendation related to space needs. That process included confirming some Milwaukee-based baseline data, brainstorming policy levers (program, process changes) that could impact the number of beds needed and reviewing best practice and outcome literature related to the use of secure confinement. Utilizing that process, the team gathered information related to the age, offense history, and risk level of youth recently placed in corrections and MCAP. Additional assumptions about future delinquency trends, demographic changes, and program and process changes that can impact the need were discussed. For example, youth with less serious offenses and/or at lower risk of reoffending will benefit from shorter lengths of stay, strengthening alternatives to “revocation” of youth for technical violations, and implementing effective transition plans all will reduce the need for space in the SRCCCY. An overview of that data and key discussion points is included in Appendix 8.

Examples of some of the data and assumptions made by the team in developing a recommendation included:

- Between November 2015 and November 2018, the ADP of youth in secure placement (not including Serious Juvenile Offenders that will be placed in the State’s Type I facility) declined from nearly 140 to 77. This continues the trend that has occurred over the past decade.
- Through improved assessments and community based programming, the number of youth requiring placement in the SRCCCY can be reduced; and for those youth placed in the SRCCCY, particularly given the proximity of the facility to family and community supports, improved programming and community-based supervision can result in an overall decrease in the length of stay (LOS), resulting in an overall average LOS lower than the current average of about eight (8) months.
- There will continue to be a general decline in the number of youth arrested for delinquent offenses, a trend that has continued for over 20 years.
- Combining a general decline in youth arrests and implementing additional strategies to provide community safety through utilizing community-based programs and services, the number of youth in juvenile corrections and/or MCAP at the time of the SRCCCY opening can be reduced to as low as feasible to enable a safe transition to the SRCCCY.
- Raising the age of juvenile court jurisdiction to include 17-year-olds will have some impact on the number of youth placed, but that can be absorbed in the current plan along with other efforts to successfully manage the population.
- The ADP for the facility should represent approximately 85% of the “full” capacity, providing flexibility for proper classification and programming of youth and managing the facility during “peak” population periods.

Committing to the Number of Beds Planned

Based on the data and discussion provided by the justice partner’s team, the Steering Committee accepted a projection of between 59-64 needed spaces and approved a plan for the development of 40 beds and related program/support services on a new campus site and the remodeling of the current MCAP space to provide an additional 22 secure beds in the youth detention center (currently MCAP). Therefore, the total number of beds planned for the SRCCCY is 62. That number has been subsequently used by the design team throughout the design/development process and is reflected in the final concept and schematic designs.

The current MCAP will be phased out, and those spaces will be utilized primarily in two ways. The first is that one unit serving youth transitioning from the Vel R. Phillips Youth and Family Justice Center juvenile detention facility to the SRCCCY. The length of stay in that unit is tentatively planned to be a maximum of 14 days (DOC rules provide for a maximum 10- day assessment and case planning period for new admissions). The second way is that one unit will serve as a crisis/stabilization unit to serve youth with special needs, youth being returned temporarily for violations of aftercare supervision, or other short-term purposes. Youth in these two remodeled units will have access to comparable education, mental health, health care, and other support services as youth placed in the SRCCCY campus program.

FACILITY DESIGN PROCESS

Initial Steps in the Process

The initial step taken to begin the SRCCCY design process was the solicitation of proposals (July) for and selection of (August) an architectural firm (Continuum Architects) to complete the following tasks:

- Based on input from the various work groups, County Departments and designated representatives, development of an Owner's Project Requirements (OPR) document for the Milwaukee County SRCCCY.
 - Review overall values and goals for the project and establish specific facility goals with the input of Milwaukee County representatives.
 - Outline the functional requirements of the project and the expectations of the building's use and operation as it relates to space and systems design.
 - Recommend standards for items such as area allowances and space allocation, general furniture and equipment requirements that meet or exceed current best practice standards and/or potential state rules/regulations.
 - Establish space quality standards.
 - Determine specific space requirements.
- Evaluate the feasibility of renovating and/or expanding the Vel R. Phillips Youth and Family Justice Center site to accommodate the new SRCCCY.
- Develop four (4) options and conceptual plans for the SRCCCY within the Vel R. Phillips Youth and Family Justice Center site.
- Review four (4) options and plans with the Work Group and Steering Committee, to select a final two (2) preferred options.
- Develop adjacency and flow diagrams, as well as blocking and layering diagrams, for the preferred two (2) options.
- Develop a concept-level cost estimate for the design and construction of the SRCCCY.
- Produce a final written report and presentation to the Work Group and Steering Committee (by December 31, 2018).

