

Wisconsin Department of Corrections  
Application for Funding

**Secure Residential Care Center for Children  
and Youth (SRCCCY)**



Application Submitted by:  
County Executive Jonathan Delagrave  
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“Simply increasing services is insufficient to move the needle on this issue. We need to be strategic, innovative, and pre-emptive. Therefore, we are investing in prevention programming and the development of a trauma-informed community.”

~Jonathan Delagrave, Racine County Executive

“My son went to the ACE program from a group home. He has been in the program about four months and has really made significant progress. The staff has been a big help in him achieving his goals. My son now can control his anger and understands that with every action there is a reaction. He has been taught coping skills which has helped him in the ACE program and will follow him in the community. I am thankful for this program as it has really helped my son with everyday life.”

~ Christina S., Parent of ACE Program Participant

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### **Main Summary**

Racine County Human Services (RCHSD) is applying for \$40,000,000. Funds will be used by RCHSD to construct a Regional Secure Residential Care Center for Children and Youth (SRCCCY). Under the direction of the Racine County Executive, Jonathan Delagrave, and RCHSD Director, Hope Otto, the appointed Project Director is Liam Doherty, Racine County’s Project Manager and Gwen Zimmer, RCHSD Fiscal Manager is the appointed Financial Officer.

The proposed design is a 48-bed facility, co-locating an SRCCCY and Detention Center. Both male and female youth from Racine and surrounding counties including Kenosha, Waukesha, Manitowoc, Winnebago, and Washington will be served. Given that 85% of Wisconsin’s juvenile correctional placements originate from the Southeastern region of the state, RCHSD is strategically placed to serve the needs of this community. The state-of-the-art facility will incorporate a trauma informed approach, offering rehabilitative programs including mental health and substance abuse treatment.

The primary goals of RCHSD’s SRCCCY will be to provide safety for the community while increasing educational achievements and reducing the recidivism rate of youth served within the juvenile justice system. RCHSD’s existing 180/365 program (Alternatives to Corrections through Education, or “ACE”) demonstrates superior outcomes with regard to recidivism. Seventy-five percent (75%) of Racine ACE youth do not receive felony charges within one year of ACE completion compared with 0% Racine youth in the first 6 months of discharge from a correctional setting. ACE also boasts significant educational outcomes for youth who complete the 21-week program. The average credits earned by Racine youth placed at Lincoln Hills is 0.5 credits over an approximately 12-month placement period whereas Racine youth who successfully complete the ACE program earn an average of 4.5 high school credits. RCHSD plans to increase educational offerings in the SRCCCY by expanding the school day from 3 hours per day to 7 hours and incorporating vocational and technical certifications and career pathway opportunities through our Workforce Solutions Division and community partnerships. RCHSD is presently in discussions with Racine Unified School District to begin extending the school day in the coming academic year and, with the added classroom space afforded by the new SRCCCY, provide a full day of school experience for youth in our facility. The increased educational and vocational preparation enables youth to return to the community better prepared to participate in their own future and become productive members of their communities.



**Budget Detail**

Construction

\$35,700,000 for 72,000 gross square feet in 3 housing units for 48 beds.

Design

\$7,140,000 for all architect/engineering and non-construction costs.

Principal & Interest

Principal bonding of \$5,840,000 with an estimated interest rate of 3.5%. This bonding includes RCHSD’s required match of \$2,105,263 and the remaining expenses not covered by the ask of the grant of \$3,734,737.

Land

RCHSD is presently researching available land to meet the needs of the new facility and have budgeted up to \$3,000,000 for acquisition costs. RCHSD is actively pursuing a 12-14 acre property that is located in a vacant industrial park within the Racine Unified School District service area. This property is near a major highway intersection which provides accessible transportation for families and for convenient conveyance through the county. There is a bus route within a short walking distance of the site.

There are two County owned properties that were eliminated from consideration. The first property is near our Ives Grove complex on South Highway 20 and west of I-94. This property does not have access to water/sewer, serviced by a volunteer fire department in the Village of Yorkville and outside of the Racine Unified School District service area. The nearest bus stop is almost one mile away from this property which would make accessibility difficult for families. The second property is located on Braun Rd and South Highway 31. This property is prime real estate with the Foxconn development and is currently under a long term farmland lease. There are no bus routes south of South Highway 11 which would make accessibility difficult for families.

Cash Match

Award ask of \$40,000,000 with total project budget of \$45,840,000

35,700,000	Construction
7,140,000	Design, A/E, non-construction costs
<u>3,000,000</u>	Land acquisition
45,840,000	Total project budget
40,000,000	State award
2,105,263	Required 5% match
<u>3,734,737</u>	Remainder to be covered by RCHSD
45,840,000	Total project budget



## **Budget Narrative**

RCHSD has entered into a \$30,000 contract with Venture Architects to create a feasibility plan and construction budget for this project. The total capital budget, including construction, design, and land acquisition, is \$45,840,000. The budget includes non-construction costs such as architects and engineer design costs as well as inflated material and contractor costs due to the Foxconn development. Venture Architects have provided an estimated construction cost of \$495/sq ft, which includes \$30/sq ft adjustments for inflated contractor and material costs. The budget further includes professional fees, moveable equipment, communications, permits/fees, and other out of pocket expenses. Once the project is approved and funds have been committed to RCHSD from the state, an RFP will be published to obtain vendor quotes for construction and architecture.

The required match is \$2,105,263 and will be funded by general obligation bonds. Project expenses above the ask of \$40,000,000 will also be funded by County through general obligation bonds, estimated at an additional \$3,734,737.

RCHSD is estimating a rate of \$400/bed and will adjust rates yearly based on actual costs and occupancy. A daily rate will be established for counties utilizing beds at the SRCCCY. Rates may vary depending upon other counties' decisions to reserve a specific number of beds or to fund only those which they utilize. These rates are to be determined.

