Cost-Effectiveness of Juvenile Correctional Institutions: Analysis and Options

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I. Introduction

A. Legislative Mandate

As mandated by the 2005-2007 state biennial budget[1] and guided by the Governor, the Department of Corrections (DOC) has studied the rates charged to counties for the cost of juvenile correctional institution (JCI) services and developed options for "realistic reductions in operating costs" so as to keep rates as low as possible.

The study arose out of a proposal in the 2005 legislative session that DOC submit a plan to close one secured correctional facility for juveniles or achieve operational savings sufficient to reduce the daily rate for secured correctional facility care in fiscal year 2006-07 to $187, which was the daily rate for fiscal year 2004-05. (The daily rate for 2006-2007 is $209.)

Governor Doyle partially vetoed the section to remove the requirement that the plan be submitted by March 1, 2006, and to remove the requirement that the reductions restore the daily rate to $187. The Governor stated that given the current juvenile population, closing an institution is not possible at this time. He asked the Department to perform the study and engage stakeholders in a discussion of issues, with the goal of appropriately reducing costs to counties while maintaining program quality.

B. Policy Statement

In carrying out the Legislature's and Governor Doyle's directive to study options for reducing the costs to counties for juvenile correctional facilities, the Department recognizes the following policy goals. First, the Department strongly believes that a continuum of services and dispositional options is essential to hold youth accountable, reduce future delinquent behavior, and to promote and restore public safety. This continuum includes community-based early intervention services for first-time offenders, intensive community-based services for serious and repeat offenders, and secure institutional placements for youth who have committed violent offenses, with appropriate release planning and aftercare.

There is no question that juvenile correctional services are costly. They require a substantial investment in well-trained staff and intensive, evidence-based programming tailored to the youths' individual needs and risks. For juvenile correctional institutions, the costs include the maintenance of secure, well-equipped and developmentally appropriate facilities. When these programs succeed in reducing youth recidivism and providing youth a pathway to successful and productive adulthood, the return on investment is clear. Youth intervention pays off in the form of safer communities today, and savings in adult correctional costs in the long run.

Thus, this report begins from the premise that the continuum of juvenile services available in Wisconsin, and the current system's incentives for community-based early intervention should not be abandoned in a shortsighted effort to reduce current costs. The goal of this report is to assess the options that will best ensure that all Wisconsin counties can

[1] Section 9109(1e), 2005 WI Act 25

afford the full continuum of juvenile services, and that the services provided by the Department are successful and cost-effective in holding youth accountable and equipping them to become productive members of their communities.

C. Report Structure

The report consists of the following sections:

How juvenile correctional services in Wisconsin are funded.

- History and principles of Wisconsin's system of funding juvenile corrections, and the current division of funding responsibility between the State and counties.

Funding arrangements and costs in other states

- Daily rates, range of services and various financing mechanisms in other states' juvenile correctional institution services.

Comprehensive description of services funded under the existing rates.

- Resources and programs to promote safety, accountability and treatment in juvenile correctional institutions

Costs of providing juvenile correctional institution services.

- Information about the factors that go into the daily rates charged to counties and other payers for juvenile correctional institution services.

Outcomes for youth placed in juvenile correctional institutions

- Educational attainment, success in avoiding future correctional placements, and effects of youth participation in programming.

Trends and projections in juvenile correctional population

- What trends may be anticipated in the juvenile justice system that will affect correctional placements.
- Whether changes in the overall youth population may affect the need for correctional services.

Stakeholder input

- What various interested persons and organizations told the Department about achieving cost-effective juvenile correctional institutions and juvenile services overall.

Options and recommendations

- Ways to address the continuum of juvenile services along with specific cost-effectiveness of juvenile corrections

Trends and projections in juvenile correctional institution populations.

- Relevant trends in the general population and in juvenile crime and delinquency services.

Stakeholder input

- Issues and recommendations raised by various stakeholders in the juvenile justice system about JCI rate reduction and other aspects of juvenile services.

Options and recommendations for JCI rate reduction.

- Recommendations for system funding, along with a range of options, including reducing costs and increasing revenue, that would affect daily rates.

II. How Juvenile Correctional Services are Funded

A. Youth Aids Principles

Since 1981, Wisconsin juvenile correctional services have been funded on a **program revenue** basis. Daily rates are set in the biennial budget process and specified in statute[2]. The state provides General Purpose Revenue (GPR) under the Community Youth and Family Aids (Youth Aids) program to counties to assist them in purchasing or providing delinquency-related services under Ch. 938, the Juvenile Justice Code.

In contrast to adult correctional services, funded directly by the state budget, the Division of Juvenile Corrections (DJC) bills counties for most state correctional services provided to juveniles. Youth Aids-funded services are not limited to juvenile correctional services. Any Youth Aids funds not expended by a county to pay state correctional charges can be used to offset the county's costs of providing other delinquency-related services. County choice in developing and funding local responses to delinquency is thus facilitated by the availability of Youth Aids.

B. Development of Youth Aids

Youth Aids was designed to neutralize the fiscal incentive to place youth in state custody.

Prior to 1981, juvenile correctional institution (JCI) services were paid for by the state, and appeared "free" to counties. In contrast, community services were funded through other state grant programs and county taxes. Given this financial incentive to place youth in state custody, state institutions were overcrowded, and many residents could have been safely maintained in the community. Chapter 48 of the statutes was revised to give judges more options to treat delinquent youth, but implementation lagged due to lack of funding.

In creating the Youth Aids program in 1980-81, the state sought to increase community resources and give counties more fiscal control. An allocation formula determined relative need for funds according to three factors - youth population (prevention population), youth arrests (intervention population), and numbers of JCI placements (high-cost population). Specifically, the initial funding in Youth Aids consisted of:

- $24 million in state funds previously budgeted to fund secure correctional placements and state aftercare charges, divided up according to the three-factor formula; plus
- $1.6 million to develop new community programs and implement the revised Chapter 48; plus
- $25.8 million in Community Aids that counties were spending on delinquent youth and their families, as a required "maintenance of effort".

[2] Section 301.26 (4), Wis. Stats.

Over time, counties' initial Youth Aids allocations were adjusted to cover increases in state daily charges, as well as for other purposes deemed by the Legislature. These adjustments included:

1. Rate-related increases

Before July 1, 1996, state law provided that when daily charges for state services went up, the Legislature had to appropriate funds to augment the Youth Aids allocations to counties. These "rate increase" funds were divided up in proportion to each county's use of each state correctional service. For example, a county that had used an average of 5% of the JCI days during the most recent 3 years received 5% of the available rate increase dollars for the coming year. The funds were carried forward into the Youth Aids base amount for each county in future years' allocations.

The provision requiring rate increase supplements was eliminated in 1995 WI Act 27 (see section C, below). In the years immediately preceding the repeal, rate increase funds had been added to Youth Aids at the following levels:

1991	$2,661,000
1992	$1,092,400
1993	$1,731,400
1994	$1,551,200
1995	$2,938,600
1996	$1,150,000

2. Inflationary increases

Also before 1996, the Legislature biennially appropriated funding for county "inflationary increases" in the cost of community-based delinquency services. In contrast to the rate increase funds, the inflationary increase funds were allocated to counties in proportion to the amount of Youth Aids the counties retained for their own programs and services – that is, the amount not spent on state correctional services. The total amount was calculated as a percentage of the Youth Aids base, and, again, the increases were retained in the county's base into the following years.

No funding was appropriated for this purpose in 1995 WI Act 27 or subsequent budget acts. Prior years' amounts had been:

1991	$3,875,406
1992	$819,200
1993	$1,295,400
1994	$1,425,000
1995	$2,892,800

C. Youth Aids Appropriations

Each year, the initial amount of Youth Aids available to allocate to counties is set by statute. Aside from carry-over of unspent Youth Aids and correctional refunds, the statutory appropriation determines the sum-certain amount of Youth Aids that can be allocated to counties according to the applicable formulas.

As noted above, 1995 WI Act 27 repealed the law that required the state to increase county Youth Aids allocations to reimburse state rate increases. Nonetheless, the Legislature did allocate $8.5 million over the 97-99 biennium for Youth Aids increases, and $6 million in the 99-01 biennium budget to recognize counties' use of secured correctional services and other needs for funding. Funding has been flat since 2003. Annual Youth Aids amounts in statute, compared to the previous year's amount, can be seen in Table 1 on the following page.

Table 1
Youth Aids – Statutory Allocations
1997-2007[3]

CY	Funds appropriated	Change
1997	$78,997,300	
1998	$82,741,700	4.7%
1999	$83,183,700	0.5%
2000	$85,183,700	2.4%
2001	$86,707,100	1.8%
2002	$87,760,300	1.2%
2003	$88,290,200	0.6%
2004	$88,290,200	0.0%
2005	$88,290,200	0.0%
2006	$88,290,200	0.0%
2007	$88,290,200	0.0%

Appendix 1 shows the annual difference in the past decade between Youth Aids allocations and counties' reported costs for all delinquency-related services they provide. Currently, counties report that they use non-Youth Aids sources, such as Community Aids, local tax funds, and other grants, to reimburse about 50% of their delinquency-related services costs. Despite the growing use of direct state payment to reimburse the costs of juvenile correctional services (see section E., below), flat Youth Aids grants have resulted in little financial relief for counties.

D. Current State Youth Aids Charges

The state's daily charges for services to DJC-supervised youth represent a blended cost of different providers within each category. Projected costs for each service are added together, and divided by the expected average daily population (ADP) to derive the daily rate (See Section IV, below). Types of services include:

- Secure correctional placement in a juvenile correctional institution for youth placed with the Department by state courts and other judicial and administrative authorities.
- Non-secure community placement in an alternate care facility such as a residential care center (RCC), group home or foster home for youth released from juvenile correctional institutions under DJC supervision.
- Supervision provided by state field agents through the Corrective Sanctions or Aftercare program.

Service types and their recent daily charges are listed in Table 2:

[3] The CY 2007 allocation is derived from the statutory allocation for the second half of SFY 07, doubled.

Table 2
Statutory Rates in s. 301.26(4)(d)

	Dates of Service			
Service	**SFY 04**	**SFY 05**	**SFY 06**	**SFY 07**
Juvenile Correctional Institution	$183.00	$187.00	$203.00	$209.00
Residential Care Center/Type 2	$225.00	$239.00	$234.00	$244.00
Group Home	$142.00	$149.00	$157.00	$163.00
Treatment Foster Home	$88.00	$92.00	$83.00	$87.00
Foster Home	$47.00	$49.00	$47.00	$50.00
Corrective Sanctions Program	$86.00	$87.00	$81.00	$82.00
State Aftercare	$25.00	$26.00	$32.00	$33.00

In addition to charging county Youth Aids allocations, the state uses the daily rates noted above to charge other payers, including the state-funded Serious Juvenile Offender Program (see Section E., below), the Division of Adult Institutions for youth sentenced to prison while under age 16, the Federal Bureau of Prisons, and Type 2 RCCs, for services to juveniles placed by these agencies. Revenue in excess of fiscal year costs is rebated to service purchasers in the form of Youth Aids refunds (see Section F., below). A county placing a youth in a juvenile correctional institution in SFY 06 will pay $6,175 per month or around $74,100 per year.

E. Increasing State Share of Correctional Charges

Since 1995, the county-state funding split for juvenile correctional services has changed as a result of state assumption of correctional costs for certain youth. Prior to 1995, the state paid the correctional costs for a small number of youth in two categories -- extended court jurisdiction youth over age 18 and youth (generally under age 16) convicted in adult court who were serving the first part of their prison sentences in a JCI.

Rising county costs for JCI placements of youth who committed very serious offenses led to expansion by the Legislature of the state's role in paying JCI costs. Beginning with services provided on January 1, 1995, the state assumed responsibility for payment of JCI costs of all youth placed by courts for committing one of six violent offenses. The annual Youth Aids appropriation to counties was reduced by about $4.6 million to reflect the lower charges to counties anticipated as a result of the Violent Offender program. That program was closed to new placements on July 1, 1996.