As the above work proceeded, the Facility and Budget workgroup and county staff completed a wide range of work that served to inform development of the SRCCCY plan regardless of what site was ultimately chosen. Additional examples of activities for this workgroup include:

- 1) Development of a Facility and Budget workgroup to provide input to facility needs and design options. This workgroup met bi-weekly during the development of the project proposal to provide feedback to the architects to further inform the process and development of the Owner's Program Requirements (OPR), Appendix 9, and it will continue to meet as needed during further development.

- 2) Selection of an architectural firm ([Continuum Architects + Planners, S.C.](#) and [Dewberry](#)) to perform needed tasks related to assessing the viability of the Vel R. Phillips Youth and Family Justice Center site for expansion, develop design concepts for the SRCCCY that meet the programming needs for youth, and collaborate in the identification and viability of alternate sites.
- 3) Selected members of the Facility & Budget workgroup as well as other key decision-makers, visited the [New Beginnings](#) juvenile facility in Washington D.C. to learn more about both the facility and best practice programs developed to serve youth in confinement in that jurisdiction (refer to Appendix 10). Discussions with leadership at New Beginnings also provided the opportunity to discuss how that jurisdiction has invested in a wide variety of community-based programs that have significantly reduced the need for secure youth confinement and opened the door to thinking about the SRCCCY as a catalyst for future planning related to investing more into additional youth and family support services in Milwaukee County.
- 4) The Facility/Budget workgroup, plus additional stakeholders toured the [Milwaukee Job Corps Center](#), a facility that includes both residential and non-residential features, including housing units, recreation space, education and vocational program space, health and mental health care, visitation space, etc. The perimeter of the Job Center is secure but the internal design, colors and furnishings create a campus-like atmosphere that fits well with the criteria and treatment goals articulated for the potential SRCCCY.
- 5) Conducted two extended design charrettes with a sub-set of workgroup members and other key staff to refine design options related to adjacencies, potential for downsizing and/or alternate use of facilities, and basic program operations (e.g. movement of youth within the facility, security options, critical program needs, etc.).
- 6) Solicited/incorporated input through the Milwaukee County Community Justice Council related to program and facility development.
- 7) Solicited/incorporated input from youth in secure detention and juvenile corrections related to design and programs that they believed would be most helpful.
- 8) Development of overall construction and operational cost models to present to the Steering Committee for final decisions.
- 9) Solicited proposals to secure a Construction Manager (Gilbane Building Inc.) to perform further design and construction work as needed to complete the project within the timeframe included in the Act 185 legislation.
- 10) Reviewed potential furnishings for youth rooms, day rooms, visitation, and other spaces so that information could guide potential costs associated with furnishings.

Meeting the Requirements of DOC 347

Act 185 included a requirement for the Department of Corrections to develop emergency rules to govern the operations of the SRCCCY programs developed pursuant to the Act. After receiving some input from a Study Committee created by the Act, the Department of Corrections developed and submitted DOC Rules 347 (DOC 346 governs the existing juvenile detention facilities) for approval. The final emergency rules were approved at the end of 2018.

The design team, along with other county staff, reviewed the emergency rules and has worked to ensure that the facility plan is consistent with those requirements and minimize the need for any future variance requests. As of this time, the team is content that there will not be a need for significant variance requests related to the design and construction of the facility. Any need for variance requests related to the operation and programming of the SRCCCY will be identified as the operational program is developed.

However, there are requirements in DOC 347 (refer to Appendix 11, DOC 347.09 (4) & (5)) related to State approval of building designs and plans that pose a challenge for the timely completion of Milwaukee's project, particularly given the proactive steps the county has taken to secure a Construction Manager with a goal of beginning construction by mid-July, 2019. As plans have been developed, the County and architects have engaged in dialogue with staff from the Department of Corrections Office of Detention Facilities, and the County is requesting that the State collaborate with the County to meet the approval requirements of DOC 347 on an expedited and/or staged process so that work on the Milwaukee County SRCCCY can proceed as expeditiously as possible.