The minimum funding required from the State to pursue this project is \$40,000,000. The preliminary project design has allowed for an additional 16 beds dedicated to females only for \$3,840,000 should the State choose to award additional funding.

## **Geographical/Facility Information**

RCHSD identified three prospective sites for the SRCCCY. The selected site must meet the following criteria:

- Located within the Racine Unified School District catchment area
- Accessible to a bus line with reasonable route scheduling
- Served by city water and sewer and a full-time fire department
- 12-14 acres available for development

RCHSD is actively pursuing a 12-14 acre property that is located in a vacant industrial park within the Racine Unified School District service area. This property is near a major highway intersection which provides accessible transportation for families and for convenient conveyance through the county.

RCHSD currently operates a 119 bed juvenile detention center located within the City of Racine and provides pre- and post-adjudication services to youth from Racine County as well as Kenosha, Waukesha, Washington, Manitowoc and Winnebago Counties. Because the SRCCCY is designed to be co-located, it will replace the current facility while allowing RCHSD to continue serving youth from Southeastern Wisconsin. Once the newly constructed SRCCCY is open, the existing detention center will be closed and repurposed.



RCHSD will work collaboratively with Kenosha, Walworth, Washington, Ozaukee, Waukesha, Rock and Jefferson Counties to serve youth regionally in Southeast Wisconsin. Racine County explored 2 existing properties and 7 new parcels of land as part of the planning process. Completed analysis included site visits by Racine County staff and third-party consultant, Venture/Architects, to assess total acreage and maximize outdoor and recreational space needs.

To fully evaluate the viability and capacity of an SRCCCY in Racine County, an Advisory Committee was established consisting of representatives from the judiciary, school district, Racine County Corporation Counsel, County Board, law enforcement and non-profit organizations. This committee reviewed the design and operational details of the existing juvenile detention facility, the capacity, utilization, programming and staffing. The committee was provided statistical data that reflected multi-year trends in youth justice as well as state and national initiatives advancing the development of constructive juvenile justice practices. Based upon this information, the Advisory Committee provided recommendations to RCHSD for the size and design of the proposed SRCCCY. Specifically, they recommended that the facility serve males and females and that adequate space be allotted to provide flexibility for program presentation, family involvement, volunteer activity and living space.

With a capacity of 48 beds, RCHSD would expect to have an average daily census of 40 – 41 youth with approximately 40% of the youth occupying post-dispositional, correctional beds and the remainder awaiting disposition. Based upon past experience, 14 – 15% of the youth would be female. Furthermore, because there are few, if any, anticipated SRCCCYs proposed outside of the Milwaukee and Racine corridor, this facility will likely be a major destination for juvenile courts ordering correctional dispositions for girls.

### **Assessment of Resources/Programming**

RCHSD has already incorporated very successful programs into our ACE program which will continue in the SRCCCY. Programs are designed to help the youth learn positive, more effective ways of problem solving and conflict resolution. All programming is designed to be responsive to youth of all genders, sexual orientations, ethnicities, cultures and are available in all languages of the youth served.

1. *Interactive Journaling*<sup>®</sup> makes the youth the center of their own change process. Core journals for all youth are: “What got you here?”; “Healthy Relationships”; and “Individual Change Plan”. These journals are completed as a group. Other journals are assigned individually, based on the youth’s specific needs.

- Helps youth understand that change is possible, and they are responsible for making it happen
- Reinforces and sustains commitment to the process of self-change
- Gives youth the opportunity to tell their own story in their own words
- Keeps youth engaged, motivated and organized in their change efforts
- Provides a personal, permanent resource
- Moves youth from being information gatherers to owners of the change process
- Gives practical techniques to move youth along the stages and processes of change



2. Mind-Up
  - This research-based curriculum features 15 lessons that use the latest information about the brain to dramatically improve behavior and learning for all youth.
  - Each lesson offers easy strategies for helping youth focus their attention, improve their self-regulation skills, build resilience to stress, and develop a positive mind-set in both school and life.
  
3. Aggression Replacement Therapy (ART) *features three coordinated and integrated components:*
  - Social Skills Training—Teaches youth what to do, helping them replace antisocial behaviors with positive alternatives.
  - Anger Control—Teaches youth what not to do, helping them respond to anger in a nonaggressive manner and rethink anger-provoking situations.
  - Moral Reasoning—Helps raise youth’s level of fairness, justice, and concern for the needs and rights of others.
  
4. The Carey Guides
  - Used by youth, with the assistance of their case managers, to understand and address risk factors, triggers, and other conditions driving their behavior.
  - The BITS (Brief Intervention Tools) are a supplement to the Carey Guides and help professionals address key skill deficits—particularly those associated with criminogenic needs, including: “Decision Making,” “Overcoming Automatic Responses,” “Problem Solving,” “Thinking Traps,” “Overcoming Thinking Traps,” and “Who I Spend Time With.”
  - These methods provide staff with the information and tools they need to support behavior changes.

RCHSD has current, established relationships with education, community, vocational and leisure activity providers. These partners will continue to serve the youth in our SRCCCY.

- Racine Unified School District (RUSD) on the provision of education through the Transitional Education Program and Racine Alternative Education Center.
- Racine Family YMCA and the Credible Messenger program provide real world mentors to assist youth in becoming capable of functioning within the community without further involvement in the justice system, support the youth’s well-being, help youth to change or break generational cycles and alter challenging life circumstances.
- The Workforce Innovation and Opportunity Act (WIOA) Out-of-School Youth program provides eligible young adults with career counseling, work-readiness supports, HSED/GED assistance, and paid work experience.
- Human Services Workforce Solutions operates Training Grounds, which is a fully functional coffee shop providing employment and training opportunities to Racine County residents seeking to increase their job-related skills; youth participants can be included in the target population.
- Consistent Chaplains and Youth for Christ will build relationships with the youth to support the spiritual needs and guide them on a better pathway for their future.



