

Wisconsin Joint Legislative Committee on Finance
c/o Committee Clerk Joe Malkasian
Submitted via email: joe.malkasian@legis.wisconsin.gov

Dear Members, Joint Committee on Finance:

As required by 2017 Act 185 and revised by 2019 Act 8, the Juvenile Corrections Grant Committee (JCGC) respectfully submits this statewide plan for grants to counties to build Secure Residential Care Centers for Children and Youth (SRCCCY). This plan includes the following requirements as articulated in Act 185:

- Recommends grants to approve;
- Based on an overall view toward a [Wisconsin model of juvenile justice](#);
- In consultation with the Wisconsin Department of Corrections (DOC) and Department of Children and Families (DCF);
- Grants are recommended at 95% or 100% of design and construction costs as outlined.

The committee received four (4) grant applications. These applications were received from Brown, Dane, Milwaukee, and Racine counties.

The grant applications were reviewed based on a rubric corresponding to the criteria determined by the committee. These criteria include:

- Budget detail, narrative, cash match;
- Facility, geographical information;
- Assessment of resources and programming;
- Project narrative and project main summary;
- Implementation plan;
- Program sustainability;
- Evidence of local support;
- Alignment with the Wisconsin Model for Youth Justice.

Based on these factors, and to achieve our goal of closing Lincoln Hills / Copper Lake Schools and bringing youth into evidence-based and trauma-informed facilities closer to their families and communities, the Juvenile Corrections Grant Committee recommends funding X grant applications.

We look forward to your committee's consideration of these recommendations. Please advise next steps.

Respectfully,

Juvenile Corrections Grant Committee members

Secretary-designee Kevin A. Carr, Department of Corrections
Secretary-designee Emilie Amundson, Department of Children & Families

Representative Mark Born, Wisconsin State Assembly
Representative David Crowley, Wisconsin State Assembly
Senator Alberta Darling, Wisconsin State Senate
Ms. Sharlen Moore, Co-founder, Urban Underground
Representative Joe Sanfelippo, Wisconsin State Assembly
Representative Michael Schraa, Wisconsin State Assembly
Senator Lena Taylor, Wisconsin State Senate
Senator Van Wanggaard, Wisconsin State Senate

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EXECUTIVE SUMMARY

Under 2017 Act 185 and revised by 2019 Act 8, the Juvenile Corrections Grant Committee (JCGC) was tasked with responsibility for the first step in improving the way Wisconsin supports youth who encounter the justice system. The JCGC was charged with replacing Lincoln Hills and Copper Lake Schools with new capacity for youth in our justice system through secured residential care centers for children and youth (SRCCCYs).

The responsibilities of the JCGC included the following:

1. Develop and administer a grant program providing design and construction costs to counties or tribes to build a SRCCCY, and
2. Develop a statewide plan that recommends to the Joint Committee on Finance which grant applications to approve, based on an overall view toward a Wisconsin model of juvenile justice.

The JCGC received four grant applications from Brown, Dane, Milwaukee, and Racine counties. Based on a review of criteria developed by the committee and to achieve our goals of closing Lincoln Hills / Copper Lake Schools and bringing youth into evidence-based and trauma-informed facilities closer to their families and communities, the JCGC recommends funding X grant applications, which are detailed below.

TABLE 1: SRCCCY GRANT RECOMMENDATIONS

COUNTY	FACILITY TYPE	CAPACITY	EST. COST
Brown	New stand-alone SRCCCY and short-term detention facility	24 SRCCCY beds: 16 boys; 8 girls	\$43M (State portion: ?)
Dane	Expansion of existing short-term detention facility	23 - 29 SRCCCY beds: 18-23 boys, 5-6 girls	\$6.7M (State portion: \$6.46M)
Milwaukee	Plan A: Expansion of existing detention facility plus leased space Plan B: Expansion of existing detention facility only	Plan A: 40 beds (boys only) Plan B: 32 beds (boys only)	Plan A: Not to exceed \$24.86M (State portion: Not to exceed \$23.62M) Plan B: \$24.86M (State portion: \$23.62M)
Racine	New stand-alone SRCCCY and short-term detention facility	32 SRCCCY beds	\$40M
TOTAL			\$114.56M (State portion: \$113.08M)

While investing in these facilities is a critical step forward towards closing Lincoln Hills / Copper Lake Schools, the JCGC also recognizes the limitations of this current grant period as well as the necessary work ahead. With 111-125 beds proposed among these four counties, we are still short approximately 52-66 beds remove all the SRCCCY-eligible youth from Lincoln Hills / Copper Lake Schools and from the long-term detention programs, as required by Act 185. Additionally, we still do not have a facility that would properly serve youth from the western and northern parts of the state in the closer-to-home model outlined by the Wisconsin Model for Youth Justice.