A significant expansion of the state's payment role occurred with creation of the Serious Juvenile Offender Program (SJOP) disposition on July 1, 1996. The program design provided that all state correctional services to SJO youth were to be paid directly by the state. In recognition of this new state obligation, the county Youth Aids appropriation was reduced by another $5.991 million. An equivalent amount of GPR was added to the state appropriation that also reimbursed Violent Offender costs. To

establish the state-funded SJOP and continue previous state payment for Violent Offender youth and other youth on extended orders, 1995 WI Act 27 appropriated funding for direct state payment of all state correctional costs (JCI, aftercare and alternate care) for several types of youth, originally estimated to cost $25,605,500 GPR in SFY 97.

As a result of the shift in funding responsibilities from counties to the state, in 1996 the state paid for over 12% of JCI days, including violent offenders, serious juvenile offenders, extended jurisdiction and adult commitment youth. The state share has gradually increased since then. In 2006, of all JCI days billed to any source, the state paid for 20.5% of the total for Serious Juvenile Offender youth. The 2006-07 state budget provides $14,401,200 to reimburse all state juvenile correctional services for SJO youth and others paid directly by the state, about 25% of the projected $57,850,000 in total program revenue budgeted for DJC institution and field services.

F. Correctional Refunds

No specific amount of money for correctional refunds is allocated during the budget process. Instead, refunds occur when the state's projected cost of providing correctional services -- in the form of daily rates -- is higher than the total actual cost of providing the services. Charges may exceed costs during times of rapid population rise, as fixed costs are spread out over more youth and thus are less costly on a per-youth basis. Charges may also exceed costs when costs are administratively reduced, such as during a hiring moratorium. Correctional refunds to counties can vary considerably from year to year. Overall, they have shrunk during the past five years as drastic measures to contain costs have been taken in response to falling institution populations. In recent years, counties have received the following amounts via Youth Aids refunds:

• 2001	$220,452
• 2002	$0
• 2003	$447,731
• 2004	$72,278
• 2005	$293,241
• 2006	$121,553

G. Emergency Funds

Each year, $250,000 in Youth Aids is retained by DOC to distribute at the end of the year to small counties facing large, unbudgeted expenses for institutional care in RCCs and JCIs. The $250,000 allocation for this purpose has been unchanged since 1987, while annual applications for funding have ranged in recent years from $1.2 to $1.6 million.

III. Daily Costs in Other States

A. Comparison Variables

In examining the daily cost of providing juvenile correctional institution services in Wisconsin, one may ask how the costs compare to those of other states. Comparing daily costs per youth between state juvenile correctional agencies can be complicated by a number of factors. Dimensions of variation may include:

- How costs are allocated to the state agencies that operate the facilities, the counties or courts that commit youth to the facilities, and other state- or local-level payers. Some states fund their costs directly from the state treasury, while others require some degree of local cost-sharing, which may depend on the type of commitment, facility or youth. For example, Pennsylvania requires that counties pay 40% of correctional placement costs. (See below)

- Availability of non-correctional funding to pay for certain services. This may include state or local education dollars to reimburse the costs of institution-based education programs. North Carolina includes education costs in its $250/day rate, while Washington's local school districts operate and pay for the education programs in juvenile correctional facilities. Missouri's costs to operate its minimum-security facilities are reduced because the state claims federal Medicaid funds for treatment services provided to youth residents.

- Whether the agency sets facility-specific rates or a blended rate that includes both higher- and lower-cost facilities. For example, Oklahoma lists three daily rates based on the size of the facility and the youth's age. Higher levels of security and program intensity appear to be associated with per-facility cost variation.

B. Information from Other States

The table below shows available information from an unscientific sample of states. When looking at daily charges or costs for medium/maximum security correctional facilities, Wisconsin's daily charges for secured correctional facility services seem to be comparable to those of states providing similar services.

Table 3
State Juvenile Correctional Institution Daily Per-Youth Costs[4]

State	Daily rate and year	Notes on operations and trends
Colorado	$177.19 FY 05 GPR only	503 beds in state-operated facilities. Figure includes allocated administrative costs.
Michigan	$413.54/day for highest security level, 200-bed Maxey Training School. Medium security rate is $244.72/day - Nokomis Challenge Ctr. GPR funded operation	Five "step-down" re-entry centers (12-25 beds) are located throughout the state. MI closed a 60 bed max. secure facility in 2005. The remaining secure facility has a waiting list. Private facilities provide some secure care under contract for lower-risk youth.
Minnesota	$169.23/day for one state-operated secure facility at Red Wing. County pays 65% of daily rate and state pays 35% . System is GPR funded; county portion of rate is returned to the MN general fund.	Counties are not charged for educational services in their portion of the daily rate. ADP is 135 at Red Wing. Number of youth committed to the state has decreased slightly.
Missouri	$156.63/day-highest security level; $116.81/day-moderate security. Rates represent GPR only. Some federal funding offsets other costs.	MO operates 33 smaller regional facilities at various security levels. State appropriation has been decreasing.
North Carolina	$250/day GPR Rate covers cost of education. State budgets are being cut.	State is building five regional facilities: four with 32 beds and one with 96 beds. Each will be "secure designed" with no fence. Will close three of five current facilities, and keep two others. ADP is dropping; currently is 475.
Ohio	$182.55 FY 05 GPR only	OH secure correctional populations are dropping, from 1800 in CY 2003 to 1700 in early 2006.
Oklahoma	Daily rate of three secure juvenile institutions varies based on size of facility, age of youth: $206.32/day, $186.46/day, and $174.54/day GPR-funded, state-run operation. Daily rate covers educational costs.	Population has been level; may be increasing slightly, but not significantly. No perimeter-secure private facilities in the state.

[4] Information sources are available upon request to the Department of Corrections.

State	Daily rate and year	Notes on operations and trends
Oregon	Two-year average, FY 05-07 calculated at $174.75 (GPR only)	
Pennsylvania	$363/day (Loysville YDC) for maximum-security level. Committing county pays 40%, state pays 60%. Counties apply for GPR to cover their share of rate.	The rate does not include cost of teachers, who are employed by the state education department and allocated via MOU to the 10 state-operated JCIs.
Utah	Daily cost varied from $155.89/day for the youth work center, to $163.89/day for secure detention facilities and $195.88/day for an intensive short-term assessment center.	Utah reports that federal funding and other restricted funding sources in its budget may be limited or eliminated in the future. Rates include education costs.
Washington	$167.09 FY05, GPR only Cost of education is not included in the rate. Local school districts operate schools in each institution and at some group homes too. Institutions receive USDA funds for reduced-cost breakfasts and lunches.	Populations are decreasing. The state operates five juvenile facilities (one is a boot camp, and one is an education/ forestry camp). Capacity of three standard facilities ranges from 168-214. Boot camp capacity is 26, and forestry camp is 144

Similarly to Wisconsin's development of the Youth Aids program, several other states have statewide or pilot programs to give local counties and courts more fiscal responsibility for correctional placements.

A recent report by the Justice Policy Institute[5] describes California, Illinois, Ohio and Pennsylvania, along with Wisconsin, as states that developed a county charge-back system and/or a program of state grants to counties to help pay for delinquency and juvenile correctional services.

The report cites the apparent impact of the Youth Aids program in reducing the institutional placement of youth offenders in Wisconsin and expanding community-based options, while noting that Youth Aids has not kept pace with the growth in county juvenile justice costs.[6]

[5] Tyler JL, Ziedenberg J, Lotke E, Cost Effective Corrections: Rationalizing the Fiscal Architecture of Juvenile Justice Systems. Washington, D.C.: The Justice Policy Institute; 2006

[6] Ibid., pp 14-15.

IV. What the Money Buys: Juvenile Correctional Services and Programs

Introduction

1. Juvenile Correctional Facilities

This section gives an overview of how the Wisconsin Division of Juvenile Corrections implements its mission to serve youth committed by the courts for secure placement[7]. The Division operates three traditional secure juvenile correctional institutions (JCIs) to hold youth in Type 1 secure status. These facilities are:

- **Ethan Allen School** for Boys (EAS) in Waukesha County, mainly serving southeast Wisconsin. Opened in 1959, EAS has a bed capacity[8] of 342.

- **Lincoln Hills School** for Boys (LHS) in Lincoln County, serving youth from around the state[9]. The facility, which opened in 1970 to address overcrowding and to create a resource in northern Wisconsin, has a bed capacity of 298.

- **Southern Oaks Girls School** (SOGS) in Racine County was opened in 1994 as the state's secure correctional facility for girls[10]. Previously the girls had been housed in living units at LHS. The current bed capacity is 57.

The Division also operates an experiential education facility that serves a mix of state and county youth, **SPRITE**, which is described in section III-A-7 below. Up to 12 youth can participate in SPRITE each month.

Since 1995, the Department of Health and Family Services has operated a JCI that is also a specialized mental health treatment facility. The 29-bed **Mendota Juvenile Treatment Center** (MJTC) is described below in section IV-A-2.

The state Juvenile Justice Code, Ch. 938, requires DOC and other juvenile justice system stakeholders to implement the Code to achieve three equally important purposes:

- **Protect public safety;**
- **Hold youth accountable for their delinquent acts; and**
- **Assist youth to gain skills they need to lead crime-free lives.**[11]

State juvenile correctional institutions seek to accomplish all three of these purposes by holding youth in a secure environment, imposing consequences on youth that are commensurate with their offenses, and providing education,

[7] S. 301.03(10), Wis. Stats.

[8] For Department of Corrections, "operating capacity" is defined as the original design capacity of the institution, based on industry standards, plus modifications and expansions. It excludes beds and multiple bunking that were instituted to accommodate crowding.

[9] Section 301.20, Wis. Stats., requires DOC to operate a northern juvenile correctional facility for delinquent boys.

[10] Section 9125 (18j), 1991 WI Act 39, required that a facility for girls be built in Southeast WI. In October 1994, girls relocated to Southern Oaks from Lincoln Hills School, and reception of new county commitments began in November 1994.

[11] s. 938.01 (2), Wis. Stats.

treatment and other services to promote pro-social attitudes and skills.

Placement in a JCI can be seen as successful if offending behavior is reduced or eliminated after release, as the Department's recidivism studies try to determine (see section VI B., below). It is important to design and deliver programs that enable youth to restore their victims and communities to wholeness, and to help youth leave the institution equipped to fulfill valued roles such as student, worker, family member and citizen.

2. Youth Transition and Release

Placement of a youth in a DJC correctional institution is the beginning of a process of planning for the youth's treatment, rehabilitation and release to the community. Since November 2005, DJC has been implementing a **three-phase re-entry process** throughout the Division in order to improve the successful return of youth to their homes, schools and neighborhoods.

The Office of Juvenile Offender Review has the legal authority to determine when a particular youth is released from an institution[12] based on the youth's readiness for release and an appropriate release plan being in place. A Joint Planning and Review Committee (JPRC) meets periodically to plan for and monitor each youth's progress in the JCI and make recommendations as to the youth's treatment and release. The JPRC consists of representatives from the institution and community, the OJOR reviewer, and the youth and her/his parents or other family members. Committing counties are active partners in planning and providing post-release supervision of youth.

To strengthen the JPRC process and provide more post-release continuity of services and supervision, each youth's correctional placement now consists of three distinct, yet related, segments:

- Phase One - Prior to Entry into Transition Phase: Pre-release assessment, planning and treatment;
- Phase Two - Transition Phase: Structured transition that requires the participation of both institution and field staff prior to and following community reentry; and
- Phase Three - Shift to Community Supervision and Long-Term Stabilization: Activities to reintegrate the youth into normal social structures and controls.