RCHSD believes the most important program elements are education and personal responsibility. The more education and learning that is integrated into the alternative confinement process, the greater the positive impact for the participating youth. Youth in the final stage of the ACE program attend school off-site at an alternative, community school to begin transitioning to their home schools and increasing the chances of success in this process. The support they continue to receive from ACE case managers during this period helps reinforce the decision-making and life skills learned in the ACE program. This support during transition and for a period after discharge contribute to the youth successfully implementing the tools they have acquired and remaining out of the criminal justice system.

Case Management Services are provided to youth and their families upon admission. These services include:

- Assessment utilizing the Youth Assessment Screening Instrument (YASI) to determine the youth's risk level and provide guidance in identification of specific needs
- Ongoing assessment of the youth and family's needs using various tools to ensure that services are appropriate and beneficial.
- Monitoring/Intervention – Case managers monitor and intervene when needed in important aspects of the youth's life, including school, participation in programming, court orders and family life.
- Independent living skill development and coaching

The *Youth Assessment and Screening Instrument* (YASI™) is web-based software that assesses risk, needs and protective factors in youth populations. It also guides the case manager through case plan development.

- *Tests of Adult Basic Education* (TABE) is an effective measure for assessing the skills and knowledge of our youth primarily in the areas of reading, mathematics and language.
- *Child and Adolescent Functioning Screening Assessment* (CAFAS) measures a youth's day-to-day functioning and tracks changes in functioning over time.

In order to successfully rehabilitate the youth, incorporating an effective mental health program is critical. Mental health assessments are performed within 24 hours of admission to ensure the youth's safety and needs are met. RCHSD has a Master level Qualified Mental Health Professional on site 48 hours per week with Psychologist oversight. Both individual and group therapy sessions are offered and include AODA treatment and anger management therapy. Additionally, Racine County operates a Behavioral Health Services Clinic which will partner with the SRCCY to provide sex offender treatment, crisis services, and any other necessary mental health services not able to be provided by the onsite professional.

RCHSD's ACE program has a long history of providing successful services to both male and female youth. There is a zero-tolerance policy for sexual abuse and sexual harassment. Annually, all detention staff are required to complete a 24-hour PREA training to familiarize themselves with the PREA policy. Additionally, a new Juvenile Lesbian Gay Bisexual and Transgender policy has been implemented to reinforce our commitment to respect the dignity of all children, youth, and families. All searches of juveniles will be conducted by same gendered staff. However, if the juvenile is transgendered, he or she will be given the





opportunity to request a male or female staff to conduct the search and staff will accommodate this request when possible. PREA handouts are provided upon intake for all new admissions and a dedicated PREA Hotline is available for juveniles who would like to report an incident via telephone.

The SRCCCY will provide medical care seven days per week with 80 hours per week of nursing. The medical doctor will be onsite one day each week to provide oversight of all medical services including medication management. Additionally, both X-Ray and lab services will be available onsite to limit the need to transport the youth out to the hospital.

Racine County's Behavioral Health Clinic has found the most commonly applied treatment for juveniles who have engaged in sexually aggressive behaviors is cognitive behavioral therapy with a focus on relapse prevention. Current studies indicate that more than 80% of all community based and residential treatment facilities adhere to this model. Treatment consists of correcting or reducing the cognitions which support sexual offending. There are typically a number of treatment targets presented as separate modules to address issues including, but not limited to: relationship building, empathy, family support, and controlling sexual arousal. There are an abundance of "tool kits" and workbooks available that are designed specifically to assist the juvenile population in changing the cognitions which contributed to the offense and promote skill development to reduce recidivism.

Comprehensive Community Services provides an array of community based psychological rehabilitation services for youth with a mental health or substance use diagnosis. The program focuses on a person-approach, building on individual strengths, opportunities to learn and master self-direction in the journey of recover. A variety of services are available through this program by a team of professionals and peer who focus on the individual needs.

#### Safety & Security practices

To ensure compliance with DOC 347, subchapter IX on safety and security practices, RCHSD will incorporate the following policies and procedures.

- There will be a minimum of three complete key sets; 1. daily use, 2. stored securely in central control for emergency use only; 3. stored in a securely outside the SRCCCY perimeter in a location yet to be determined.
- Central control will be responsible for issuing and keeping a logbook of all staff equipment and must be checked out by staff.
- Tool control will utilize shadow boards in designated areas, along with an inventory control log.
- Searches of youth will not be conducted as a form of punishment, harassment or discipline. Staff will make proper documentation in ProPhoenix of pat downs, and intake searches.
- Any youth who poses a threat to themselves or others will be placed in confinement until the threat has diminished. Only a supervisor can authorize the placement of a youth in confinement and they may not reside in confinement for more than four-hour increments. Confinement may be extended in four-hour increments if qualified mental health professional deems it necessary. Proper documentation will take place regarding all actions and decisions as to why the youth was placed in confinement. These reports will be written and submitted in ProPhoenix.





- Use of force will be a last resort option. Only the amount of force necessary to stop an action will be utilized. Physical force for punishment, discipline or retaliation will not be tolerated. Any staff member who is involved in a use of force incident or is a witness to a use of force incident will submit a report in ProPhoenix. Once reports are submitted it will be reviewed by a supervisor and documented.
- Every effort is made to use non-physical de-escalation tactics. Tactical communication training, also known as Verbal Judo, is provided to all detention staff. Most juveniles housed in detention are survivors of various traumas and have developed a powerful pattern of becoming reactive in response to triggers that remind them of their trauma. Verbal Judo is a gentle yet powerful way of persuasion which addresses those affected by trauma. If a situation cannot be de-escalated verbally, room changes are permitted to defuse potentially dangerous situations. As a last resort, for the safety of the juvenile and staff, mechanical restraints are utilized. Under no circumstances is any restraint system used as punishment. Mechanical restraints are removed as soon as the juvenile no longer poses a serious threat to themselves or others. All detention staff receive training in the use of such restraints annually.

#### Space/Resources Being Proposed

The building design is based on trauma informed principles to promote rehabilitation and educational achievements of the youth served.