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BACKGROUND ON THE JUVENILE CORRECTIONS GRANT COMMITTEE (JCGC)

JCGC Activities

The JCGC first met on March 21, 2019. To inform their work, Committee members received presentations on the work completed by the Act 185 Study Committee, data on Wisconsin's youth justice population, analysis on expected capacity needs of youth in the justice system, and presentations from county and tribal partners on local needs and long-term goals. The JCGC received initial letters of interest from Brown, Dane, Fond du Lac, La Crosse, Milwaukee, and Racine counties as well as from the Great Lakes Inter-Tribal Council (GLITC). Fond du Lac, La Crosse, and GLITC ultimately withdrew from the process due to funding and timeline concerns.

Committee members also worked collaboratively to develop a vision statement, considerations for a Wisconsin Model of Youth Justice, a grant application, and a grant rubric. All materials can be found on the Department of Corrections Juvenile Corrections Grant Committee [website](#).

Vision Statement

The goal of the Secure Residential Care Center for Children and Youth (SRCCCY) grant program as outlined in 2017 Act 185 is to ensure better outcomes for youth involved in Wisconsin's youth justice system. The Act replaces Lincoln Hills/Copper Lake schools with regional SRCCCYs, which will be smaller, more residential facilities that will keep youth closer to home. In addition, the SRCCCYs will provide evidence-based, trauma-informed programming that will improve youths' lives in the following measurable ways:

- Decreases in the number of youth held in detention;
- Decreases in recidivism among youth held in detention;
- Decreases in adult population of incarcerated individuals who were involved in the juvenile justice system;
- Show progress for youth related to mental health and physical health outcomes following time spent in the SRCCCY;
- Increase positive social relationships for youth with family, adults and community as a result of SRCCCY programming;
- Show progress for youth with education, job training and skill development for increased success following SRCCCY programming; and
- Decreased costs for state taxpayers and increased quality of life for youth

Statewide Capacity Needs

The Department of Corrections, in partnership with the Department of Children and Families and counties, analyzed anticipated SRCCCY capacity needs based on historic Average Daily Population (ADP) from Lincoln Hills / Copper Lake Schools and county detention programs. Based in this analysis, there will be an estimated 150 youth across the state who could be placed at these new facilities. Additionally, the industry standard is to operate facilities at 85% capacity to ensure there is room for movement of youth or to account for fluctuation in the ADP. Ultimately, this means, Wisconsin needs a total statewide SRCCCY capacity of an estimated 177 beds.

GRANT PROGRAM AND APPLICATION DETAILS

Information on the Grant Program

The requirements of this grant program under Act 185 is to administer 95% of the design and construction costs to build a SRCCCY, including costs for renovation of an existing structure for an SRCCCY or facility that houses both an SRCCCY and a juvenile detention facility. A county may also apply for a grant to cover 100% of the design and construction costs for an SRCCCY, or a portion of an SRCCCY, that will house only female juveniles. After approval by the Joint Committee on Finance, DOC shall award grants under the statewide plan and the JCGC shall monitor the progress of the grant-funded projects to ensure compliance with the program and timely completion of the facilities.

Grant applications were reviewed based on a rubric corresponding to the criteria determined by the JCGC. These criteria include:

- Budget detail, narrative, cash match;
- Facility, geographical information;
- Assessment of resources and programming;
- Project narrative and project main summary;
- Implementation plan;
- Program sustainability;
- Evidence of local support;
- Alignment with the Wisconsin Model for Youth Justice.

As determined by the JCGC, each of the four proposals received meet these criteria and are necessary for Wisconsin to close Lincoln Hills / Copper Lake Schools and serve youth in quality, closer-to-home facilities.

