

Wisconsin Joint Legislative Committee on Finance
c/o Committee Clerk Joe Malkasian

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.

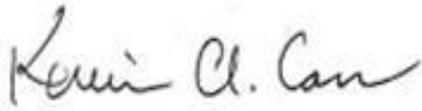
The grant applications were reviewed based on a rubric corresponding to the criteria determined by the committee. These criteria include:

- 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 all four grant applications received.

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

Respectfully,



Secretary-designee Kevin A. Carr
Department of Corrections
Chair, Juvenile Corrections Grant Committee

Secretary-designee Emilie Amundson
Department of Children & Families
Vice-Chair, Juvenile Corrections Grant
Committee

On behalf of the members of the Juvenile Corrections Grant Committee

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

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 four 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: \$40.88M)
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: \$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: \$110.96M)

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 to remove all the SRCCCY-eligible youth from Lincoln Hills / Copper Lake Schools, 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.

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 (see more below), 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.

Act 185 Study Committee

The Juvenile Corrections Study Committee was charged with making recommendations on SRCCCY programming and services. The 25-member committee included a broad range of stakeholders, including legislators, county human services directors, law enforcement and legal system representatives, state agency leaders, nonprofit organizations, and a person with lived experience in the youth justice system. During the summer of 2018, the committee reviewed research on best practices, heard from experts in the field, reviewed data, and gathered input from stakeholders. The committee forwarded recommendations on programming and services in the SRCCCYs across four major categories: education/employment, rehabilitative/treatment services, developmental/recreational programming, and family/community engagement. The committee's work in making these recommendations has informed the work of the Juvenile Corrections Grant Committee in assessing county SRCCCY grant applications.

Input from this study committee informed the administrative rule process for DOC 347, both the emergency rule which was adopted in May 2018 and the permanent rule, which is in the drafting process at the time of this statewide plan.

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 a SRCCCY and a juvenile detention facility. A county may also apply for a grant to cover 100% of the design and construction costs for a SRCCCY, or a portion of a 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 by committee members during several committee discussions. A rubric corresponding to the criteria determined by the JCGC was provided to guide these conversations. The application 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. The committee did not recommend any specific variances for this statewide report.

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 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 24, 2019. Additional information from counties will continue to be received as the grant process moves from the Grant Committee to the Joint Committee on Finance, through the State Building Commission process and grant agreements for fund distribution. In accordance with Act 185, the JCGC shall monitor the progress of the projects funded to ensure compliance with the grant program.

Grant Proposal: Brown County

COUNTY	FACILITY TYPE	CAPACITY	EST. COST
Brown	New stand-alone SRCCCY and short-term detention facility	24 SRCCCY beds: 16 boys; 8 girls plus 32 bed short-term detention	\$43M (State portion: \$40.88M)

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 updated their project costs in a letter dated September 23, 2019. The total cost associated with design and construction of the facility is estimated to be \$43,093,591. The estimated cost of the facility subject to 95% funding is estimated to be \$37,551,130. The estimated cost of the facility subject to 100% funding is \$3,556,086. The required Brown County match is estimated to be \$1,976,375. Brown County is going to request that the county-owned land be considered part of the match.

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 drafted and submitted a resolution in support of their grant application to the Brown County Human Services Committee and Public Safety Committee of the Brown County Board of Supervisors. The Human Services Committee approved the resolution on September 25, 2019. The Public Safety Committee meeting will take place in early October. The resolution could be presented to the full County Board on October 16, 2019 based on the action of the standing committees.

Brown County has received letters of support from 16 surrounding counties. These counties include: Calumet, Door, Florence, Fond du Lac, Kewaunee, Langlade, Manitowoc, Marathon, Marinette, Oconto, Oneida, Outagamie, Portage, Sheboygan, Waushara and Winnebago. Brown County staff continue to request meetings and pursue additional letters of support from the District Attorney’s office, State Public Defender’s office, Brown County sheriff’s office, Brown County Executive,

Circuit Court judges, and the local school district. As these letters become available, they will be submitted as supplemental materials to Brown County's application.