Case planning for a youth is linked to the youth's individual risks, needs and strengths with an appropriate balance of restrictiveness and responsibility for each youth. Families are formally invited to participate in case planning and youth transition efforts. A Transition Team is developed for each youth during her or his Transition Phase. Going beyond the JPRC, the Transition Teams often involve a range of persons and agencies that are part of the youth's transition plan, from therapists and mentors to school staff and extended family. While the steps in the Transition process will vary somewhat for certain groups of youth, such as sex offenders and youth being released from JCIs to county aftercare supervision, the same basic goals and structure are the underpinning of community release for all youth committed to DJC.

The following sections outline the program and operational factors that drive the daily costs of state JCIs. In order for

[12] s. 301.10 (d), Wis. Stats.

youth to attain the skills and attitudes that will enable them to lead normal, crime-free lives after release, **treatment and education** are of vital importance. In addition to "hard' security features such as fences and locks, institution staff provide the key elements that maintain a **safe institution environment** and **protect the public**. Participation in treatment programs, community service, victim awareness, hard work and numerous other activities help to **hold youth accountable** for their actions and inculcate a sense of personal responsibility.

A. Treatment and Education Programs

1. JCIP and Families Count

Juvenile Cognitive Intervention Program (JCIP)
Need for Program

Cognitive Intervention has been shown repeatedly to be the fundamental intervention method of successful rehabilitation of delinquent youth. The cognitive-behavioral approach is based on the theory that thoughts, beliefs, and attitudes determine emotion and behavior. That is, the way we perceive or evaluate a situation influences our emotional and behavioral response. Cognitive-behavioral intervention involves teaching youth about the thought-emotion-behavior link and working with them to modify their thinking patterns in a way that will lead to better, more adaptive behavior in challenging situations.

The Juvenile Cognitive Intervention Program (JCIP) is a three-phase cognitive restructuring, cognitive skill-building, and relapse prevention curriculum designed for high-risk youthful offenders. The curriculum is designed to (1) help youth become aware of their thought process (2) teach youth to pinpoint the source of and sequential flow of their criminal thinking and (3) show youth how their pattern of thinking resulted in their delinquent behavior. Additionally, the program addresses one other key element research has shown to be critical in successful intervention programs: the provision of new problem-solving skills.

Because of the primary emphasis on awareness-building, cognitive restructuring, and individual skill-building, cognitive-behavioral treatment approaches have been shown throughout the United States to be the most effective methods to reduce recidivism among delinquent youth.[13]

How the Program is Delivered

Each phase consists of twelve topical lessons. Additionally, a one-session component for parents and other family members called Families Count is offered as youth prepare for transition to the community (see below). Trained facilitators using a scripted program manual conduct all phases of the JCIP. The youth use a student workbook that has been developed to go along with the program.

The Phase 1, Choices, and Phase 2, Changes, components of the JCIP are delivered within a 12-week time frame. Material is presented in a group format with a maximum of 8 to 10 youth per group. JCIP groups run for 90 minutes per session, and typically are offered three times during the week. Conducting Choices and Changes groups within the

[13] Howell J., Lipsey M., A Practical Approach to Evaluating and Improving Juvenile Justice Programs. *Juvenile and Family Court Journal.* 2004; 55(1): 35-48.

institution is most beneficial as this allows the facilitator to have consistent group attendance and participation.

Phase 3 of the JCIP, Challenges, was developed as a self-paced program, and it is used by agents with each youth who has completed Phases I and II of the program. This phase is completed upon a youth's release from the institution and return to the community. During each face-to-face contact with the youth, the agent reviews each lesson for completeness and conceptual understanding. All phases end with a final test, which is used to determine a youth's progress and understanding of the material.

Staffing and Other Program Resources

Specialized training is required to ensure JCIP program effectiveness and uniformity in program delivery. JCIP group facilitators are required to attend a total of six days of training in preparation for facilitating any of the three Phases. All training must be completed in succession, thus a Phase 3 facilitator must complete 6 full days of training. Following completion of the JCIP training, Program Facilitators must co-facilitate a group with an experienced Program Facilitator before they run a group by themselves.

At EAS, four social workers work a percentage of their time for a net of 3.25 FTE social workers assigned to JCIP. At LHS, due to staff cutbacks only one FTE social worker is assigned to JCIP. At SOGS, three social workers work a percentage of their time for a total of 1.5 FTE assigned to JCIP and three teachers also participate, giving an additional 0.15 FTE. The teachers assist with the Families Count component of the program, which is conducted quarterly.

Families Count

Need for Program

The Families Count program is designed to be a "bridge" for the youth entering the transitional phase of their programming. It acquaints parents with the concepts the youth learned in JCIP and involves the youth in assisting the facilitators when identifying and discussing transition-related issues relevant to both youth and parents.

How Program is Delivered

At the JCIs, the first and second lessons of Families Count are delivered in one group session that occurs quarterly, for families of youth who have been placed in the Transition Phase. The Families Count meeting is facilitated by the youth's institution social worker with the assistance of the field agent as needed.

Lesson III of Families Count is facilitated by the field agent in the youth's home with the youth and parents. The meeting takes place about 30 days following the youth's return to the family home.

Qualifications and Training

Facilitators of the Families Count program are required to attend a one-day training session. This offers an overview of the program itself as well as specific instruction about what the facilitators need to address in the Families Count lessons.

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2. Mental Health Services, MJTC

Need for Program

Between 75% and 80% of boys placed at EAS and LHS present with significant enough mental health issues to warrant a referral to clinical services for assessment

and treatment. At SOGS, 100% of the girls and young women have significant enough psychological problems to warrant clinical contact. Some youth who are in reception or are on sanctions may also be receiving clinical services. As the number of youth committed to JCIs has declined, the behavioral and mental health problems presented by these youth have seemed to increase in severity and complexity.

The clinical services units have as their main purpose to protect the public through effective, scientifically based treatment of juvenile offenders. Reducing risk to the public can be accomplished in many cases through professional assessment, diagnosis, treatment (individual, group and family-based) and transition planning. To achieve this goal, JCI Clinical Services staff are an integrated component of the JCI treatment teams.

How Services are Delivered

The clinical services unit of each JCI provides psychological services, referrals to psychiatry and specialized internal or external treatment programs, and consultation to living units, courts, and the Office of Juvenile Offender Review. Clinical Services provides psychological assessment, individual psychotherapy to youth, crisis assessment and management, group therapy, and family therapy. Clinical Services also reviews proposed transfers of youth to specialized treatment facilities. Clinical Services staff are primary and integral in the assessment and treatment of youth who are at risk for suicide.

For youth sex offenders, Clinical Services convenes the Sexually Violent Persons Act committees, which are responsible for screening youth as to their appropriateness for a special purpose evaluation under Chapter 980. These evaluations determine whether a youth will be referred to the Department of Justice for civil prosecution as sexually violent persons.

Treatment and Interventions

Individual Psychotherapy is shaped around youths' individual needs and goals. Treating mental disorders and distressing symptoms is a key purpose of individual psychotherapy. The varied disorders or issues/symptoms being treated by clinical staff within individual psychotherapy include: conduct disorder and antisocial thinking/behavior, oppositional or defiant behaviors, attention-deficit/hyperactivity disorder, adjustment disorders, depressive disorders, bipolar disorders, substance abuse/dependency, psychosis, emerging personality disorders, post traumatic stress disorder, separation anxiety, grief and loss, relationship problems, physical and sexual abuse, parental neglect issues, and sleep disorders. Some sex offenders are treated for their issues and symptoms in individual as well as intensive group therapy.

Group therapy is organized in response to identifiable needs of offenders and the needs of residential cottages within JCIs. Clinical staff implement groups and assist in the implementation of other treatment groups.

Consultation and Training: All psychologists work within the cottages to help staff work more effectively with youth by understanding their mental health and behavioral problems. JCI clinical services units are also a leader in providing formal training to staff on and off grounds. Training includes suicide prevention and mental health-related topics of interest to staff.

Specialized Services

In addition to the routine treatment and assessment services discussed above,

which are offered in all three primary institutions, more intensive treatment options are available to meet the treatment needs of the most severely emotionally disturbed youth within these institutions.

Mendota Juvenile Treatment Center (MJTC)
Severely emotionally disturbed male youth may be transferred to a secured correctional facility for boys, the Mendota Juvenile Treatment Center, operated by DHFS on the grounds of the Mendota Mental Health Institute. MJTC combines intensive mental health services and correctional-level behavioral control for boys transferred there from EAS and LHS. Length of stay at MJTC can vary from a few weeks to many months, depending on each youth's response to treatment and the appropriateness of other alternatives. (See Section 5-B, p. 54)

Mental Health Unit (Stepping Up) at Southern Oaks Girls School
Southern Oaks operates an in-house mental health program, Stepping Up, which provides intensive services for girls housed at the facility with significant mental health needs. These services are roughly comparable to those provided to male youth placed at MJTC. Average length of stay in the program has been 4.5 months. Youth leaving the program either may transition into a general population unit at the facility, or be released into a variety of community placements.

Staffing and Other Program Resources

In addition to the chief psychologists who head up the three Clinical Services units, EAS has four staff psychologists, and LHS and SOGS each have three. All are doctoral level, licensed psychologists. Five pre-doctoral interns provide additional services to EAS and SOGS, under the supervision of the licensed psychologists. (see below)

Psychiatric services are necessary for psychotropic medication and psychiatric consulting at each of the three JCIs. At EAS, the psychiatrists who work under HSU come from a psychiatric fellowship in child and adolescent psychiatry sponsored by the Medical College of Wisconsin. One psychiatrist and two fellows provide the psychiatric services. At the other JCIs, psychiatric services are provided by part-time LTE psychiatrists.

Internship in Professional Psychology
The internship in professional psychology is a program at EAS and SOGS for individuals who are in the final stages of training for a profession in psychology. The internship program is open to doctoral candidates in psychology and has applicants from all over the United States. The internship program helps promote diversity and the development of careers in corrections, and over the years eighteen interns have gone on to work for DOC.

3. Alcohol and Other Drug Treatment

Need for Program

Alcohol and other drugs play a significant role in the placement of many youth into JCIs. Given the strong link between alcohol and other drug use and criminal behavior, it is central to the Department's mission of protecting public safety that youth with alcohol and other drug abuse (AODA) problems receive effective treatment while in JCIs and transitional services to help prevent relapse. There is also a statutory requirement[14] for the

[14] s. 301.027, Wis. Stats.

provision of AODA treatment in JCIs.

The AODA treatment programs are designed to provide a safe, secure, and supportive learning environment for delinquent youth to effectively address their identified substance abuse or dependency and other individualized treatment goals. Through treatment, education and life skills training, along with gender specific programming, youth have the opportunity to make positive lifestyle changes, develop a greater understanding of substance use disorders, and be better prepared to lead a life free of crime and chemical abuse/dependency.

All youth admitted to JCIs under a dispositional order are screened to detect possible AODA-related concerns. Youth who score at or above a certain level, or whose background indicates past AODA problems, receive a full assessment according to professional standards.[15] Screening and assessment testing of DJC youth show about 40% of youth having a diagnosis of substance abuse and/or substance dependence. All youth placed with DJC require some type of education on drugs and alcohol to increase awareness and learn skills to avoid involvement.

How Program is Delivered

All youth are assessed prior to placement in the AODA program. At the male facilities, the AODA program consists of four phases, which take about 14 to 16 weeks to complete: Awareness – Phase 1, Understanding – Phase 2, Demonstration – Phase 3, and Presentation- Phase 4. A youth in the AODA program also participates in Phase 1 JCIP.

The core content areas of the program include:

- Basic Drug Education
- Communication
- Value Clarification
- Addiction/Abuse
- Decision-Making Skills
- Self-Discipline
- Accountability
- Cognitive Behavior
- Family Dynamics
- Positive Lifestyle Changes
- Social/Coping Skills
- Restorative Justice
- Relapse Prevention
- Personal Responsibility

Program goals and objectives are to educate youth regarding the effects of alcohol and other drug abuse on themselves, their families and the community; increase the ability of DJC youth to abstain from misuse and abuse of alcohol and other drugs; and reduce AODA-related rule and law violations for youth returning to the community.