FACILITY SITE OPTIONS AND SELECTION PROCESS

Exploring Current and Potential Options

Milwaukee County concurrently pursued several site options for developing the SRCCCY, including:

- 1) Development of the SRCCCY on the county-owned property currently housing the Vel R. Phillips Youth Detention Center, including utilizing/remodeling portions of the existing youth detention facility and constructing additional housing and program units adjacent to Vel R. Phillips Youth and Family Justice Center;
- 2) Identification of a site separate from the current Vel R. Phillips Youth and Family Justice Center Juvenile Justice Center for construction of housing and program services but also including remodeling and repurposing a portion of the existing Vel R. Phillips Youth and Family Justice Center facility for a complete SRCCCY program; and
- 3) Soliciting interest from potential community-based residential treatment/placement providers to partner/contract with Milwaukee County in the development of a SRCCCY program for a portion of youth that may be placed in an SRCCCY. While some interest was generated for this option, it became apparent it would not be feasible at this time.

The Facility and Budget workgroup went through a process to identify some of the relative benefits and challenges in recommending use of the existing Vel R. Phillips Youth and Family Justice Center site in comparison to a different community site. While not mutually exclusive, some of the benefits/challenges relate to the ease/cost of facility development while others **(bold)** focus more directly on how to best ensure positive outcomes for youth. Ultimately, these factors were among many that were considered by the Steering Committee in selection of a preferred site option.

	<u>VEL R. PHILLIPS YOUTH AND FAMILY JUSTICE CENTER SITE</u>	<u>OTHER COMMUNITY SITE</u>
BENEFITS	<ul style="list-style-type: none"> • Necessary zoning already in place/easier • County already owns it / no acquisition cost or delay related to acquisition • Possible operational synergies with existing detention program • Concept of centralized services for all youth in custody • Well established relationship with Wauwatosa Schools already in place 	<ul style="list-style-type: none"> • Closer to other community agencies/services for engagement in facility programming and for reentry • Greater flexibility to expand or modify or repurpose in future given larger/less constricted footprint • Can establish a new and distinct identity, separate from courts & detention • Potential site provides greater family and community access via multiple bus lines • Possibility to identify sites for renovation and urban renewal to improve neighborhood(s)

- Possible green space for detention can be included in facility design
- Possibility to correct some of the deficiencies in the current detention facility
- **Can be better designed to blend into community/better fit for neighborhood identity**
- **Greater ability to develop a campus atmosphere and more normalized environment given larger footprint and potential for flexible housing and program design**
- **Opportunity for greater community engagement and partnerships**
- More flexibility for parking, accommodating family, community partners, volunteers, etc.
- May provide additional options for proximate location/development of an Achievement Center or other youth resources

	<u>VEL R. PHILLIPS YOUTH AND FAMILY JUSTICE CENTER SITE</u>	<u>OTHER COMMUNITY SITE</u>
CHALLENGES	<ul style="list-style-type: none"> • Limited ability to do something new or make facility seem different to community (i.e. still perceived as a correctional vs. treatment program, especially given adjacency to current court facility) • Significant existing site constraints (parking, utilities, site size) that limit design/layout flexibility • Limited transportation connections for families, services, volunteers, etc. • Limited ability to modify in future to add or develop additional youth and community resources to support and/or enhance overall juvenile justice system programming and community engagement • Court environment contrary to treatment/community-oriented site 	<ul style="list-style-type: none"> • Potential lack of or conflict with infrastructure • Relationship and history in providing educational programming is not as well established with Milwaukee Public Schools as is currently in place with Wauwatosa • Community acceptance challenge – need to overcome citizen concerns related to locating a confinement facility in their neighborhood • Acquisition cost & timeline • Transportation logistics (youth to courts) • Zoning code revisions require City of Milwaukee legislative action • Potential significant demolition or renovation costs (site dependent) • Split SRCCCY, with 20-22 MCAP beds remaining at Vel R. Phillips Youth and Family Justice Center
Construction Cost Est.	\$45+ million	\$41.14 million, including renovation and additions at Vel R. Phillips

Based on the above comparative analysis, the Steering Committee recommended that alternate locations be pursued.

Analysis of Alternate (to Vel R. Phillips Youth and Family Justice Center) Site Options

Much of the work done in analyzing the potential for the Vel R. Phillips Youth and Family Justice Center site was also applied to subsequent efforts to identify and select one or more alternate sites on which to develop an SRCCCY campus plan. Additionally, the planning workgroups, county staff, and architects:

- 1) Secured assistance to identify potential sites and developed initial criteria for site search and selection (all of which also were ultimately considered relative to the Vel R. Phillips Youth and Family Justice Center site as well), including:
 - a. Acreage: Site acreage depends on building square foot (SF) and should provide for parking, circulation, and green space. Final site options are in the 5-6 acre range.
 - b. External programming (recreational) space: External program space that could include play fields, paved courtyards and recreation space, and urban garden, and other green space are necessary and contribute to the overall site size.
 - c. Space for future expansion: No additional space is included for future expansion of the program, and the final plan provides for an ADP utilization factor of approximately 85% to accommodate swings in population and provide for flexibility in classification of youth.
 - d. Single floor design: The preference was established for primarily a single- story facility. Siting and development will consider the impact on the neighborhood, with the intent that the SRCCCY not stand out with an institutional look.
 - e. Preference for campus layout: The final plan allow for the core programming to be provided on a new “campus” site that can house up to 40 youth, with some short-term placements in the current MCAP space in the Vel R. Phillips Youth Detention Center facility to serve up to 22 youth. This layout provides considerable green space and other areas that can be utilized for recreation and other programming.
 - f. Willingness to consider co-occupancy: Consideration of partnering with other community-based programs and/or neighborhood resources was given, but to start, the campus will be designed primarily for SRCCCY use. If reductions in the need for secure space occur over time, the design will include options for repurposing some of the space for other community or juvenile justice system uses.
 - g. Timeline to be operational: Unless otherwise modified, the target for preliminary plans and costs will be part of a proposal submission by March 31, 2019, with subsequent steps to be completed so the facility can be opened no later than January 2021. If the legislature modifies the original statutory timelines, Milwaukee County will consider those changes and may or may not adjust its timeline, but the goal remains to develop a quality facility and program so that youth can be returned to the community as soon as possible.
 - h. On-site Parking/Other Vehicle Access: The plan includes sufficient space for parking for staff, visitors, vendors, volunteers, and others.

- i. Location/Adjacency preferences: Consideration was given to the ease of access to the facility by family members, volunteers, community programs, etc., with a strong preference that the site include a Milwaukee County Transit System (CTS) bus stop nearby.
 - j. Issues related to zoning, utilities, etc.: Sites were compared across multiple issues such as related zoning requirements, ease of access to utilities, potential acquisition costs, site preparation and remediation requirements, and uniformity with surrounding sites.
- 2) Identified program components that may have to be “different” (added, modified) if the greater part of the SRCCCY is not located on the Vel R. Phillips Youth and Family Justice Center site as well as what spaces/capacities of the current detention center would not need to be duplicated if the Vel R. Phillips Youth and Family Justice Center site is used.
- 3) Over 75 sites were identified and then evaluated based on selection/design criteria.

Final Site Selection & Design

Concept plans and cost estimates for an expansion of the Vel R. Phillips Youth and Family Justice Center to accommodate the SRCCCY were completed in December. Due to certain site constraints, the complexity of this addition would be significant, and the cost would exceed \$45 million. Additionally, the qualitative comparison of Vel R. Phillips Youth and Family Justice Center to other locations indicated that locations closer to where many of the youth/families reside would provide advantages. Following a review of all the factors associated with site selection, recommendations were made to the Steering Committee for two potential/preferred sites (6101 W. Mill Rd., Milwaukee 53218 and 6600 N Teutonia Ave, Milwaukee 53209) for the new campus component of the SRCCCY. However, the State’s decision to locate one of their Type 1 facilities in that area required Milwaukee County to immediately begin searching for a different site on which to locate the campus portion of the SRCCCY.

Key Features of the SRCCCY Design

Consistent with the vision of the SRCCCY and requirements of DOC 347, the layout, design, and key features of the SRCCCY includes:

Two Main Housing Units (Campus Site) – These are essentially the “home” areas of the SRCCCY. One unit consists of two 10-bed living spaces, and one unit has one 10-bed living space and two 5-bed living spaces. The living spaces include individual bedrooms, a dayroom, shower and toilet facilities, laundry space, a calming room, a kitchenette, and direct access to secure outdoor recreation space. Each housing unit has additional conference rooms, an entry vestibule, space for storage and maintenance, and multi-purpose space for program activities. All spaces in the housing unit have exposure to natural light, and the two housing units are configured in such a way as to create greenspace for multiple uses and, the two housing units are separate from the main program building which adds to the concept of a smaller, campus-like setting as youth traverse from their home to school and other activities.

Education – Space in the main program building is provided for five classrooms, teacher support and offices, a computer/learning lab, vocational programming, testing/consultation, and other multi-media activities. New classroom spaces will be added to the Vel R. Phillips facility to accommodate the educational program for SRCCCY youth.

Recreation Space – In addition to outdoor recreation space, the SRCCCY campus includes a gymnasium and exercise space that can be used for a wide range of recreational programs, large group presentations, music and art activities/performances, and other ceremonies. New spaces will be created at the Vel R. Phillips facility to provide outdoor recreation space for use by SRCCCY youth.