Proposed variances:

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

Grant Proposal: Dane County

COUNTY	FACILITY TYPE	CAPACITY	EST. COST
Dane	Expansion of existing short-term detention facility	23 - 29 SRCCCY beds: 18-23 boys, 5-6 girls	\$6.7M (State portion: \$6.46M)

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.

The Dane County Board considered the SRCCCY grant project with information available at the time on July 16, 2019 and September 12, 2019. The Dane County team will continue to update the Dane County Board through this process, including a planned update in October 2019. In 2018, the Dane County Board and County Executive approved \$3.96M that is budgeted in a capital account for this project. This funding will carry over to subsequent years.

The planned process for Dane County includes:

- Grant offered under Act 185 following Grant Committee, Joint Finance Committee and State Building Commission approvals;
- A resolution to accept the grant is introduced to the full Dane County Board;
- The resolution is offered to the Personnel and Finance Committee;
- If passed, the resolution is referred back to the full Dane County Board;
- If passed, the resolution is referred to the Dane County Executive for final signature.

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](#).

Grant Proposal: Milwaukee County

COUNTY	FACILITY TYPE	CAPACITY	EST. COST
Milwaukee	Plan A: Expansion of existing detention facility plus leased space	Plan A: 40 beds (boys only)	Plan A: Not to exceed \$24.86M (State portion: Not to exceed \$23.62M)
	Plan B: Expansion of existing detention facility only	Plan B: 32 beds (boys only)	Plan B: \$24.86M (State portion: \$23.62M)

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. Additionally, Milwaukee County’s Department of Health and Human Services created a number of workgroups 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 regularly since August 2018 to provide input to this project. The Steering Committee includes leadership from Milwaukee County’s Department of Health and Human Services as well as representatives from the Milwaukee County Executive’s office, Milwaukee County Board of Supervisors, Milwaukee County Courts and Youth Justice Milwaukee.

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.

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.

Beginning in the fall of 2018, Milwaukee County's Department of Health and Human Services has presented monthly status reports to the Milwaukee County Board's Health and Human Needs Committee. In September 2018, the Milwaukee County Board voted 18-0 to approve establishment of a capital project to begin preliminary design and planning work for this grant application. Next steps include submitting a request to the County Board seeking approval to accept the state grant, once notification of approval is received. If notification is received in time, the department will seek approval in October 2019. The next opportunity to receive approval from the Milwaukee County Board would be December 2019.

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. Milwaukee County has received letters of support from: Chief Judge Maxine White from the State of Wisconsin First Judicial District, Behavioral Affiliates (a local partner in providing services to youth involved in the justice system and social services settings), Running Rebels (community organization), Milwaukee County Office on African American Affairs, Wauwatosa School District, Milwaukee County Behavioral Health Division Children's Community Services and Wraparound Milwaukee.

Proposed Variances:

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

Grant Proposal: Racine County

COUNTY	FACILITY TYPE	CAPACITY	EST. COST
Racine	New stand-alone SRCCCY and short-term detention facility	32 SRCCCY beds plus 16 beds in short-term detention	\$40M

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.

The Racine County Board passed a resolution in support of Racine County’s SRCCCY application on March 26, 2019.

Racine County has received letters of support: Chief Judge Jason Rossell from State of Wisconsin Second Judicial District, Judge David Paulson from State of Wisconsin Racine County Circuit Court, Judge Timothy Boyle from State of Wisconsin Racine County Circuit Court, State Public Defender Margaret Johnson, Racine County Sheriff Christopher Schmaling, City of Racine Chief of Police Arthel Howell, Racine Unified School District Superintendent Eric Gallien, Directors of Health/Human Services Departments from Jefferson, Kenosha, Ozaukee, Walworth, Washington and Waukesha counties.

Proposed variances:

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