AODA treatment services in the male JCIs are based in the living units. Treatment groups are conducted with two treatment staff, striving to meet national standards, which recommend a one staff to 8 youth ratio. LHS currently operates two AODA housing units and EAS one unit. Using a therapeutic education-based model, social workers provide group instruction and a forum to discuss issues related to drug and alcohol use for youth throughout the institution.

As youth make transitions to the community, relapse prevention plans are

[15] The assessment instrument, the Adolescent Diagnostic Interview-Light, is a structured diagnostic interview designed to assess youth in accordance with the substance dependence and abuse criteria of the Diagnostic and Statistical Manual in DSM-III-R and DSM-IV for adolescents.

developed as needed and community resources are identified to help them make responsible choices. JCI staff team with community agents to provide a supported transition to sobriety after release. Efforts are made to involve families in treatment, both before and after youth are released, to help parents avoid contributing to a youth's risk of relapse.

At SOGS, all newly admitted youth participate in an AODA education program facilitated by a treatment social worker. The objective of the group is for youth to learn about various types of substance abuse and the negative effects it has on the body, mind and life through engaging activities. The group sessions are held 5 days per week, 50 minutes per day, for 14 days. The follow-up group is offered to all youth on general population units, in twelve 50-minute lessons over four weeks. For girls assessed as having substance abuse or dependence, the "Reflections" program is an intensive gender-specific program that meets an average of four times a week over 10 weeks.

Program Outcomes

In 2005, 241 males successfully completed an AODA treatment program at LHS and EAS. At Southern Oaks, 27 girls received credit for the AODA education group alone, and 55 girls successfully completed the follow-up AODA education and relapse prevention group (out of 90 enrolled) along with the education group. The Reflections program enrolled 54 girls, of whom 38 successfully completed the program. Reasons for non-completion included early release, too many days in security, and lack of participation.

Various pre- and post-tests are used to capture changes in youth's understanding about alcohol, drugs and addiction that occur during and after their participation in programming. In most cases, positive changes in the youths' test scores are seen.

4. Serious Sex Offender Treatment

Need for Program

Sex offender youth placed in a JCI may be distinguished by whether they are eligible to be adjudicated as sexually violent persons under Ch. 980[16]. Neither group is homogeneous, however. There is considerable variation among youth committed for offenses that potentially qualify them for a Ch. 980 commitment. Specifically, some youth have a single documented offense with no other inappropriate sexual conduct. The offense may be seen as a function of an extremely dysfunctional family, minimal socialization, limited skills and intelligence, delinquent attitudes and beliefs, or other personal deficits. Other sex offender youth have long, clearly documented histories of violent and aggressive sexual behavior. All are subject to requirements of Ch. 980 and require specific evaluation and treatment prior to leaving the JCI. They also are subject to registration as sex offenders unless registration is stayed by the juvenile court.

Non-980 sex offender youth constitute an even more diverse group. Many youth committed to JCIs have avoided the requirements of Ch. 980 by plea bargaining or other mechanisms. Some of these youth have a clearly established pattern of serious sex offending as well. They are also in need of focused sex offender treatment. Many of these youth are also required to register with the sex offender registration program. Almost all of the 980 and non-980 youth are males,

[16] A list of Ch. 980-eligible offenses is in s. 980.01 (6), Wis. Stats

although SOGS may have one or two sex offenders in the course of a year.

How Program is Delivered

Currently both EAS and LHS have one cottage and approximately half of another housing unit specifically designated for the male sex offender population. At Southern Oaks, there are too few sex offender youth to warrant a designated treatment program for this population. Instead, youth with identified sex offender treatment needs are assigned to a specific clinician with expertise in sex offender treatment to address these issues.

Sex Offenders Accepting Responsibility ("SOAR")
Both male juvenile institutions have now gone to a model of treatment used in the British prison system.[17] It is the first time this type of treatment program is being offered to juvenile sex offenders in this country. The program has been shown to be effective with adults. The Division of Juvenile Corrections has rewritten parts of the program to better suit our younger population.

The program consists of two parts: a cognitive program called Enhanced Thinking Skills (ETS) and the Core Program. The ETS portion of SOAR is a cognitive-behavioral skills package. It is designed to improve decision-making, perspective-taking, and interpersonal skills. This portion of the program is intended to engage the youth in the treatment process and acquaint him with being part of the group.

The Core Program deals with the youth's sexual offenses. It addresses issues common to all sex offenders to reduce denial and minimization of their behavior, to promote recognition of harm caused to victims, and to develop relapse prevention skills.

One treatment goal is to engage the individual in the change process. This is done by use of various techniques to enhance the learning of each individual. One of the unique aspects of this approach to treatment is the therapist's use of probing questions, asked in a tone of genuine inquiry, which are designed to encourage the youth to think for himself. This method is used because it communicates respect, it diffuses resistance and denial, and it encourages youth to challenge their own thinking. Other methods of treatment are also incorporated such as role-playing, modeling, and disputing of irrational thoughts. Treatment for sex offenders at SOGS incorporates some aspects of the SOAR model.

Staffing and Other Program Resources

Staffing for the sex offender treatment program consists of social workers, treatment specialists and psychologists. In addition to facilitating the treatment groups, sex offender program staff review cases that may need specialized sex offender treatment, attend weekly team meetings, prepare required court and OJOR reports, participate in the Sexually Violent Persons Act (Ch. 980) committee, complete risk assessments, and participate in scheduled Transition Team meetings for each youth. The treatment staff also provides specific training on the sex offender population to new staff. Program staff ensures compliance with sex offender registry and DNA collection requirements.

At Ethan Allen School a staff psychologist and one psychology intern rotation are devoted to the Serious Sex Offender

[17] Grubin D., Thornton D. A national programme for the assessment and treatment of sex offenders in the English prison system. *Criminal Justice & Behaviour*. 1994; 21:55-71.

Program. The Chief Psychologist is also involved in the treatment program, and works with the section manager to assess youth under Ch. 980. At Southern Oaks, a designated Senior Staff Psychologist and the Chief Psychologist are involved in the sex offender assessment and treatment process.

5. Restorative Justice/Victim Impact Program (VIP)

Need for Program

The JCIs have incorporated the principles of Restorative Justice and Victim Awareness through a variety of activities and programming. These efforts are victim-centered responses to crime that provides an opportunity for those most directly affected by crime - the victim, their families, the youth and their families, and representatives of the community - to be directly involved in responding to the harm caused by the crime.

How Program is Delivered

The activities and programming are based on objective individual goals that hold youth accountable for their actions and to their victims. Treatment programs emphasize victim awareness and restorative justice concepts throughout. Youth contribute their time and efforts on community service work crew activities, as well as other activities within the JCIs including institution jobs for restitution, donation of art and craft items, restorative justice projects, and donations to local pantries. The DJC restitution and debt collection policy ensures compensation to victims of their crime. Youth are expected to pay all debts including surcharges, victim restitution and court ordered financial obligations. The funds used to pay youth debt includes 50% of the youth's weekly allowance, all funds earned at the JCI for work, and all social security benefits deposited in a youth's account. In 2005, youth in the JCIs paid about $27,000 in victim restitution and about $6,700 in victim/witness surcharge.

Victim Impact Program (VIP) curriculum emphasizes victim rights and creates an awareness of the harmful effects of crime. Institution staff screen youth for academic readiness (minimum 5th grade reading ability) and psychological stability to participate in the program. In 2005, 264 youth participated in VIP. The curriculum contains 14 lessons dealing with a variety of crimes such as homicide, sexual assault, and property crime. The delivery of VIP varies between the JCIs. At SOGS, VIP is presented on an eight-week rotation, which meets four to five times weekly for 50-minute sessions. The EAS VIP is presented to two groups of youth, two class periods per school day for twelve weeks with a teacher facilitating each group. VIP is presented to a group of youth six hours per school day for three weeks at LHS, usually as their final program before release. Youth earn school credit for completing VIP.

Staffing and Other Program Resources

Teachers, social workers and other assigned staff facilitate the VIP sessions, with actual staffing varying by institution. The VIP facilitators have attended Restorative Justice Victim Impact training. The facilitator and program supervisors are also involved in various restorative justice activities throughout the state, including the Wisconsin Restorative Justice Coalition and Wisconsin Association of Restitution Programs. The facilitators oversee activities including International Restorative Justice Week in November and National Crime Victims Rights Week in April.

Resources utilized for VIP include the Victim Impact curriculum authored by Mothers Against Drunk Driving, the federal Office for Victims of Crime, and the California juvenile justice agency. Speakers from the community share their stories of victimization and survival, and law enforcement, physicians, and insurance professionals speak on the impact of crime on the community.

Numerous DJC institution staff are involved in other restorative justice activities. These include YCs supervising community service work crews, teachers helping youth learn skills to perform services for community-based groups, support staff collecting and distributing restitution payments, and program supervisors connecting the institutions with department-wide victim awareness initiatives. The concepts of restorative justice and victim awareness are integrated within all institution programs.

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6. Short-Term Programs

Need for Program

LHS has operated the 90-Day Cadet Achievement Program (CAP)—a redesigned developmental military model—since the closure of Youth Leadership Training Center at Camp Douglas in 2002. In response to expressed desires of county agencies and courts for additional time-limited correctional options, SOGS and EAS introduced short-term reentry programs (90 to 120 days) on January 26, 2004 and July 15, 2004 respectively. LHS initiated the AODA Abbreviated Reception Program in August of 2004.

How Program is Delivered

In general, DJC short- term programs are designed to focus upon the identification and application of cognitive intervention strategies; the development of pro-social skills and competencies; the replacement of aggressive tendencies with more acceptable problem-solving skills; the recognition and/or resolution of individual and family-based psychological issues; and the maintenance and enhancement of community resource linkages and relationships. Community re-entry is the focus of planning, beginning when the youth is first placed in a short-term program. Staffing and other program resources are similar to those used to deliver standard JCI treatment programs.

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7. SPRITE

Need for Program

The SPRITE (Support, Perseverance, Respect, Initiative, Teamwork and Education) program serves institution youth as a transitional program to prepare them to re-enter the community, and county youth as a diversion from placement in a standard juvenile correctional facility. SPRITE has an operating capacity of 12 students. In 2005, SPRITE served 121 boys in the 25-

day program and 27 girls in the 7-day Outback program at SOGS.

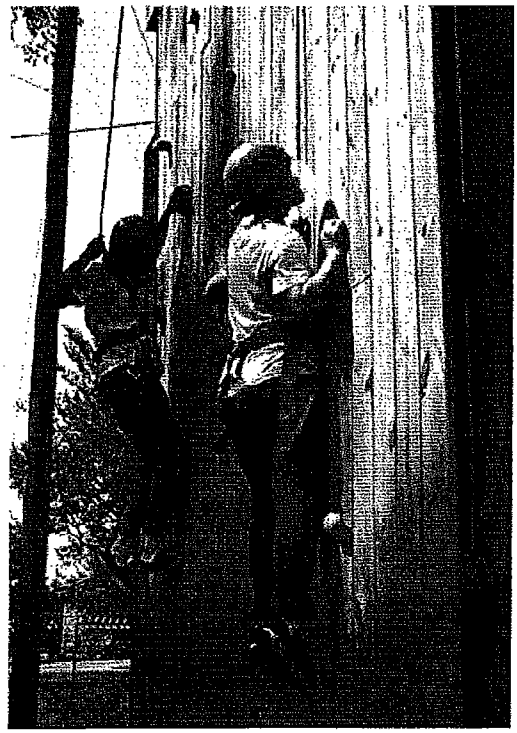
How Program is Delivered

At the SPRITE House in Oregon, WI, SPRITE runs twelve 25-day programs a year: one per month with a two-week break in December. SPRITE staff also help to facilitate several Outback experiential programs on the grounds of SOGS. The program utilizes experiential education to teach youth responsibility, trust and decision-making. SPRITE promotes accountability by putting youth in real life situations, requiring them to work with others to overcome challenges. The program tests the students for stability and coping skills before they are allowed to enter the community. As students progress through the program they are slowly transitioned from very tight control to less structured community- based programming where they can practice pro-social behavior and employment skills.