Each youth will have a private dry cell with a single bunk, desk and chair/stool. Dayrooms will consist of 8 single bunk rooms with a shower and two toilets. The dayroom will be 800 square feet and will have access to a multipurpose room, kitchenette, and outdoor exercise area. The receiving room will be approximately 576 square foot and will adjoin the booking area that is an additional approximate 196 square feet. This area is designated for new intakes both male, female and gender non-conforming. The youth's property will be held in this area. The observation room will be in the Receiving Room area to serve youth under observation due to self-harm behavior. This room will have maximum visibility for staff to conduct safety rounds.

The two multi-purposes rooms will be available. One will be adjacent to the gymnasium and approximately 400 square feet. The other will be connected to the indoor visiting area and approximately 576 square feet.

The eight classrooms will each measure 576 square feet and seat up to eight youth. This will include five classrooms for general studies, a computer lab, a culinary art studio and an industry workshop. A quiet space will be designed to incorporate peace and calming. In addition to music, aroma, aquarium, light and chromo therapies are all considerations for this space.

The main gymnasium will be approximately 3025 square feet, which is just shy of a professional sized basketball court. Basketball hoops, volleyball nets and other sports and exercise equipment will be available. Attached to the main gymnasium there will be a 400 square foot weight room with mechanical weight machines, treadmills, and ellipticals. Additionally, a 144 square foot barber shop will be adjacent to the main gym.



The inner-perimeter outdoor area used for recreation will be approximately 29,000 square feet or .6 of an acre. Potential features of the outdoor space include basketball courts, running/walking track, a life size chess board/checkers board, gardens and a pet therapy exercise area. Additionally, connected to each housing unit will be a private outdoor recreation area.

The proposed design includes three medical exam rooms that are approximately 121 square feet each along with one separate 121 square foot dental exam room. Mental Health will have three rooms that are each approximately 121 square feet that will be between the receiving/intake area and the medical area.

A fully functional kitchen including a serving line will consist of approximately 1024 square feet. The dining hall will be connected and approximately be 576 square feet, with a maximum capacity of 24 juveniles at a time.

The sally port/garage area will be approximately 576 square feet with the booking area (196 square feet) and interview room (121 square feet) attached with two changing/shower areas approximately 100 square feet. Additionally, a property storage area (196 square feet) along with property washer/dryer (100 square feet) and a small bathroom approximately 81 square feet are included.

Contact visits will be utilized in both indoor and outdoor venues. Outdoor visitation will take place only if adequate staff is present and the weather is favorable. Outdoor visitation will be approximately 1225 square feet while indoor visitation will be approximately 784 square feet. The indoor space would be adequate for ten youth at a time to visit their families. Vending machines will be made available to purchase food. Additionally, the plan includes two private visiting rooms for larger individual family visits (approximately 324 square feet and 576 square feet) and a 100 square foot room for non-contact visits.

A housing unit will consist of two dayrooms on either side of the multi-purpose room and kitchenette. Each dayroom will be a mirror of each other. There will be eight rooms and a shower and two toilets on either side. A connected outdoor recreation area will be attached to each housing unit, only assessable to the two adjacent day rooms. Each dayroom is approximately 800 square feet. Within the open dayroom a television and phones will be readily available for youth to access. There will also be tables and couches to provide a less institutional environment.

### **Project Narrative**

RCHSD proposes to design and construct a Type II SRCCCY facility within eastern Racine County. The facility would include 48 beds and serve male and female youth. The preliminary design of the facility will allow for expansion of 16 additional beds if funding is made available. The estimated cost of this expansion would be \$3,840,000. This facility will be co-located with our Juvenile Detention facility and will expand and refine our existing "180/365" programming, Alternatives to Corrections through Education (ACE).



RCHSD has the experience, knowledge and proven track record to develop a state-of-the-art facility with programming that achieves the best possible outcomes for youth. RCHSD has operated a juvenile detention center for many decades. The current facility is located in a former industrial building and was opened in 1995. It originally had a bed capacity of 131 and occupies the fourth floor of the Human Services Department. Over the years, alterations have been made on the physical plant to enable the addition of a library, single bunking and several classrooms. This has resulted in an effective decrease in capacity to 119. The new SRCCCY will be co-located with a new juvenile detention facility and the existing detention center will be closed and repurposed.

RCHSD employs a multitude of trauma informed diversion programs for youth in the justice system including evidence-based programs such as Credible Messengers, Community Panels, Life Skills and mental health and substance use counseling. Further, we utilize objective assessment and screening instruments including “The Youth Assessment Screening Instrument”, “Test of Adult Basic Education” and “Child and Adolescent Functioning Screening Assessment” to identify the youths’ strengths and needs which help us determine the most effective treatment course to follow. Only when all appropriate diversion services have been exhausted do we incorporate a correctional placement into our dispositional recommendation to the courts.

Our proposal includes the new construction of a facility on a site yet to be determined. The location will be within the Racine Unified School District catchment area in order to utilize the educational and youth support services available through the largest school district in this county.

Renovation of the existing detention facility has been considered and researched several times over the years however the site of this facility on the fourth floor of the Human Services building and the lack of green space do not permit a design that would provide for the educational, social and recreational needs of the youth we serve. We recognize the importance of expanding our school day and curriculum and providing youth with opportunities to be physically active and expend energy in a positive manner. Further, we plan to incorporate pre-vocational training in our curriculum to provide job readiness and work skills and preparation for certification coursework. These activities require appropriate space and equipment which the existing facility cannot support.

RCHSD has completed considerable preparation for this project already. An architect and design firm was retained to provide initial architectural plans. In addition, RCHSD has identified three potential sites for the facility and we are working with a realtor to finalize site selection. The Racine County Executive convened a stakeholder Advisory Committee that met regularly during the spring and provided recommendations for building design, program implementation and community involvement. If this application is approved, RCHSD will issue RFP’s for architectural design and general contractor services.