Mental Health, Health, and Dental Care – Space in the main building includes space needed to meet all basic physical and dental health needs, including space if needed for temporary housing of ill youth. Space is provided for offices, meeting, and other conference room space for use by the mental health professionals including the Clinical Manager, Case Managers, Therapists, Psychologist, and Psychiatrist.

Greenspace - The layout of the campus site provides for considerable greenspace between housing units, between the housing units and the main program building, and includes other areas for recreation and potential use for a variety of outdoor programs. At the Vel R. Phillips facility site, new greenspace will be created for the SRCCCY program.

Welcome Center and Visitation - Public entry into the facility is accomplished by entry into the main program building into a welcoming vestibule that will be decorated by youth art and provide a comfortable non-institutional appearance. The public may then access a community conference room without needing to go through security screening. Space for family visitation is provided in the main program building and includes rooms of various sizes that can accommodate full family contact visits as well as some outdoor patio space that can be used for “outside” visitation. A rendering of how the public entrance to the SRCCCY may look is included in the New Building Schematic Design (Appendix 12).

Control Center & Screening – A security screening and central control area is located in the main administration/program building, providing for the safe entry of visitors and other public members into the secure portion(s) of the SRCCCY. The staffed control center serves as the central control area for monitoring cameras spread throughout the facility and on the perimeter and controlling access through many of the doors throughout the SRCCCY.

Exterior Features, Fencing, and Visibility – Considerable discussion was had about how the campus facility would “look” from the outside (both to the public as well as internal areas youth would see). The result is a plan that provides for a non-institutional look, places in which youth can create and apply murals/artwork, and an opportunity for youth voice in the selection of colors and materials. Similarly, security fencing will be chosen that serves the needed security function but presents a less institutional appearance. Selected exterior/perimeter areas will have additional landscaping to increase privacy without simply adding more fencing.

Furniture/Furnishings – All of the furniture in the facility will be durable, colorful, movable, and comfortable, reducing the institutional feel of the SRCCCY while still meeting the safety and security requirements of DOC 347.

As noted, in addition to substantial renovation of the current MCAP housing units at the Vel R. Phillips Youth and Family Justice Center, additional space will be created to provide for education, outdoor recreation, and multi-purpose programming.

Detailed information and schematics related to all aspects of the proposed SRCCCY is included in the Owners Program Requirements document (Appendix 9), the Schematic Design Project Manual (Appendix 13), the New Campus Schematic Design (Appendix 14), and the Vel R. Phillips Schematic Design (Appendix 15). Note that the property layout/schematic for the new campus facility is based on using the Teutonia site. So, although the configuration may change based on a new site, the basic features, spaces and structures of the new facility will be remain consistent with the information attached.

Steps to Completion

Related to development of the campus portion of the SRCCCY, the County continues to pursue next steps related to identifying and securing a site for the campus portion of the SRCCCY, including making outreach to the community and appropriate public officials, completing initial site surveys, submitting required rezoning requests, and submitting offers to purchase the site(s). Although the need to identify and secure a new location may alter the overall project schedule, the goal remains to select and secure the final site and necessary approvals in early July, so construction can begin as soon as possible.

Additional steps required to begin construction on the project, include: (1) Completing environmental due diligence; (2) Updating design for components needed to begin construction; (3) Reviewing/updating cost modeling as needed; (4) Completing initial bid documents & awards as needed to begin project; and (5) Updating design documents related to Vel R. Phillips renovation.

As planning continues on the project, the county will also (1) Submit required Letter of Intent and/or Proposal to the Act 185 Grant Review Committee as soon as feasible to secure state funding support; (2) Work with the Wisconsin Department of Corrections to obtain required approvals on a “phased” basis so construction can begin and continue as needed to open the facility by January 2021; (3) Collaborate with other counties, the Governor, and the legislature to secure additional funding for construction, startup, and operational costs; and (3) Submit 2020 Capital and Operating budget proposal as needed for review and inclusion in the 2020 county budget.

More detailed construction and other key operational benchmarks will be included in additional documents developed by the Construction Management team but are not included in this document.

THE WORK IS JUST BEGINNING

In addition to the work that will go into actual construction, furnishing, and opening the facility, there are many other tasks that need to be accomplished so that youth can return to the community by January 2021. The list below illustrates some of the main tasks and potential timeframes that the County will be working on in order to be ready to place youth in January 2021.