The SOGS Outback program employs several SPRITE elements including camping, low and high ropes courses, team-building exercises and values strengthening. It occurs within the SOGS perimeter and does not serve youth committed directly by counties, in contrast to the boys' SPRITE program.

Staffing and Other Program Resources

The program utilizes nine FTE staff, including a supervisor, five Experiential Recreation Specialists, a Recreation Assistant, a 0.5 FTE teacher and part-time Youth Counselors. In addition to standard training in security techniques, SPRITE field staff are trained as First Responders in Wilderness First Aid and CPR, as well as having certification as Ropes Course lead facilitators and rock climbing technicians. Supplies and services used by SPRITE tend to differ from the other correctional institutions, and include gear for hiking, camping and climbing; and urban and employment resources to teach skills like riding the bus and applying for jobs.



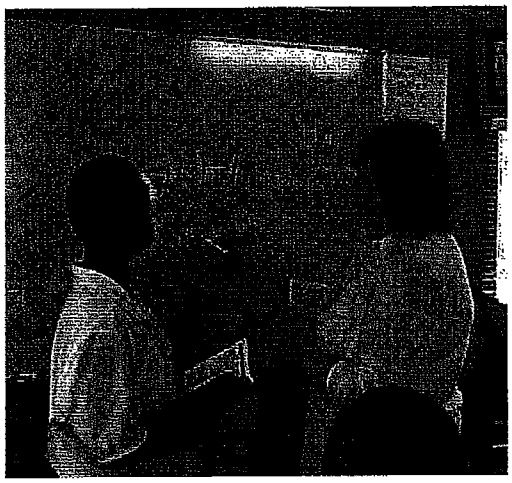
8. Academic and Vocational Education, LifeWork Education

Need for Program

Under the Wisconsin Constitution[18] and state and federal laws, all youth under age 18 (and all youth with special education needs under age 21) must be provided with a free and appropriate public education. State statutes require youth under age 18 to attend school unless excused to pursue an alternative education program. Statutes also obligate DOC to provide educational programs in all secured correctional facilities it operates[19].

The JCI educational/vocational programs play a vital role in the efforts of DJC to assist youth to successfully reintegrate into the community. The JCIs offer individualized academic, vocational and LifeWork Education programming at all academic levels from elementary through post-secondary, as well as special education (SPED) programming. There are alternative programs for youth whose behaviors and attitudes make them unsuitable for regular classes.

Most JCI youth enter the facility two to four years behind expected grade levels for reading and mathematics. Many of these students have been absent or truant from school for a long period prior to their incarceration while others have been shuffled between school districts due to frequent family moves. The majority of students entering a JCI have few if any high school credits and are usually disengaged from the school system. The range of educational needs and the extreme concentration of students with significant barriers to learning make JCI education programs unique in the state.



How Program is Delivered

Youth in all JCIs can earn credits toward junior high or high school graduation, or work toward high school equivalency degrees while in residence.

Academic Education

DJC education programs may be delivered in a central school or be cottage-based. JCIs must operate a year-round school schedule in order to accommodate entry of youth during all twelve months of the year. There is no "summer vacation" from school for youth placed in Wisconsin JCIs, nor is there a summer-long break for teaching and education support staff as provided in most school districts. Compared with average education agency costs, JCIs have to budget more funds per youth to provide staff, curriculum, and resource materials on a 12-month rather than 9-month basis.

JCIs are mandated to abide by federal laws for students with exceptional educational needs. The Federal Individuals with Disabilities Education Act (IDEA), the Rehabilitation Act of 1973 (Section 504) and Wis. Stats. Chapter 115 requires

[18] Article X, sec. 3
[19] Section 301.03 (10) (e), Stats

schools to provide a free and appropriate public education to special education students, up to age 21. This includes identifying students with special education needs, developing an individualized education plan for these students, involving the students' parents in the planning process, and carrying out the plan.

Students identified with multiple disabilities and with poor school histories require in-depth assessment and planning. Specialists must be available in unique areas. Juvenile offenders tend to be significantly behind in reading, speech, math, and language, and have severe emotional deficits as well. Specialists are needed in reading and speech areas, school psychology, and learning and emotional disabilities to address these issues.

DJC special education students present with a variety of disabilities ranging from specific learning disabilities to sensory disabilities. The most prevalent disability among DJC youth is emotional behavioral disability (EBD). In order to qualify for an EBD special education placement, several criteria must be met, including exhibiting "chronic, severe and frequent behaviors that adversely affect functioning in several settings." Although being adjudicated delinquent in itself is insufficient to designate a youth as EBD, many youth with this disability do end up in the correctional system.

Each DJC special education student has an Individualized Education Program (IEP), which is developed by his/her IEP team. The IEP sets forth specific goals and objectives for helping the student achieve his/her academic and life goals. The student and his/her parent(s) are key members of the IEP team and their input to the process is critical to the successful construction of the plan. Although the majority of special education students receive most of their instruction in the general education setting with supplemental specialized instruction and support by certified special education teachers, some one-to-one and small group instruction may be included in a student's IEP.

Transition is another key IEP component. Special educators at the national, state, and local levels are committed to eliminating the gap between disabled and non-disabled persons in achieving post-high school goals for higher education, employment, and successful independent living. This critical part of Special Education is a key component in DJC's overall commitment to helping youth achieve a successful transition from a correctional facility to community living.

Vocational Education

During their stay in a JCI, youth participate in some type of vocational programming that is appropriate to their age, developmental level, and treatment/release plan. To address the needs of this diverse population of learners, vocational programs are both exploratory and advanced. Areas of study in JCIs include:

- Office/business skills, including keyboarding and word processing;
- Communication arts such as desktop publishing, graphic arts and multi-media production;
- Skilled crafts such as welding, printing, and engraving and construction; and
- Service industries: food preparation, barbering and cosmetology, and building maintenance.

Older youth may earn advanced education credit by correspondence. Post-secondary educational activities are particularly

important for youth on extended commitments who have completed their high school degree requirements and can benefit from ongoing learning opportunities. SOGS has also developed articulation agreements with nearby Gateway Technical College, Racine, Wisconsin and has routinely orchestrated correspondence study through the UW Extension. EAS similarly arranges for youth to take post-secondary credits through Waukesha Area Technical College.

LifeWork Education Program

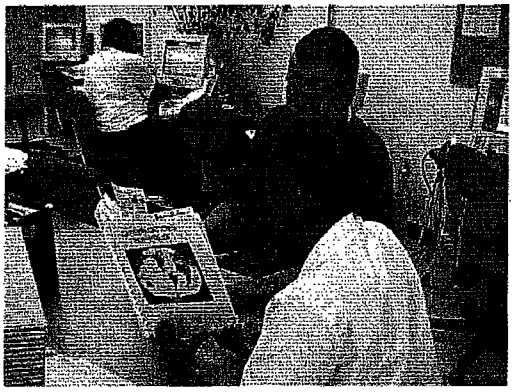
The Division's LifeWork Education Program assists youth in understanding the connection between education and career development. LifeWork Education is also a strategy for building a bridge between the juvenile justice system and the Wisconsin workforce development systems.

As part of the program, every youth in a JCI develops a Career Portfolio. Career Portfolios are a record of the student's academic, vocational, social, and employment achievements. These provide documentation of a youth's knowledge, skills and abilities, and tangible evidence of his or her successes and strengths.

The Career Portfolio offer a mechanism for the youth to gather and organize information about the world of work, education, training, skills, interests, and abilities that assists in the career planning process. Information compiled will assist youth in communicating their knowledge, strengths, and skills to employers, admission counselors, and others who will play a critical role in their future career development.

The LifeWork Education process begins during Reception. All students complete a computerized assessment of their skills, abilities, and interests entitled *Career Scope.* Students and the LifeWork Education Case Mangers/Teachers use the interpretive results throughout the period of incarceration to explore career development fields and prepare students for the world of work.

The Portfolio becomes a tangible representation of a youth's growth and change and is utilized in JPRC conferences, special education meetings, parent/teacher conferences, and Transition Team meetings to communicate strengths and areas in need of additional work.



The contents of the Portfolio will vary by individual, and may include:

- Assessment results
- Completion certificates
- Work samples
- Education and career goals and plans
- Sample applications
- Birth certificate and Social Security card
- Set of likely interview questions
- Educational achievements & classes taken
- Awards and honors
- Occupational research information
- Employment competencies
- Resumes
- Cover letters and thank you letters
- Computer disk with resume and cover letters

Staffing and Other Program Resources

The school must maintain appropriate student-to-teacher ratios. The complex and diverse educational and emotional needs of youthful offenders are best met in classrooms with small numbers of students. The poor school history of juvenile offenders also translates into need for positive school experience within JCIs. DJC schools attempt to maintain no greater than a 10:1 ratio of students to teachers. All JCI teachers, school psychologists and school administrators must be licensed by the WI Department of Public Instruction. In addition to their professional duties, teachers perform a variety of other functions for the institution, including delivering treatment program components. For example, teachers are involved in victim impact programming, as noted in above sections, leading to academic credit; and may participate in the JPRC process (see page 18).

Approximately 40% of incarcerated juveniles have special education needs, as compared with about 12% of students in the public schools. The proportion of JCI youth with more than one identified special education need is higher than in the public schools. These youth require specialized services from a variety of professionals, in addition to a range of administrative and support staff activities to assure compliance with state and federal notification, planning, monitoring, and record-keeping requirements.

9. Gender-Specific Programming

Need for Program

Gender specific intervention is essential for juveniles to change their lives and must take into account the physical, mental and emotional changes that adolescent males and females experience during their correctional commitments. Development of healthy relationship skills and authentic gender roles also need to be addressed in a gender-specific context.

How Program is Delivered

The male and female JCIs use gender-specific methods to teach information and skills in such areas as parenting, human growth and development, and marriage and family dynamics.

SOGS provides female-responsive, evidence-based programs that focus on skills to divert girls from pathways of abuse and trauma, substance use, low self-esteem, dysfunctional families, educational difficulties, poverty, and antisocial activity. The prior abuse and neglect experienced by most girls placed at SOGS require the institution to develop special means of responding to security problems and self-harm attempts. To promote positive development, all Southern Oaks girls become members of Racine County Girl Scout Troop 344. Volunteers from the Boys and Girls Clubs of Greater Milwaukee run "girls' circles" using a nationally-recognized curriculum to develop teen girls' courage, strength and self-awareness.

Staffing and Other Program Resources

Southern Oaks staff regularly receive training in gender-responsive strategies for assessing and responding to girls' needs for treatment, accountability and safety.

10. Secure Detention and Sanctions

Need for Program

The DOC is required to provide short-term secure placement for two types of youth:

- Youth who are placed in juvenile detention, and a bed in a county detention facility is not available locally to house them[20]; and
- Youth placed in Type 2 residential care centers who violate the terms of their placement and are given a short-term JCI stay as a consequence of the violation[21].

How Program is Delivered

In order to provide these short-term placement services for counties and Type 2 RCCs, the JCIs maintain capacity in their security units. Considerable JCI staff time is needed to screen each placement to assure that it is legal, that the youth is not affected by a medical condition or other disability that would counter-indicate his/her admission, and that appropriate provision has been made for the youth's programming while in the JCI. While in the JCI, the youth may participate in the institution's education programs and/or work on homework brought from his/her prior placement.