Racine County representatives have met regularly with our regional partner counties including Kenosha, Walworth, Waukesha, Ozaukee, Washington and Jefferson. They have all provided input into service and operational design of the facility and, through Letters of Support, have expressed their intention to utilize the Racine County SRCCCY for their youth with correctional



dispositions. A Youth Justice Advisory Committee was convened to provide input and recommendations for programming, operations and community involvement. Members of the Advisory Committee included the Juvenile Judge and representatives from the Racine Sheriff's Department, Racine County Board, Racine Unified School District and community non-profit organizations such as the YMCA, Racine Dominicans and the Racine Hospitality Center. All meetings were open to the public and comments were also solicited from those members of the public who attended.

RCHSD has an experienced delivery system, having been the first Wisconsin county to develop a 180/365 program nearly 20 years ago, that provides services to youth from Racine, Kenosha, Waukesha, Manitowoc, Winnebago and Washington Counties. This program, the Alternative to Corrections through Education (ACE), represents 20 years of successful program and educational integration and aftercare services. The program is co-located in our Juvenile Detention Center however ACE youth participate in evidence-based, trauma informed programs designed to help them learn positive, more effective ways of problem solving and conflict resolution. Programs such as Interactive Journaling, MindUP and Aggression Replacement Therapy (ART) are supported by mental health and AODA services resulting in a holistic approach to youth needs. Educational services provided by the Racine Unified School District enable youth who successfully complete this approximately 21-week program the opportunity to return to their home schools, having earned an average of 4.5 high school credits. Aftercare services provided by Racine County Youth & Family staff help transition the youth home and support family reintegration. We recognize that ACE aftercare services are equally important as in-facility programming and contribute to the low recidivism rate among Racine youth who have completed the ACE program (75% of ACE youth do not receive felony charges within one year of ACE completion compared with 0% Racine youth in the first 6 months of discharge from a correctional setting).

### Timeline

RCHSD has established an aggressive timeline for soliciting proposals, selecting contractors, approving design concepts and beginning construction.

- Grant Application Approved-Aug/Sept 2019
- Design Development-June/August 2019
- Preparation and dissemination of construction documents-Sept 2019/Jan 2020
- Proposals received and reviewed-Feb/Mar 2020
- Construction Apr 2020/May 2021
- Occupancy June 2021

Existing detention/ACE staff will be utilized in the new SRCCY and staffing levels reviewed during the months leading up to opening of the building. All new staff will receive 40 hours of in-house training as part of their onboarding process and then participate in 224 hours of DOJ training that meets the certification standards of the Law Enforcement Standards Bureau within their first year of employment.



The Detention Superintendent will be responsible for reviewing all existing operational policies and procedures and making any needed additions or changes that reflect the requirements of the SRCCCY regulations.

RCHSD has already been in discussion with our partner counties who will be utilizing the SRCCCY facility. Letters of support have been obtained from them and, once the application is approved, RCHSD will work toward establishing MOUs and other agreements deemed appropriate by Racine County Corporation Counsel. We have existing contracts that provide for dietary/nutrition services and medical and mental health services. These contracts will be reviewed and amendments made to address all new areas of need including expanded services where indicated.

### **Program Sustainability**

Programming and services will be sustained with the use of daily rates, Youth Aids, and tax levy to fund operations. The projected daily rate is \$400/day for internal and external youth. The current rates in RCHSD's detention center for general population is \$150/day and for ACE \$225/day. The proposed rate is a preliminary estimate to cover the increased operational expenses and allows the creation of a standard rate. Youth Aids are currently used to offset expenses for Racine County juveniles in our detention center. This funding model will continue with the new facility's operations.

The approved 2019 budget for current Juvenile Detention operations includes \$2,454,673 in expenses and a levy impact of \$1,450,853. Initial operating budget planning shows an expected operational expense increase of at least \$750,000. RCHSD is committed to the success of this program and will continue funding, using daily rate revenues and increases in Youth Aid to offset the increased operational expense.

Racine County's surrounding communities have been very supportive of this project. Discussions have led to the potential of creating MOU's with other counties to reserve bed quantities at a reduced daily rate. While a proposed discount has not been calculated yet, RCHSD is very willing to work with surrounding communities to make this cost effective for both parties.

Racine County has committed to providing levy to offset operating expenses as well as revenue earned by daily bed rentals and Youth Aids. It is our goal to be good stewards of our funding and will work diligently to keep operating costs sustainable. Once the grant funding for construction ends, RCHSD will be responsible for the upkeep and maintenance of the new facility using funding sources currently being utilized.

RCHSD will use the facility to its greatest extent for as long as possible. There are no plans for repurposing the facility for future use and should the need arise RCHSD will work with the State to create an amenable repurposing plan.



**Letters of Support**

Letters of support are attached for the following:

- Judiciary - Judge Rossell, Judge Paulson, Judge Boyle, Margaret Johnson
- Law Enforcement - Racine County Sherriff's Department, Racine Police Department
- School District – Racine Unified School District
- Surrounding Counties –Walworth, Jefferson
- Surrounding Counties Previously Submitted with LOI - Kenosha, Waukesha, Washington and Ozaukee



*Chambers of*  
**Judge Jason A. Rossell**  
Chief Judge of the 2<sup>nd</sup> Judicial District  
Circuit Court, Branch 2  
**Kenosha County Courthouse, Room 124**  
912 56th Street  
Kenosha, Wisconsin 53140-3747  
Jason.Rossell@wicourts.gov

*Clerk*  
**Michelle Herr**  
(262) 653-2663  
(262) 653-2407 -FAX

*Court Reporter*  
**Melina Colak**  
(262) 653-2679

June 18, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

As Chief Judge of the 2<sup>nd</sup> Judicial District, encompassing Racine, Kenosha, and Walworth Counties, I write in support of Racine County's proposal to design and construct a type II SRCCY facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally.

From 2012-2018, I served Kenosha County as a Juvenile Judge and had opportunity to observe the children who changed behaviors and attitudes while in the Alternative to Corrections program. Racine County successfully operated that program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach.