<u>Task</u>	<u>Estimated Time Frame*</u>
Recruitment and selection of a facility Superintendent and Deputy Superintendent.	Completed by August 1, 2019
Outreach to community and neighborhood groups and other organizations to develop a community advisory group that can provide continued guidance to program development.	Initial outreach by September 2019 with intent to have a functioning advisory group operational by January 2020
Complete partnership agreements and initial planning with Milwaukee Public Schools and plan for coordination with Wauwatosa Public Schools (serving the Vel R. Phillips facility and program).	Completed by April 1, 2020
Drafting of Operational Policies and Procedures, including initial review/approval by DOC.	November 2019 – March 2020
Recruitment and selection of Deputy Superintendent(s), Clinical Director, YDS Supervisors and YDS personnel.	January - August 2020
Recruitment and selection of additional key personnel as needed	July – October 2020
Training YDS Supervisors and YDS staff.	July – November 2020
Development of contracts or Memorandums of Understanding (MOU’s) for additional program services as needed (e.g. mental health, health care, other community organizations, etc.).	Complete by September 1, 2020
Recruit, hire, and train as necessary other staff that will be working with youth and all staff providing support for operating the program.	Complete by November 1, 2020
Development of specific program component materials, curriculum, and training materials.	May – October 2020
Begin process to review individual cases of youth in juvenile corrections and/or MCAP and seek appropriate court orders to authorize placement of those youth in the SRCCCY.	August 2020

Work with the courts, District Attorney, and Public Defender to ensure that orders for new youth provide for placement at the SRCCCY as soon as possible.	September – December 2020
Development of reportable benchmarks and other performance-based standards that will be used to track and report outcomes to the community.	July – November 2020
Facility “shakedown” and testing operational plans.	November - December 2020
Transition youth into the SRCCCY, whether new youth placed or transitioning from juvenile corrections or MCAP.	January 2021
Initial report to the community on progress of implementation.	May 2021

* Time frames are estimates only and are subject to modification as planning continues

Although all of the above steps are important, particular note should be taken of the aspects of the plan that relate to transitioning youth that will be in juvenile corrections as the time for transition nears. This will require careful assessment of youth in placement, coordination with the Department of Juvenile Corrections, collaboration with the legal parties involved in the case, leadership from Milwaukee County DYS staff, and engagement with families. As appropriate, it may be possible to accelerate the safe release/return home of selected youth from LHS/CLS and MCAP and reduce the number of youth who need to be initially placed in the SRCCCY. The Steering Committee will continue to provide leadership and direction for this transition as well as ensuring that needed Milwaukee County budget and approval requirements are met.

SRCCCY CONSTRUCTION COST ESTIMATES

Design and Construction

An overview of the Design and Construction Costs is included below but subject to change as a site is located/acquired and additional design work completed.

More detail related to construction cost estimates based on the initial schematic design(s) is included in Appendix 16. The estimate does not include the cost of acquiring the campus site, related fees, planning, any required demolition of existing structures, or any needed environmental remediation. It does include the hard construction costs for both a new campus site as well as the renovation/addition to the Vel R. Phillips facility and an approximation of additional owner costs such as additional fees, furnishings/fixtures, specialty equipment for security, health care equipment, technology and vocational education equipment, and other equipment that will be required for program operations.

<u>Category</u>	<u>Cost</u>
Hard Construction Campus Site	\$28,907,866
Renovation MCAP Space @ Vel Phillips	<u>\$2,810,053</u>
Construction Sub-Total Both Sites	\$31,717,919
Construction Manager Staff, Reimbursables, Fees, Insurances	<u>\$2,569,151</u>
Total Construction with CM - Both Sites	\$34,287,070
Owner Costs Estimate	<u>\$6,857,415</u>
Total Project Cost Estimate*	\$41,144,485

* As of 3/25/19, not including site acquisition and related/required fees and preparation

The detailed cost estimate also provides information about the specific components of the plan, including the cost for the unit housing boys, the unit housing girls, the administration/program building, the Vel R. Phillips additional program construction, and the renovation of the Vel R. Phillips MCAP space(s). As the plan develops, further delineation of costs will enable the county to request 100% state support for costs associated with housing girls and 95% of the costs associated with housing boys.

OPERATIONAL COST ESTIMATES

There are costs associated with staffing and operating the SRCCCY that can be projected as annual estimates, and there are anticipated one-time start-up costs that will be incurred in 2020 so the facility can open by January 2021. These projections are based on best estimate staffing projections as well as building on the lessons learned from getting the Bakari Center up and running as of January 2019. These costs will be modified as the overall SRCCCY program develops.