ANTICIPATED IMPACT

The legislative intent of 2017 Act 185 was to make substantial change to Wisconsin's youth justice system. Legislators recognized the need for evidence-based and trauma-informed care delivered closer to youth's family and community in order to increase success for those youth involved in the justice system. Research recognizes continuing brain development for youth through adolescence and early adulthood which can make physical and mental health care, educational opportunities and developmentally-appropriate programming significantly effective in this age group.

As outlined by the JCGC vision statement, the goal of the Secure Residential Care Center for Children and Youth (SRCCCY) grant program as outlined in 2017 Act 185 is to ensure better outcomes for youth involved in Wisconsin's youth justice system. The Act replaces Lincoln Hills/Copper Lake schools with regional SRCCCYs, which will be smaller, more residential facilities that will keep youth closer to home. In addition, the SRCCCYs will provide evidence-based, trauma-informed programming that will improve youths' lives measurable ways.

The JCGC has charged the Department of Corrections, Department of Children and Families, and counties receiving grants to collect appropriate data and provide regular updates to the Governor and to the Legislature. The updates should indicate progress toward the measurable outcomes outlined by the committee including:

- Decreases in the number of youth held in detention;
- Decreases in recidivism among youth held in detention;

- Decreases in adult population of incarcerated individuals who were involved in the juvenile justice system;
- Show progress for youth related to mental health and physical health outcomes following time spent in the SRCCCY;
- Increase positive social relationships for youth with family, adults and community as a result of SRCCCY programming;
- Show progress for youth with education, job training and skill development for increased success following SRCCCY programming; and
- Decreased costs for state taxpayers and increased quality of life for youth.

Throughout the grant committee process, counties have noted the need for ongoing operational funding. While the proposed Daily Rates and Youth Aid changes will cover a portion of the costs at SRCCCYs, individual county representatives, County Board members and the Wisconsin Counties Association has noted the need for additional funding in future state biennial budgets.

Application Details

The JCGC requested that applicants provide as much information as possible at the time of application submission. The details below reflect all information received by the JCGC as of September 30, 2019.

Attachment #1 Brown County (below)

Attachment #2 Dane County (below)

Attachment #3 Milwaukee (below)

Attachment #4 Racine County (below)

Attachment #1: Brown County

Brown County's application was developed by a program team comprised of county administrators and staff. Their application builds off their experience serving youth, specifically through their Life Achievements Unlocking Change and Healing (LAUNCH) program which was launched in 2012 as their county alternative to long-term corrections.

Brown is requesting funds to construct a new, co-located facility that would serve up to 24 youth in a SRCCCY and 32 youth in short-term detention. This population estimate is based on analysis of local and regional needs, as Brown County will serve youth across the northeast region of the state. Both co-located facilities will serve boys and girls.

Brown County is still identifying county land to construct the new facility. They are also still in the process of seeking approval from their County Board, although the Brown County Health and Human Services Committee has agreed to forward the proposal to the full board. According to news sources, a board vote is expected in September.

The estimated full project cost is \$43,032,000 based on an estimated square footage of 70,900 square feet.

The policy and programming outlined by Brown County aligns to the Wisconsin Model of Youth Justice.

Brown County projects to reach the 2021 deadline if they receive funding from the grant committee, secure county board approval, and secure a project architect in the next several months.

To sustain the cost of this facility, Brown County has projected their daily rate to be approximately \$688 per day. In addition to local level and Youth Aids funds, Brown County will seek other applicable federal grants for program services.

Brown County has received letters of support from 11 surrounding counties. These counties include: Calumet, Florence, Kewaunee, Langlade, Marathon, Oconto, Oneida, Outagamie, Portage, Sheboygan and Winnebago.

Proposed variances:

In the [Brown County presentation from August 19, 2019](#), Brown indicated they do not have any proposed variance requests at this time.

Attachment #2: Dane County

Dane County's application was developed by a program team comprised of county administrators and staff. Their application builds off their experience serving youth and deep partnerships with local community providers.

Dane is requesting funds to expand the current Juvenile Detention facility to co-locate with a SRCCCY that would contain 18-23 beds for males and a 5-6 beds for girls for a total of 23 to 29 beds. By remodeling within the existing building and opening a co-located SRCCCY in Dane County, construction costs and operational expenses will be considerably less than new site construction. The majority of the youth would be from Dane County, but there would be capacity to serve youth from other counties in the region or other counties in the state. The five-year historical Average Daily Population (ADP) of usage of Lincoln Hills/Copper Lake for Dane County was reviewed to determine the total capacity, but input from the judiciary and stakeholders was also considered.