This experience and knowledge is indispensable in developing a state-of-the-art facility with proper programming to achieve the best possible outcomes.

Thank you for your consideration. I believe this facility will provide a lasting impact on our youth, community and region. Please feel free contact me at Jason.Rossell@wicourts.gov for additional information

Sincerely,

A handwritten signature in black ink that reads "Jason A. Rossell".

Hon. Jason A. Rossell





*Carolyn Kingsley  
Court Reporter  
(262) 636-3573*

*Circuit Court Branch 6  
David W. Paulson  
Judge*

*Carrie Ann Ray  
Deputy Court Clerk  
(262) 636-3313*

RACINE COUNTY COURT HOUSE  
1931

*FAX (262) 636-3844*

June 25, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

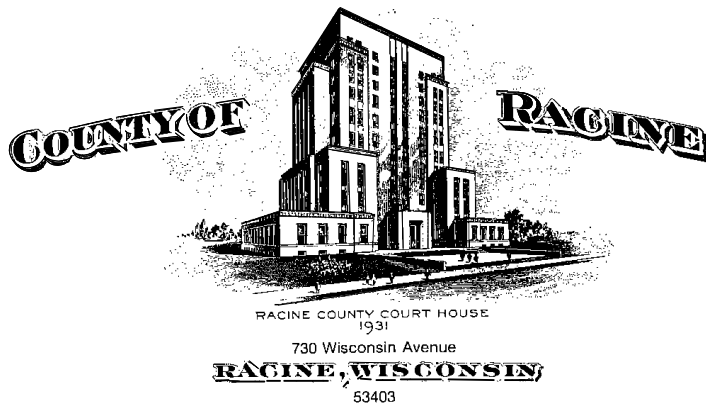
I am the current Juvenile Court Judge in Racine County. The Racine County Juvenile Detention Center has served as an integral piece of our juvenile justice system. Racine County has developed extensive programming for education, substance abuse, mental health and other guidance to address the myriad of issues many juvenile offenders confront.

I strongly support Racine County's proposal to construct a type II SRCCCY facility. Our staff are trained and committed to provide programming and services to implement best practices. A new regional facility would permit expansion of programs to serve a larger geographic region and fully utilize the personnel and programs we have developed.

An SRCCCY facility in our county will positively impact our youth and provide expanded opportunities to address treatment. Thank you for considering Racine County in this important decision.

Yours Truly,

David W. Paulson  
Racine County Circuit Court, Branch 6



CIRCUIT COURT BRANCH 10  
**TIMOTHY D. BOYLE, Judge**  
Kim Slaasted, Court Reporter  
Cayln Presser, Clerk

PHONE 262-636-3150

June 11, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

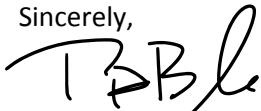
To Members of the Juvenile Corrections Grant Committee:

As Chief Judge of the Racine County Judiciary and on behalf of my colleagues, I am pleased to support Racine County's proposal to design and construct a type II SRCCY facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with proper programming to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach. Further, we have developed programming to address mental health needs and substance use to complement the educational and life skills programming provided.

Thank you very much for your consideration. I truly believe this facility will provide an invaluable, lasting impact on our youth, community and region. Please do not hesitate to contact me for additional information.

Sincerely,



Timothy D. Boyle



## Wisconsin State Public Defender

420 6<sup>th</sup> Street  
Racine, WI 53403-1221  
Office Number: 262-638-7530  
Fax Number: 262-638-7548  
[www.wisspd.org](http://www.wisspd.org)

**Kelli S. Thompson**  
State Public Defender

**Jennifer Bias**  
Trial Division Director

**Adrienne Moore**  
Regional Attorney Manager

For Official Use

June 28, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Wisconsin Ave. PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

We write in support of Racine's application to operate a Type 2 Secure Residential Care Center for Children and Youth (SRCCCY.)

The State Public Defender (SPD) is authorized to provide representation in all juvenile cases in Wisconsin, which corresponds to providing representation in approximately 70% of all juvenile cases filed statewide. The juvenile justice system operates in a different way with both different legal and correctional standards but also with different assumptions on detention and rehabilitation.

Research and evidence demonstrates that treating youth with services has a far more significant impact than detention. This has a direct impact on future justice system involvement, which is directly related to increased public safety.

As such, the SPD believes that secured detention should be the exception, not the norm. Historically, building secure juvenile detention facilities usually means that those facilities will be utilized, whether or not that is the appropriate placement for those juveniles. Having worked with Superintendent Ed Kamin from the Racine Juvenile Detention Center, we know that he is committed to operating a secure facility that provides a setting focused on safety and successful rehabilitation. The decision to detain youth in a secure setting is made by others in the criminal justice system however. The Racine Juvenile Justice System players have worked to greatly reduce the daily population of children in their current detention facility and must remain committed to this goal. The size of the new facility should be sufficient for the small number of juveniles warranted to be in secure detention, but not over-sized given the research and trend of decreasing juvenile arrests and referrals.

The current Racine Juvenile Detention Center is outdated and limited in its ability to provide services and rehabilitation. A new facility that incorporates the most recent research in physical space construction will allow for more success in the limited cases where secure detention may

be warranted. Again, this would lead to more successful outcomes long term which will increase public safety.

As the state moves towards more appropriate levels of placement in the youth correctional system, Racine, given its proximity in southeastern Wisconsin and population, has an opportunity to demonstrate the best practices in terms of the youth justice and correctional system. If you have any further questions of us, we can be reached at the email addresses below.