Milwaukee County will incur startup and other staffing/operational costs in 2020 while at the same time paying the DOC daily rate for placement of youth remaining at Lincoln Hills/Copper Lake Schools and the Mendota Juvenile Treatment Center (MJTC). Appropriate steps will be taken to request state support for start-up costs as that becomes available so that needed staff/operational funds are included in the 2020 DHHS budget request.

Personnel Costs

Based on a preliminary projection of staffing needs (refer to Appendix 17, the estimated annual cost related to personnel beginning in 2021 is \$7,142,161). This includes funding for Salaries/Wages, Overtime, Taxes, and Fringe Benefits beginning January 2021. This does not include: (1) Staffing costs associated with the Vel R. Phillips portion of the SRCCCY. Those cost details will be developed as part of the 2020 budget request, and a substantial portion of those costs will be offset by reallocating staff and other supports from the current MCAP program; (2) Costs associated with hiring, orienting, and training staff as needed in 2020 during the startup/transition phase of operations (those costs will be included below as one-time startup costs); and (3) Other off-site county personnel costs related to facility, technology, and administrative support.

Other Operational Costs

Contractual and Operational Costs: This category of costs includes a preliminary estimate of the annual cost of services not provided by county personnel, including operational costs such as supplies, clothing, utilities, equipment, IT, consumables, and other things required for the functioning of the facility and program. A summary of estimated Personnel, Operating, Contractual, and Startup Costs is included in Appendix 18.

Additional contractual services likely to be needed are in the area of health care, food service, mental health supports, additional youth program activities, transportation, family support, maintenance and housekeeping services, other county-staff administrative support, and costs associated with projected cost of placement of youth at the Mendota Juvenile Treatment Center on an annual basis beginning January 2021. As with personnel, there will be some operational/contractual costs incurred in 2020 in preparation for transitioning youth in January 2021.

The total preliminary estimate for annual contractual and operational costs is \$12,655,308. This compares with the estimated 2019 budget for DOC orders of just under \$10 million.

The estimated 2020 Startup cost will be \$1,732,588.

Funding Sources and Sustainability

There are multiple funding streams or sources to support SRCCCY programming. In addition to other changes in statutes, Act 185 removes the restriction against spending funds that come to the counties through the Youth and Community Aids program for the costs of housing and staff supervision of youth in local confinement (previously those funds could only be used to provide services such as mental health, education, and other treatment).

Until the transfer of youth from state facilities is completed, funds through Youth and Community Aids and county levy will continue to be allocated to house youth in juvenile corrections based on a daily rate established by the legislature. The recently introduced Governor's proposed budget sets a FY 2020 rate of \$501/day, rising to \$588/day as of January 2021, the intended opening date for Milwaukee's SRCCCY. Opening the Milwaukee SRCCCY as soon as possible means that as soon as youth can be placed locally, those funds can be spent in support of the local program rather than transferred to the State.

Milwaukee County will also seek to secure additional funds, if passed, in the Governor's 2019-21 proposed budget, including additional funding to support some start-up costs and added facility construction funds beyond those allocated in Act 185.

In addition to being able to direct local levy and Youth and Community Aids funds to the local program, the County will continue efforts to secure other support, including options for federal funds (e.g. Medicaid, education funds, and mental health funds), government and foundation grants to provide facility-based programs and transition supports, and public-private partnerships to support programming and youth's transition home.

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SUPPORTING RESOURCES/REFERENCES

The resources listed below helped inform discussions and planning related to the SRCCCY and will continue to be a source of guidance as the program develops and is implemented.

Desktop Guide to Reentry for Juvenile Confinement Facilities. National Partnership for Juvenile Services. 2004. http://www.njjn.org/uploads/digital-library/resource_1244.pdf

Desktop Guide to Quality Practice for Working with Youth in Confinement. National Partnership for Juvenile Services and Office of Juvenile Justice and Delinquency Prevention. <https://info.nicic.gov/dtg/node/17>

Integrated Treatment Model Report. Juvenile Rehabilitation Administration (Washington State). 2002. http://www.ncjfcj.org/sites/default/files/ITM_Design_Report.pdf

The Developmental Assets Framework. Search Institute. <https://www.search-institute.org/our-research/development-assets/developmental-assets-framework/>

Family Engagement in Juvenile Justice. Office of Juvenile Justice and Delinquency Prevention. 2018. <https://www.ojjdp.gov/mpg/litreviews/Family-Engagement-in-Juvenile-Justice.pdf>