Staffing and Other Program Resources

The security unit beds used for these purposes are among the most intensely-staffed in the JCIs. Higher staffing levels are needed due to the volatile nature of their population and the relatively short time that JCI staff have to assess the risk factors posed by short-stay youth. Teaching staff also are assigned to deliver and monitor youth education services.

B. Security and Safety

Introduction

The JCIs are responsible for protecting public safety by controlling the movement and behavior of the most serious juvenile offenders. This mandate separates JCIs from private residential facilities and group homes. The most obvious manifestation of the commitment to public safety is the secured perimeter. Unlike adult institutions, JCIs do not have towers or firearms to protect their perimeter and the public beyond it. The dual task of maintaining public safety while providing programming to youth who are serious offenders, without an armed perimeter, necessitates a strong security infrastructure.

1. Gatehouse/Control

Youth Counselor (YC) positions are responsible for coordinating and reporting all population counts several times a day. Internal and external movement of youth is coordinated and recorded in an internal electronic database, WITS-JJIS. All entry and exit of people and vehicles is monitored and controlled through the physical plant designs. Gatehouse and Control YC staff are responsible for the interception of contraband items from entry to the facilities. YCs are responsible for direct public contact with visitors as well as substantial security-related

[20] Section 938.224, *Wis. Stats.*, permits a county to contract with DOC for juvenile detention services in a JCI when there is no county-operated secure detention facility within 40 miles of the county seat or if no detention bed is available within that area; and if a JCI bed is available.

[21] Placement of a youth in a JCI for up to 10 days as a consequence of violating the youth's terms of placement in a Type 2 RCC under s. 938.34 (4d), *Wis. Stats.*, is permitted by s. 938.357 (4)(b)2. when the county and facility request DOC to provide this service.

contacts with conveyance personnel. Training is provided on site, specific to individual practice, design and equipment of the facilities. The communications systems at all DJC facilities are monitored and controlled in the gatehouse/control area. Communication and Control personnel are responsible for monitoring all electronic detection systems (radio, body alarm, and fire detection) and dispatching first responders.

2. Security Units

Security in JCIs is a function both of staff and of physical plant and equipment resources. Each JCI has one or more units or cottages devoted to security, in which a youth's movement, communication, and behavior may be controlled to a greater degree than in general living units. Administrative code[22] governs the circumstances under which youth may be placed in a security program and provides for regular review of and eventual release from a security stay.

Security programs provide a short-term intervention for youth who have violated rules of conduct. The intent of each program is to provide a safe, structured and healthy environment that encourages youth to participate appropriately and effectively and to gain motivation toward cooperating in order to eventually return to an open living unit.

Restrictions placed on youth are reviewed daily to assure appropriateness based on the seriousness of the violation(s) and youth's behavior. Programming for youth is individualized based on the youth's ability and needs and promotes consistent behavioral expectations and accountability. Youth are expected to complete daily goal work assignments, participate in physical exercise, perform unit-based jobs as assigned and perform in a positive manner in the in-house academic program. The programs work with youth to develop productive coping, crisis and anger management skills in order to be more motivated, cooperative and involved in treatment programming.

Approximately 15% bed space of the total population is maintained to account for those youth who need to be held in a security program. These youth are typically the most disruptive, needy and disturbed. They therefore require the most staff resources.

Staff must be trained in Principles of Subject Control (POSC) on an annual basis. They must also annually be trained on counseling skills, self-harm/suicide, first aid/CPR and medical issues (medication distribution, infection control, blood borne pathogens, etc.).

Southern Oaks Girls School offers a system of discipline that utilizes confinement options; however, other programs have also been developed based on rewards and strength-based initiatives. A variety of approaches to correct inappropriate behavior and gain compliance have been implemented throughout the facility.

3. Trip Units

Each day, some JCI youth require secure transportation off-grounds, whether due to a need for medical treatment, a court appearance, transfer between programs/facilities, or another reason. Trips are done using caged vehicles, and normally with two staff for escort.

[22] Ch. DOC 373, *Wis. Adm. Code*

Depending on circumstances, staff in the trip unit may be required to be away from the institution for one or more days; for example, to provide surveillance of a youth during an inpatient hospital stay. Youth Counselors staff the trip units.

4. Patrol and Emergency Response

At least one shift supervisor is scheduled at the institution 24 hours/day, 7 days/week. The shift supervisor's office supervises the patrol staff, Communications Center, trip unit, utility youth counselors, and the 11-7 shift youth counselors. During non-standard working hours, the shift supervisor functions as the primary supervisor on-duty within the institution. They also insure that the institution is staffed properly while providing on-site supervision of major disciplines and incidents requiring physical intervention. They are critical to maintaining a safe and secure institution.

Patrol YCs maintain perimeter and internal security. Working with the shift supervisor's office and Communication Center, the YCs are first responders to all disturbances inside the perimeter. YC patrol staff are trained to respond to all emergency situations. They also assist in day-to-day operations: for example, escorting youth not able to move from one building to another on their own; food, medication and meal delivery; escorting visitors; conducting searches and checking vehicles. At least two patrol staff are needed on every shift, every day for the male institutions. Additional patrol staff are required for institution-wide events and during the days when school is in session.

Each JCI has a specially trained group of staff who are capable of responding to any emergency (i.e. Emergency Response Unit/ERU or Strategic Response Team/SRT). The ERU/SRT is trained by and works directly with the shift supervisors office, who together function within the federally-prescribed Incident Management System.

5. Due Process/Disciplinary System

Need for Service

Institution youth accountability is addressed by use of a due process system as outlined in Ch. DOC 373, Wis. Adm. Code. The rule outlines the conduct expectations for JCI youth, which are designed to maintain safety and order for all within the institution. It also defines major and minor rules violations and the consequences that may be imposed, as well as the procedures that are used to assure youth accountability while maintaining due process rights.

How Service is Delivered

Staff who observe minor rule infractions may counsel and advise a youth of the inappropriate action. A pre-described level of discipline may be imposed by staff with supervisory approval. Sanctions for this type of behavior result in loss of privilege, or limited hours of confinement in room. Youth are able to exercise appeal rights to this discipline in most cases. For serious rule infractions or aggressive behavior, a conduct report may be issued. Supervisory staff has the option after review and notification to confine the youth to his room or place in a more secure housing environment until an investigation is complete or internal discipline charges are administered.

Youth appear before an institution staff member designated to be a hearing officer. Youth may elect to hold the hearing informally or to be afforded the right of full due process including staff advocates and the ability call witnesses. Sanctions imposed for more serious violations may include separation from the general population for a period of time depending on the seriousness or frequency of the behavior (described in 2., above). This system, while labor intensive, assures maintaining order in a correctional facility while upholding the due process rights of the youth.

C. Other Services

1. Health Services: Medical, Dental, Nursing

Need for Service

By law,[23] state-supervised youth must have access to necessary preventive and remedial health care, together with specialized health services such as psychiatric care. Specific services also include medication management, prenatal care, postoperative care, and management of chronic health conditions such as asthma and diabetes. The JCI health services unit (HSU) unites the professional disciplines of nursing, medicine, psychiatry and dentistry to provide healthcare services comparable to those obtained in the community.

HSU staff work with public health agencies and other health care providers throughout the state to share information, ensure continuity of care, provide prevention and screening programs (immunizations, TB screening and STD testing) and prevent the spread of disease.

How Services are Delivered

Nursing Services

Nursing responsibilities include initial admission screening and exam, physical assessments, emergency care, laboratory services, management of prescription medication, screening for sexually transmitted diseases, immunization clinics, monitoring chronic conditions, health education and the upkeep of medical records.

Adolescents admitted to a JCI have many health problems as compared with their non-incarcerated peers. A JCI youth is much more likely than the average youth to have lived in poverty and have had an unstable home situation. Such youth tend to be more at risk of engaging in harmful behaviors and poor health practices. The JCI health services staff design and carry out practices and programs to address the unique health circumstances of JCI youth, including:

Sexual health risks
Prior to correctional placement, a very high percentage of JCI youth were sexually active, had multiple partners, and did not routinely use any birth control. Not surprisingly, upon admission some test positive for sexually transmitted diseases (STDs). For example, of the 65 youth tested for STDs at Southern Oaks in 2005, 8% tested positive for Chlamydia and 5% tested positive for gonorrhea. Health services provide over 300 voluntary HIV and STD tests per year, along with pre- and post-counseling and information.

Pre-existing conditions

[23] s. 301.03 (10) (f), *Wis. Stats.*

Pre-existing health problems stemming from trauma are common, and include gunshot wounds, major orthopedic problems, epilepsy, visual deficits, and hearing impairment. In 2005, SOGS had six pregnant youth. JCI youth experience chronic diseases such as asthma, diabetes, hypertension, obesity, eating disorders, and kidney disease. Poor nutrition and poor oral hygiene are common. Nurses help youth to manage their pre-existing conditions and learn self-care skills.

Teaching about health
Immature stages of cognitive and physical development combined with limited education are obstacles to the adolescent's understanding of his/her health behaviors and consequences. JCI health professionals must provide repetitive, detailed explanations and treatment supervision to ensure youth comply with treatment.

Prevention and screening
The congregate environment of a JCI produces a need for health care that is not normally encountered in the community. Youth must be screened and treated to prevent diseases that would spread if undetected. DJC HSU staff administer over 800 TB skin tests and provide more than 400 immunizations annually. The stress produced by living in a correctional environment fosters many psychosomatic complaints and ineffective coping. Youth make over 650 health visit requests every month in DJC institutions.

Obtaining information
JCI youth give incomplete accounts of previous treatment and do not remember where they were treated or who provided care. Parents frequently do not respond to requests for health histories. Thus, obtaining information necessary to provide basic continuity of care is difficult and labor-intensive.

Release planning
Health services staff must assist in discharge planning for youth with acute or chronic health conditions who are scheduled for transfer or release to the community, in order to assure that ongoing needs for medical services, medication and case management will be addressed. A health summary accompanies the youth when he/she leaves. This includes any significant medical issues, medications the youth is going home on, and work ups that need to be completed post transfer/discharge. For youth leaving DJC institutions, medications must be re-packaged in childproof containers.

Medical/Psychiatric Services

On-site medical and psychiatric services are provided by agreements with local physicians. Services include physical examinations, monitoring of chronic conditions or psychotropic medication, acute illness, and emergency care. Local healthcare facilities are utilized for emergency services. Consultation with local or University of Wisconsin specialists is available if appropriate.

Mental health medical management
JCI youth have a high prevalence of mental health disorders including increased risk for suicide and self-harm. Coordinating treatment efforts including screening, diagnosis, parental consents, psychiatrist appointments (over 225 per month in DJC institutions), and medication management is complicated and labor intensive for health services staff.

Dental Services

Dental care is provided to youth by a dentist, dental hygienist and dental assistant. Services include dental examinations, routine dental hygiene and fillings,

extractions and root canals. Lack of preventive care creates extensive dental health problems for many youth placed in JCIs, leading to needs for both treatment of current problems and education on self-care for the future.

Staffing and Other Program Resources

Youth in JCIs must have access to health care 24 hours per day, seven days per week. Basic services provided on-site include emergency care, daily sick call, treatment and diagnostic services, intake assessments, medication management, medical and dental record management, and appointments with physicians, psychiatrists, and outside specialists. DJC HSUs provide service 365 days per year including weekends and holidays. Coverage ranges from 12 to 16 hours per day during the week and 8 to 10 hours on weekends. When not actually on site, nursing staff are required to be on-call. Physician and psychiatric services are contracted or LTE to fit the needs of the individual institution. Dental services are half-time at the male institutions with the female population receiving services off-site at Ellsworth Correctional Center. Critical support services are provided by a fulltime Medical Program Associate. Oversight of the unit and programs are provided by a fulltime HSU manager.

2. Recreation and WIAA

Need for Services

The purpose of JCI physical education programming is to promote life long learning and the health and wellness of incarcerated youth. Physical exercise is offered through classes led by state-licensed teachers, through after-school activities, WIAA athletic competition, and through recreational services at all JCIs.