Sincerely,

Margaret Johnson  
Local Attorney Manager  
State Public Defender's Office  
[johnsonm@opd.wi.gov](mailto:johnsonm@opd.wi.gov)



## RACINE COUNTY SHERIFF'S OFFICE

717 Wisconsin Avenue, Racine, WI 53403-1237  
(262) 886-2300 FAX (262) 637-5279  
Waterford (262) 534-5166 Burlington (262) 763-9558

Sheriff Christopher Schmaling

Chief Deputy John C. Hanrahan

June 27, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

On behalf of the Racine County Sheriff's Office, I am pleased to support Racine County's proposal to design and construct a type II SRCCY facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with proper programming to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach. Further, Racine County has developed programming to address mental health needs and substance use to complement the educational and life skills programming provided.

These accomplishments are very important to our agency, in hopes that the juvenile individuals who come through the corrections system can be returned to society as successful members of the community, and not return to the adult corrections system. Our agency provides the meals for those juveniles detained and is the primary agency who may be needed for support services.

Thank you for your consideration. I truly believe this facility will provide an invaluable, lasting impact on our youth, community and region. Please contact me at 262.636.3822 or [chris.schmaling@racinecounty.com](mailto:chris.schmaling@racinecounty.com) for additional information.

Sincerely,

A handwritten signature in black ink that reads "Christopher Schmaling". The signature is written in a cursive style.

Christopher Schmaling  
Sheriff, Racine County

*"A Tradition Since 1836"*

Visit us at [www.RacineCounty.com](http://www.RacineCounty.com) , Facebook, or MobilePatrol

**Office of Chief of Police**



Chief of Police Arthel L. Howell

June 11, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

On behalf of the City of Racine Police Department, I am pleased to support Racine County's proposal to design and construct a type II SRCCY facility. This grant will support critical safety and security measures, providing evidence-based programming and services for juveniles regionally.

Since 1993, the Racine Police Department has practiced and applied the community policing philosophy within the Greater Racine County Community. As an organization, we value the collective impact of problem-solving community partnerships. The evidence-based programming that will be provided under this proposal will facilitate much needed intervention services. Such strategic evidence-based initiatives will reduce crime locally, enhancing the overall quality of life for all area residents.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with the proper programming required to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and the implementation of trauma-informed care as a component of their service model. Additionally, Racine County has developed programming to address mental health and substance abuse challenges, which complements the educational and life skills programming provided.

As a former patrol officer assigned to the department's Youth Aid Section (1986-1988), I am acutely aware of the unique challenges juveniles face when encountering the criminal justice system. Therefore, as Chief of Police, I am committed to supporting the strategic programs and services proposed by Racine County. I truly believe this facility will provide an invaluable service to, and lasting impact on the youth population of our community and region.

If you have additional questions or concerns, please feel free to contact me at (262) 498-5754, or via email at [arthel.howell@cityofracine.org](mailto:arthel.howell@cityofracine.org).

Sincerely,

Arthel L. Howell  
Chief of Police

ALH/cad

Safety Bldg. - 730 Center Street  
Racine, Wisconsin 53403-1134



Phone 262-635-7710  
Fax 262-635-0190

June 11, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

Founded in 1961 and located in southeastern Wisconsin, Racine Unified School District (RUSD) is the fifth largest school district in the state, serving nearly 19,000 students. Our culturally diverse schools prepare our students to thrive in a global community. RUSD and Racine County are engaged in a strong, collaborative partnership together to consistently find the best education opportunities for all students, in this case those involved in the juvenile justice system.

On behalf of RUSD, I am pleased to write this letter in support of Racine County's proposal to design and construct a type II Secure Residential Care Center for Children and Youth (SRCCCY) facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with proper programming to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach. Further, we have developed programming to address mental health needs and substance use to complement the educational and life skills programming provided.

Thank you for your consideration. I truly believe this facility will provide an invaluable, lasting impact on our youth, community and region. Please contact me at 262.635.5600 or [eric.gallien@rusd.org](mailto:eric.gallien@rusd.org) for additional information.

Sincerely,



Eric N. Gallien, Ph.D.  
Superintendent





Health & Human Services

June 10, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

To Members of the Juvenile Corrections Grant Committee:

Walworth County Department of Health and Human Services has partnered with Racine County Juvenile Detention Center for more than 13 years. The department has benefited largely from the quality services the Racine County detention center has provided for youth within our community. Over time, treatment has become more of a focus within the center and has enabled us to shift more juveniles to care at this type of facility over other more similar facilities.

On behalf of Walworth County Department of Health and Human Services, I am pleased to support Racine County's proposal to design and construct a type II SRCCCY facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with proper programming to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach. Further, we have developed programming to address mental health needs and substance use to complement the educational and life skills programming provided.

Thank you for your consideration. I truly believe this facility will provide an invaluable, lasting impact on our youth, community and region. Please contact me at 262-741-3311 or [laldred@co.walworth.wi.us](mailto:laldred@co.walworth.wi.us) for additional information.

Sincerely,

Elizabeth Aldred

Director Walworth County Department of Health and Human Services

W1051 County Road NN  
PO Box 1005  
Elkhorn, WI 53121-1005  
262.741.3200 tel  
800.365.1587 tel  
262.741.3217 fax  
262.741.3255 ttx

# JEFFERSON COUNTY HUMAN SERVICES DEPARTMENT

*Serving the Residents of Jefferson County*

1541 Annex Rd, Jefferson, WI 53549-9803

Ph: 920-674-3105

Fax: 920-674-6113

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June 17, 2019

Juvenile Corrections Grant Committee  
Wisconsin Department of Corrections  
3099 E. Washington Avenue, PO Box 7925  
Madison, WI 53707-7925

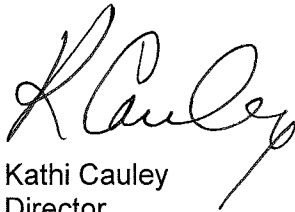
To Members of the Juvenile Corrections Grant Committee:

On behalf of Jefferson County Human Services, I am pleased to support Racine County's proposal to design and construct a type II SRCCCY facility. This grant will support critical safety and security measures and provide for evidence-based programming and services for juveniles regionally. We do have the occasion when these services are needed and we prefer them to be as local as possible.