Juvenile Detention Facility Assessment. Annie E. Casey Foundation. 2014. <https://www.aecf.org/resources/juvenile-detention-facility-assessment/>

Making Detention Work for Girls. Annie E. Casey Juvenile Detention Alternative Initiative. 2013, <https://www.aecf.org/m/resourcedoc/AECF-MakingDetentionReformWorkforGirls-2013.pdf>

Essentials of a Trauma-Informed Juvenile Justice System. The National Child Traumatic Stress Network. 2015. <https://www.nctsn.org/resources/essential-elements-trauma-informed-juvenile-justice-system>

Effectively Addressing the Needs of Girls. National Girls Initiative, the National Crittenton Foundation. <https://nationalcrittenton.org/national-girls-initiative/>

Think Trauma: A Training for Staff in Juvenile Justice Residential Settings. The National Child Traumatic Stress Network. 2012. <https://www.nctsn.org/resources/think-trauma-training-staff-juvenile-justice-residential-settings>

Understanding Trauma in the Context of Juvenile Justice Systems. National Center for Mental Health and Juvenile Justice. 2016. <https://www.ncmhjj.com/wp-content/uploads/2016/09/9.16.19-Webinar-Slides-Understanding-Trauma-in-JJ.pdf>

What Works Wisconsin: Effective Programs and Resources for Children, Youth, and Families. UW-Extension. <https://fyi.extension.wisc.edu/whatworkswisconsin/>

Program Profile: Behavior Intervention at Cook County (IL) Juvenile Temporary Detention Center. OJJDP Model Programs Guide. <https://www.crimesolutions.gov/ProgramDetails.aspx?ID=581>

Integrated Treatment Model Outcomes. Washington State DHHS. 2009.

<https://www.dshs.wa.gov/sites/default/files/SESA/rda/documents/research-2-22.pdf>

Implementation of New York's Close to Home Initiative: A New Model for Youth Justice. Center for Children's Law and Policy. 2018. <http://www.cclp.org/wp-content/uploads/2018/02/Close-to-Home-Implementation-Report-Final.pdf>

Implementing Balanced and Restorative Justice: a guide for juvenile detention. Illinois Criminal Justice Information Authority. <http://www.icjia.state.il.us/assets/pdf/BARJ/detention.pdf>

Balanced and Restorative Justice for Juvenile Detention Centers. Illinois BARJ Project.

http://www.restorativejuviledetention.org/uploads/1/0/6/5/106502445/jdc_implementation_model_july_2017_2.pdf

Reforming Juvenile Justice: A developmental approach. The National Research Council. 2013.

<https://www.nap.edu/catalog/14685/reforming-juvenile-justice-a-developmental-approach>

Reforming Conditions of Confinement in Juvenile Detention: Evidence--Based Research from the U.S.

District Court Intervention in Cook County, IL. Journal of Applied Juvenile Justice Services. 2015.

<http://npjis.org/jajjs/wp-content/uploads/2015/02/Reforming-Conditions-of-Confinement-Roush-KD-Edits-Final.pdf>

Performance Based Standards (PbS). Council of Juvenile Correctional Administrators.

<http://cjca.net/project/performance-based-standards-pbs/>

Leveraging Every Student Succeeds Act to Improve Education in Juvenile Justice Facilities. 2018.

<https://csgjusticecenter.org/wp-content/uploads/2018/01/Leveraging-the-Every-Student-Succeeds-Act-to-Improve-Outcomes-for-Youth-in-Juvenile-Justice-Facilities.pdf>

Pathways to Desistance: A study of serious adolescent offenders as they transition to adulthood and out of crime. <http://www.pathwaysstudy.pitt.edu/index.html>

Highlights from Pathways to Desistance: A Longitudinal Study of Serious Adolescent Offenders. OJJDP.

2011. http://www.pathwaysstudy.pitt.edu/documents/OJJDP%20Fact%20Sheet_Pathways.pdf

National PREA Resource Center. <https://www.prearesourcecenter.org/audit/audit-instruments/juvenile-facilities>

Physical Plant Design and Operations. National Partnership for Juvenile Services Desktop Guide to Quality Practice for Working with Youth in Confinement. <https://info.nicic.gov/dtg/node/36>

Effective Program Services. National Partnership for Juvenile Services Desktop guide to Quality Practice for Working with Youth in Confinement. <https://info.nicic.gov/dtg/node/16>

Behavior Management. National Partnership for Juvenile Services Desktop guide to Quality Practice for Working with Youth in Confinement. <https://info.nicic.gov/dtg/node/21>

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