Dane County already owns the existing facility and has received approval from their county board for this project as well as for the 5% cash match requirement.

The estimated full project cost is \$6.7M for an expansion that would be 10,560 square feet with an additional 2420 square feet of outdoor recreation space.

The policy and programming outlined by Dane County aligns to the Wisconsin Model of Youth Justice.

Dane County anticipates meeting the June 2021 deadline.

Dane County has not yet projected a daily rate but anticipates using Youth Aids funding as well as other in-kind services.

Dane County has received letters of support the Dane County Executive, Board of Supervisors, District Attorney, Dane County Department of Human Services, presiding judge of the juvenile court, Madison School District, Dane County NAACP and state public defender for the juvenile unit.

Proposed variance:

Please see slide #6 of [Dane County's presentation from August 19, 2019](#).

Attachment #3: Milwaukee County

Milwaukee County's application was developed in several iterations by a program team comprised of county administrators and staff with significant input from county partners through the [Project Rise](#) initiative. Their application builds off their experience serving youth and deep partnerships with local community providers.

Milwaukee is forwarding two potential plans. Plan A is an expansion of the existing detention facility Vel R Phillips Youth and Family Justice Center (Vel Phillips) and community-based leased facility space. Plan B is solely an expansion of the Vel Phillips detention center. Plan A would result in 40 total beds for youth; up to 22 beds at Vel Phillips and up to 24 beds at a leased facility. Plan B would result in 32 total beds. Milwaukee County's plan does not specify a plan for girls. By remodeling within the existing building and opening a co-located SRCCCY in Milwaukee County, construction costs and operational expenses will be considerably less than new site construction. Additionally, the county has worked closely with the state's Department of Administration to confirm the possibility of community-based leased space. The majority of the youth would be from Milwaukee County.

Milwaukee County's application letter was co-signed by the county executive, chairman of the county board of supervisors, director of the department of health and human services, and the chairman of the county board of supervisors committee on health and human needs.

The estimated full project cost is not-to-exceed \$24.86M for Plan A and \$24.86M for Plan B. The Milwaukee County Department of Health and Human Services has committed to funding the required 5% cash match.

The policy and programming outlined by Milwaukee County aligns to the Wisconsin Model of Youth Justice.

Milwaukee County anticipates meeting the June 2021 deadline.

Milwaukee County has not yet projected a daily rate.

Milwaukee County gathered 7 letters of support for the July 1, 2019 proposal. Updated letters of support for the September 9, 2019 proposal have not yet been received.

Proposed Variances:

Please see pages 50-52 of the [Milwaukee County \(9.9.19\) document](#)

Attachment #4: Racine County

Racine County's application was developed by a program team comprised of county leadership, administrators, and a cross-sector advisory committee including representatives from the judiciary, school district, corporation counsel, county board, law enforcement, and nonprofit providers. Their application builds off their experience as the first county to develop an alternative-to-corrections program 20 years ago.

Racine is requesting funds to contract a new, co-located facility that would serve up to 32 youth in a SRCCCY and 16 youth in short-term detention. Additionally, Racine County intends to build the entire co-located facility compliant with DOC 347 (administrative rule) to accommodate fluctuations in population, including girls. This population estimate is based on analysis of local and regional needs as Racine County will serve youth from surrounding counties including Kenosha, Waukesha, Manitowoc, Winnebago, and Washington. Both co-located facilities will serve boys and girls.

Racine is still identifying available state or county land for the facility. They have received support from their County Executive for this project.

Racine is requesting \$40M to construct a new facility, with a full project budget of \$45M. Their new facility will be an estimated 72,000 square feet.

The policy and programming outlined by Racine County aligns to the Wisconsin Model of Youth Justice.

Racine County anticipates meeting the June 2021 deadline.

Racine County is estimating a daily rate of \$400 per day and will continue to use county level and Youth Aids funding.

Racine County has received letters of support from members of the judiciary, law enforcement, school district, and surrounding counties.

Proposed variances:

Racine County has not indicated any proposed variances at this time.