Racine County has the experience, knowledge and proven track record to develop a state-of-the-art facility with proper programming to achieve the best possible outcomes. Racine County has successfully operated a 180/365 program for almost 20 years, demonstrating improved educational achievement, reduced recidivism rates, and implementation of a trauma-informed approach. Further, we have developed programming to address mental health needs and substance use to complement the educational and life skills programming provided.

Thank you for your consideration. I truly believe this facility will provide an invaluable, lasting impact on our youth, community and region. Please contact me at 920-674-8111 for additional information.

Sincerely,



Kathi Cauley  
Director,  
Jefferson County Human Services

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# COUNTY OF KENOSHA

John T. Jansen, Director  
Department of Human Services

Job Center / Human Services Building  
8600 Sheridan Road, Suite 100  
Kenosha, WI 53143-6507  
Phone: (262) 697-4500  
Fax: (262) 697-4655

March 28, 2019

WI Department of Corrections  
Kevin A. Carr  
DOC Secretary  
3099 E. Washington Avenue  
Madison, WI 53704

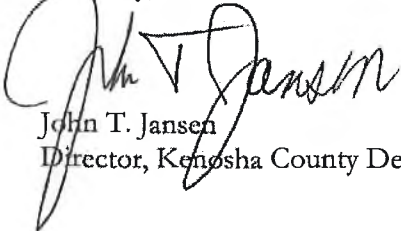
Dear Secretary Carr:

It is with great pleasure that I write a letter in support for Racine County's plan to build a regional Secure Care Center for Children and Youth (SRCCCY).

Kenosha County has a long-standing relationship with Racine's existing Alternatives to Corrections through Education (ACE) program. ACE is our preferred disposition for youth entering the correctional system because of the superior outcomes our youth achieve. We have determined that they earn more school credits and demonstrate a lower recidivism rate than those who have gone through the State facility. Furthermore, Racine's proximity enables a greater opportunity for families to remain involved in the youth's progress and prepare for his/her return home.

Kenosha County fully supports and intends to utilize the services of Racine's SRCCCY. We believe this grant will enable Racine County to expand educational, vocational and rehabilitation opportunities for our youth and anticipate even greater outcomes for the juveniles who will be served.

Sincerely,



John T. Jansen  
Director, Kenosha County Department of Human Services



## HUMAN SERVICES DEPARTMENT

*Julie Driscoll, Director*

Public Agency Center  
333 E. Washington Street, Suite 3100  
P.O. Box 2003  
West Bend, WI 53095-2003  
(262) 335-4610  
FAX (262) 335-4709

March 27, 2019

WI Department of Corrections  
Kevin A. Carr  
DOC Secretary  
3099 E. Washington Avenue  
Madison, WI 53704

Dear Secretary Carr:

It is with great pleasure that I write a letter in support for Racine County's plan to build a regional Secure Care Center for Children and Youth (SRCCCY).

Washington County has a long-standing relationship with Racine County and their existing Alternatives to Corrections Through Education (ACE) program. ACE is our preferred disposition for youth entering the correctional system because of the positive outcomes including, youth earning more school credits and the demonstrated lower recidivism rate than youth who have attended the State facility. In addition, Racine's proximity to our community enables a greater opportunity for families to remain involved in the youth's progress and prepare for their return home.

Washington County fully supports and intends to utilize the services of Racine's SRCCCY. We believe this grant will enable Racine County to expand educational, vocational and rehabilitation opportunities for our youth and anticipate even greater outcomes for the juveniles who will be served.

Sincerely,

Julie Driscoll, MSW  
Director

Paul Farrow  
County Executive



Antwayne M. Robertson  
Director  
Laura L. Kleber  
Deputy Director

Waukesha County  
*Department of Health and Human Services*

March 29, 2019

WI Department of Corrections  
Kevin A. Carr  
DOC Secretary  
3099 E. Washington Avenue  
Madison, WI 53704

Dear Secretary Carr:

It is with great pleasure that I write a letter in support for Racine County's plan to build a regional Secure Care Center for Children and Youth (SRCCCY).

Waukesha County has a long-standing relationship and partnership with Racine on collaboration opportunities, such as foster care recruitment and retention, CPS afterhours models, and regional service and programming explorations. In addition, Racine County administers a comprehensive ACE program that is praised by neighboring counties, which is a preferred disposition for youth entering the correctional system because of the superior outcomes achieved. Furthermore, Racine County is an invaluable partner that administers best and evidence base practices throughout all program areas.

Waukesha County fully supports and intends to utilize the services of Racine's SRCCCY. We believe this grant will enable Racine County to expand educational, vocational and rehabilitation opportunities for our youth and anticipate even greater outcomes for the juveniles who will be served.

Sincerely,

A handwritten signature in black ink, appearing to read "Antwayne M. Robertson".

Antwayne Robertson, Director  
Waukesha County Department of Health and Human Services



DEPARTMENT OF HUMAN SERVICES

LIZA DRAKE, Director

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March 28, 2019

WI Department of Corrections  
Kevin A. Carr  
DOC Secretary  
3099 E. Washington Avenue  
Madison, WI 53704

Dear Secretary Carr:

It is with great pleasure that I write a letter in support for Racine County's plan to build a regional Secure Care Center for Children and Youth (SRCCCY).

Ozaukee County has a long-standing relationship with Racine's existing Alternatives to Corrections Through Education (ACE) program. ACE is our preferred disposition for youth entering the correctional system because of the superior outcomes our youth achieve. We have determined that they earn more school credits and demonstrate a lower recidivism rate than those who have gone through the State facility. Furthermore, Racine's proximity enables a greater opportunity for families to remain involved in the youth's progress and prepare for his/her return home.

Ozaukee County fully supports and intends to utilize the services of Racine's SRCCCY. We believe this grant will enable Racine County to expand educational, vocational and rehabilitation opportunities for our youth and anticipate even greater outcomes for the juveniles who will be served.

Sincerely,

Liza Drake  
Director