How Services are Delivered

All corrections youth who are not in security are eligible for participation in after school or recreation activities. Approximately 85 to 90% are appropriate for participation with about 15% housed in security at any one time. At SOGS, for example, 116 students participated in physical education and outdoor recreation throughout 2005. At EAS and LHS, the numbers of participation for physical education, recreation and athletic competition can be estimated in the 400's per institution.

Wisconsin Interscholastic Athletic Association (WIAA)

EAS youth participate competitively in the Indian Trails conference in basketball, baseball, and soccer. Interest in sports activity among youth is high, with over 100 students trying out at the start of baseball, soccer and basketball seasons. Throughout the season, youth participation decreases due to releases or transfers, youth electing to leave the sport, or because of treatment or program obligations.

LHS participated competitively in WIAA basketball for a number of years. This was discontinued when no qualified coaches were available to coach the team. Although SOGS was accepted into the Indian Trails Athletic Conference in 1998, involvement in WIAA sports has not occurred to date due to ongoing delays in the design and construction of the multipurpose building.

Recreation Activities

At LHS, each cottage is scheduled for recreation twice a week. LHS conducts

activities outside during the spring, summer and early fall, and provide use of the gym during late fall and winter. Intramural competition between living units takes place periodically throughout the year. Each year, an "Olympic Games" is held. This is a weeklong event where all youth participate in a variety of competitions from softball and basketball, track and field, to artwork, speech, and chess.

At EAS, cottages are also scheduled throughout the week to use indoor facilities, and have scheduled times on the weekends. At EAS, cottage youth assist with maintaining the gym floor following use. The Boys and Girls Clubs of Greater Milwaukee established a clubhouse on the grounds of EAS in June 2004 that provides a variety of educational and recreational programs for youth.

Southern Oaks outdoor recreation activities are facilitated by YCs or education staff. The SOGS ropes/challenge course provides students with opportunities to experiment with creative problem-solving strategies within a cooperative, cohesive, positive risk-taking environment. LHS utilizes their high ropes facility and low elements course seven to nine months out of the year.

Southern Oaks' physical education instructor and SPRITE personnel co-facilitate "Outback" programming during annual spring, summer, and fall sessions. Eight to ten youth who would not be eligible for off-grounds experiential education, spend four full days camping within the institution's secure perimeter. Selected students actively participate in camp set-up and maintenance within Southern Oaks' outback area, team-building, ropes and challenge course initiatives, and learning community activities. Twenty-seven students participated in Outback events throughout 2005.

Staffing and Other Program Resources

Each of the three JCIs employs a DPI licensed physical education teacher. LHS also supplements the program with a recreation leader. At EAS, coaching is offered by DPI licensed teaching staff for baseball, basketball and soccer. Additionally, teachers serve as timekeepers, scorekeepers and a YC assigned to the school accompanies teams for all off ground competitions.

Ropes and challenge course facilitators must be fully certified by an Association for Challenge Course Technology (ACCT) accredited organization. This generally consists of forty-hour initial certification session and a four-hour annual refresher course, provided by a certified vendor. Two fully certified facilitators must be present during the use of high ropes course elements for set-up, belay support, and spotting of participants.

In addition to maintaining appropriate recreation facilities and approved ropes/challenge courses, a wide variety of athletic equipment is utilized in daily physical education and recreation programming. All three JCIs maintain an inventory of basic equipment including baseball, basketball, and dodge ball equipment. At LHS, weights are provided. At SOGS, equipment includes flag football flags, aerobics tapes, and yoga, volleyball and badminton equipment. At EAS, WIAA involvement requires uniforms. Camping equipment is necessary for the Outback events at SOGS.

3. Culturally-Specific Programs

Need for Program

Cultural awareness and use in programming of culturally-specific materials can be useful in reaching the culturally-diverse group of youth committed to JCIs by the courts. On any given day, almost 2/3 of youth in the JCIs are from racial and ethnic minorities. These youth may be alienated not only from the majority culture but also from the strengths and traditions of their own heritage. Culturally-specific programs attempt to reach out to such youth and provide opportunities for all youth to be exposed to diverse cultures and ethnic customs.

How Program is Delivered

Each JCI has its own culturally-specific programs as well as sharing similar efforts, e.g. Black History Month. At LHS, the Indian Tribes of Wisconsin (ITW) program is offered by contract with Great Lakes Inter-Tribal Council. The ITW social worker provides a variety of services mostly for Native American youth regarding cultural issues and spirituality. He facilitates culturally-grounded events such as sweat lodges and pow-wows to help youth accept responsibility for their offenses and rebuild harmonious relationships. Individual counseling and various groups are offered to all interested youth. The social worker does outreach on the reservations to help build successful transition when Native youth leave the institution.

At SOGS, the social studies curriculum incorporates themes of diversity and tolerance on a daily basis, including literature and multimedia drawn from all cultures and backgrounds. Achievements and issues surrounding the various ethnic groups in the United States are studied as part of weekly lessons and units in U.S. history classes. Students are encouraged to share their own cultural backgrounds and how they relate to the themes and units within Social Studies.

This multicultural approach to instruction is enhanced by events and activities facilitated by teachers and social workers. Such activities include: an annual Ethnic Festival celebrating the customs, foods, and performing arts of the diversity of cultures reflected within the institutional population; distance learning lab access to culturally diverse sites and performances, e.g. African drumming via the Milwaukee Public Museum; in conjunction with UW-Parkside, facilitation of Diversity Circles to promote student-centered democratic dialogue to dispel stereotypes and improve race relations; and partnerships with the YWCA of Greater Milwaukee in teaching traditional African dance.

Staffing and Other Program Resources

Other than the ITW social worker at LHS, culturally-specific activities are carried out as part of the duties of general JCI staff including teachers, social workers and youth counselors.

4. Religious Worship

Need for Service

Administrative code [s. DOC 379.11] as well as humane, effective correctional administration practices require that JCIs facilitate religious expression and ministry for youth who wish to participate.

How Services are Delivered

All three juvenile institutions offer opportunities to address spiritual concerns. EAS and LHS each have a full time Chaplain in their regular staffing patterns. SOGS contracts for spiritual services. On a voluntary basis, all three facilities offer regular weekly worship services, individual programs for beliefs with special requisites, Bible study, recognition of religious holidays, and individual religious counseling as needed in the areas of grief and bereavement. Each youth is offered a Bible. All three institutions utilize volunteers to provide a variety of programs to the youth.

SOGS provides at least four spiritual concerts annually, two weekend retreats, plays, and a weekly mentor for each girl who wishes through Maranatha Bible College and New Tribes Bible College. The Bill Glass "Champions of Life" program visits annually.

LHS regularly schedules community speakers and welcomes traveling youth groups who perform and provide testimonies for youth wishing to participate. LHS also has a youth choir who perform at Chapel Services and during other religious holidays.

EAS celebrates many holidays for a variety of faiths. Special speakers are brought to EAS to provide these services and to educate other youth that are interested in learning more about other faiths. EAS has a youth choir group that performs at Chapel Services and visits nursing homes during the holiday season.

5. Volunteer Services

Need for Service

Volunteers connect the community to the institutions, bringing extra time and attention for youth who need it most. By welcoming volunteers, the JCIs improve community understanding of the facilities' mission and operations. Youth benefit from the involvement of caring people and the resources they bring to literacy, life skills, recreation, arts and spirituality.

How Services are Delivered

One important source of long-term volunteers for the JCIs is the federal Foster Grandparent Program. LHS has between 18 and 24 foster grandparent volunteers each year, while EAS has about 10 and SOGS has several. Volunteers are often long-term, with some being 20- to 30-year veterans of the program. They tutor youth in reading, provide one-on-one and small-group social activities, and offer a friendly, caring presence. Other long- and short-term volunteers work with youth on financial management, career exploration, art and literary projects, and numerous other activities.

Staffing and Other Resources

Persons involved in the Foster Grandparent Program are eligible for payment of a federal stipend administered

by DHFS. The LHS Foster Grandparent coordinator position is also reimbursed by federal grant funds, while the EAS position is funded by the facility's Program Revenue budget. Staff throughout the JCIs help to recruit, screen, train, assist and monitor volunteers.

6. Complaint Investigation

Need for Service

Administrative code [Ch. DOC 380, Wis. Adm. Code] requires that complaints from youth in a JCI are investigated thoroughly and decided fairly. It affords youth the opportunity to raise questions about correctional polices that directly affect them; encourages communication between youth and staff;, corrects errors in correctional policy through the exchange of ideas; allows youth who believe they have been treated unfairly to challenge staff decisions, processes or policy;, and reduces frustration among youth about conditions at the JCIs in which they reside.

How Service is Delivered

Under Ch. DOC 380, *Wis. Adm. Code*, youth in JCIs have the right to file complaints regarding certain types of incidents and decisions that personally affect them. Youth may file complaints regarding institution programs, application of rules and division policies, living conditions, procedure used by a hearing officer under Ch. DOC 373, suspension of mail and visiting privileges, and matters related to alleged breach of confidentiality, retaliation or abuse. In 2005, youth in DJC JCIs filed 204 complaints, of which 142 were resolved informally, 60 resolved formally, and two terminated due to the youth being released from the facility.

The JCIs provide Ch. DOC 380 and give an oral explanation of the complaint procedure to youth as part of the orientation that occurs in Reception. All youth receive the Youth Institution Handbook that includes a simple description of the complaint process.

JCI Superintendents designate the complaint mediators. In most cases, supervisory staff are assigned as complaint mediators and receive training on complaint procedures and mediation skills. Additional staff members are trained to assist youth through the complaint process if necessary.

The complaint mediators receive, investigate, mediate and process the complaints. Youth may submit complaints to the JCI Superintendent without discussing the complaint with a staff member or complaint mediator. The JCI Superintendent's decision on youth complaints may be appealed to the DJC Administrator for final disposition.

7. Visiting

Need for Service

Maintaining contact between youth and their families is an important aspect of youth rehabilitation as well as successful reintegration of youth back into the community. Families are vital in encouraging youth to participate in programming and keeping them from feeling isolated.

How Service is Delivered

YCs organize and monitor all youth personal visits, which are scheduled on weekends and evenings in addition to

weekday hours to encourage family participation and availability. Social Service and Treatment staff people encourage family contacts on a regular basis. Counselors maintain the security system that controls against introduction of contraband, and control and monitor all movement to and from the visiting center. Typically, two staff persons monitor the visiting area.

D. Support and Operations

Introduction

Under the general supervision of the Management Services Director, and at SOGS the Financial Program Supervisor, the Management Services Department includes the Business Office, which processes and monitors all financial transactions; the Storeroom, which receives, stores and delivers all food and supplies used by the institution; Food Services, which prepares meals daily for youth and staff; and the Maintenance Department, which cares for the institution's grounds, operates the water supply, sewage treatment and power generating plants, performs light construction and makes routine repairs to the facility and its equipment including information technology. The Management Services Department provides support services to all staff and students by responsibly monitoring institution resources. An effective department operation assists each employee to access the resources needed to perform their job tasks. Ultimately, this ensures a safe, secure and healthy environment for all institution staff, youth and visitors.

1. Administration, Human Relations, Fiscal Management

Superintendents are accountable for all institution treatment and education programs; structure for all activities including spirituality and leisure time; health and safety for youth, staff, and volunteers; physical facility operations; community and public relations; and security of the JCIs. Their responsibilities include policy and program development, implementation, and evaluation; fiscal operations; and labor relations. Department heads and security supervisors report to the Superintendents. Coordination of institution-wide initiatives, such as disaster plans, county and family involvement, effective re-entry, and media relations, are all within the administrative duties of the Superintendents.

Financial Supervisors administer and monitor institution budgets; maintain data; perform audits; identify, enforce and create policy; and hold institution staff and providers accountable. Supplies, equipment, receipts, disbursements, audits, reconciliations, bids, youth accounts, restitution, canteen operations, grant management, invoices and capital requests are within their scope and responsibilities. Also, fiscal services is responsible to manage all building and grounds operations, vehicles, maintenance, and housekeeping.

Human Resources manages personnel issues including recruitment, retention, complaints, policies and procedures, personnel transactions, position classifications, grievances, discipline, performance planning and development, employment relations, equal employment opportunity compliance, reasonable accommodations, and the Americans with Disabilities Act. Payroll and benefits staff

manage pay records, fringe benefit information and enrollment, automated time reporting, wage and benefit portions of union agreements, and Employee Assistance.

2. Food Service

Each of the male JCIs operates a food service department that together prepare over 700,000 meals annually. At SOGS, food service is contracted out to Robert E. Ellsworth Correctional Center (REECC). Both of the male JCIs have a Food Service Manager to oversee the operations. Meals are prepared by six to seven Correctional Food Service Leaders who work rotating shifts. Meals are produced 7 days a week, 365 days a year. The average cost of a meal at a boys institution is about $1.00.

Operating a food service of this size, while continuing to provide consistently nutritious meals, requires coordination within the institution. This includes but is not limited to ordering the right amounts from available food vendors at the right time, receiving and storing a large volume of food and ensuring inventory is on hand. Additionally, menus must be developed, analyzed, and compared to national dietary standards, accurate records kept and food management software utilized. Food Service employees must be trained in correct food safety and sanitation procedures and medical diets; and food safety and sanitation audits are conducted regularly. At SOGS, YC staff are trained to deliver and serve the food, and appropriately document equipment and food safety data.

Each of the JCIs participate in the National School Breakfast, Lunch and Snack Program. They must meet certain Federal requirements in order to access surplus commodities and be eligible for funds. Those funds, amounting to about $900,000 in 2005, are returned to the General Fund once received by the State. The requirements put on the JCIs in order to qualify youth are rigorous and require significant staff time.

3. Maintenance, Buildings and Grounds

Due to the unique characteristics of each JCI, a "one size fits all" approach to maintenance is not practical. Each facility requires ongoing maintaining and repair of (1) external buildings, (2) interior systems, (3) roads and grounds, (4) utility and central systems and (5) process treatment and environmental systems. Each maintenance category contains repair, preventive maintenance, materials, direct labor and contract costs.

External building maintenance includes roof, skin (siding, masonry, sash, glazing, external doors), exterior signage, and communication towers.

Interior systems maintenance includes electrical systems (primary and secondary systems, fire alarms, emergency electrical systems, UPS, lighting systems, egress signage, master clocks, security and card access systems), mechanical systems (HVAC, chillers, boilers, plumbing, extinguishing systems, refrigeration and non process related pumps), building and general maintenance (interior walls, doors, ceilings, partitions and interior finishes), and interior signage.

Roads and grounds maintenance includes roadways, sidewalks, parking lots (paving repairs, sealing, striping, parking, roadway lighting), landscaping (planting, snow removal, de-icing), parking structures

(surface repairs, sealing, striping, lighting and drainage systems), storm sewers (catch basins, manholes, sub-surface drainage systems), underground fire systems and hydrants, and perimeter fencing

Utility/central system maintenance includes all electrical and mechanical operations.

Process treatment and environmental maintenance includes process cooling water systems, process gas systems, waste water systems, water treatment plants, incinerator operation, solid waste management system, and power generation systems.

Given the number of buildings and the size of the male JCIs, a Building and Grounds Superintendent is essential in maintaining the physical plant. At Southern Oaks, the physical plant and the following duties are managed by the Financial Program Supervisor. In addition to supervisory responsibilities for personnel, other duties of these managers include:

- Construction project management
- Regulatory compliance for water/wastewater operations, power plant operations, and hazardous material storage and handling
- Health and safety programs
- Small project administration
- Preparing reports for WI Department of Administration
- Preventive maintenance programs
- Procurement

Despite the differences between the institutions, there are certain positions that are necessary for operations. These "core" maintenance positions (which may be filled by institution employees or by purchasing outside services) are primarily responsible for the maintenance of the mechanical systems and facility infrastructure. These positions include maintenance mechanics, facility repair workers, plumber, steamfitters, locksmiths, groundskeepers, utility plant operators, and automotive technicians.

All three JCIs have established youth work crews to supplement grounds maintenance and custodial duties in addition to working in the other departments such as Food Service. The experience of applying for work assignments, learning the job skills and caring out the directives, allows youth to gain life skills and supplement the activities of maintenance and other departments.

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4. Vehicles

DJC institutions own twenty-nine and lease fourteen vehicles including caged and non-caged vehicles. Caged vehicles are used for transportation of youth to outside medical and dental care, community service, inter- scholastic athletic competition and court appearances. Non-caged vehicles are used for food delivery, staff training and/or meetings, perimeter checks, grounds work, maintenance needs and vanpool.

DJC has downsized its fleet per the Governor's vehicle reduction directive; however, vehicle mileage thresholds are difficult to meet due to the location and specialized nature of the work. Perimeter checks that circle around the facility, snowplowing, maintenance, food delivery and other transportation activities are all managed on the JCI campus and therefore accumulate minimal mileage. Many of the

vehicles utilized have specific functions; for example, a food truck could not be utilized for a youth transport. Likewise, a caged transport vehicle could not be used for snowplowing. The remaining vehicles are required to maintain safety and security while meeting transport and infrastructure needs.

Staff and Other Resources

Institution Staff (primarily YCs) provide security and transportation for all youth required to leave the institutions as well as food deliveries and perimeter checks. Buildings and Grounds staff provide grounds work including snowplowing, maintenance needs and emergencies. Auto technicians are used at LHS and EAS to maintain the DJC owned vehicles.

All YC staff are required to possess a valid driver's license in order to meet the minimal Wisconsin driving standards. Other specialized training may be required, including defensive driving, food truck procedures, and commercial driver's license. Each institution must have reasonable and appropriate resources to maintain and provide emergency repairs for their vehicles, as well as paying fuel and other charges.

V. Costs to Operate Secure Juvenile Correctional Institutions

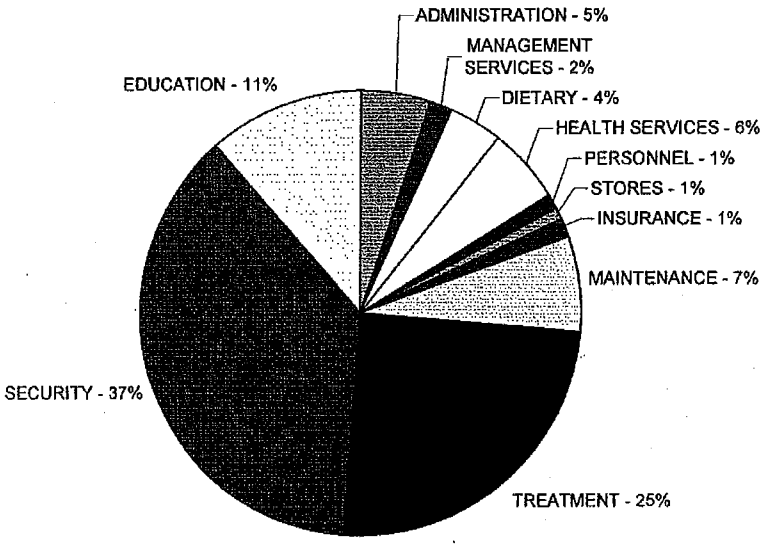
As the previous section suggests, operating the state juvenile correctional institutions means providing a range of intensive, individualized services to deter future offending; complying with state and federal education mandates; and assuring the safety of youth, staff and the community 24/7. This section describes the cost implications in more detail, both overall and in terms of specific programs. Recent initiatives to deal with budget shortfalls are also described. Costs are analyzed in terms of the ways in which inherent and environmental factors affect the daily rates charged for juvenile correctional services. The section ends with a discussion of fixed and variable institution costs.

A. Allocation of Program Revenue to Institution Costs

Each juvenile correctional institution has its own approach to organizing and paying for the services it provides and its overall operations. Thus, combining the facilities' Program Revenue budgets and analyzing them by responsibility area represents an average allocation of resources that does not exactly reflect any one facility's budget. These are the numbers in Figure 1.

Figure 1

Institution Program Revenue Expenses for SFY 2005



The largest single category of Program Revenue budget is Security, which includes the Youth Counselors who work on living units as well as those who staff

the gatehouse, patrol and other functions described in Security and Safety programs on pages 35 to 38. Social workers, psychologists and other similar professionals are included in the Treatment category, as is the Program Revenue that is transferred to DHFS to offset the costs of operating MJTC[24]. The teachers, administrators and support staff costs are the bulk of the Education category. The total Education budget includes $916,100 in grant funding under Title I and other programs administered by the Department of Public Instruction, which is not included in the Figure. The grant funding represents about 15% of the total Education budget. In addition to staff costs, Maintenance includes fuel and utilities along with building and grounds upkeep and fleet. In total, administrative and management services (including Central Office positions funded by the rate) are less than 10% of the program revenue budget.

[24] s. 46.057 (2), *Wis. Stats.*

B. Variation Among Facilities and Programs

1. Combined Daily Rate

DJC's policy since the inception of Youth Aids has been to charge a combined average daily rate for each type of correctional service, to assure that placement decisions are based on security and treatment considerations, rather than on price of the placement or service itself, and for administrative simplicity in rate-setting and billing. That policy has masked variation in cost of component programs, particularly as smaller, specialized programs were added.

To illustrate the inter-facility variation, we calculated the average daily cost of each juvenile correctional facility and program for state fiscal years 2003-2005 (Table 4).[25] The daily cost per ADP was calculated by determining the sum of costs attributed to the facility or program, and dividing by the actual ADP for that year. The figures for MJTC include both the program revenue transferred from DJC and the GPR supplement provided by the Legislature, but do not include the shared costs paid within the overall budget of Mendota Mental Health Institute (for example, food, laundry, utilities and administration).

[25] Source: Division of Juvenile Corrections management data; analysis by Barry Jensen, 5-1-06

Table 4
Cost per Day per ADP

Facility/Program	FY 03	FY 04	FY 05	FY 06
Ethan Allen	$145.37	$162.11	$167.29	$199.01
Lincoln Hills	$153.04	$163.04	$164.96	$203.71
Southern Oaks	$243.05	$248.09	$256.27	$466.70
MJTC (partial cost)	$275.66	$326.55	$333.95	$354.31
SPRITE	$154.03	$163.87	$164.32	$200.26
Statutory rate	$172.51	$183.00	$187.00	$203.00
Statutory CCI/RCC	$226.00	$225.00	$239.00	$234.00

Variation in the individual institutions' budgets may be attributed to numerous factors. See section C, below, for discussion of environmental and intrinsic factors that contribute to different per-facility costs. Other program- and facility-specific variations include the following:

2. Specialized Services for Girls

As can be seen in Table 4, the daily costs of operating a separate facility for seriously delinquent girls are higher than for the large boys' facilities. Historically, girls have represented about 10% of Wisconsin's juvenile correctional population. This lower number of girls is partly due to the lower rate at which they commit serious offenses[26]. Because of their often-extensive treatment needs (for example, family therapy and physical and/or sexual abuse counseling), girls have a higher likelihood of being placed by courts in residential treatment facilities, compared to delinquent boys committing similar offenses. For these reasons, a state is likely to need more correctional beds for delinquent boys than for delinquent girls, leading to a smaller girls' facility that is more costly to operate on a per-youth basis.[27]

Despite its smaller size, Southern Oaks must provide intensive services for girls who have a wide range of security- and treatment-related needs. Research suggests that gender-specific programs are more effective in treating both adult and juvenile offenders. For example, the Federal Bureau of Prisons has defined that programs and services (e.g. work, education, recreation, rehabilitation, and psychological) for female and male offenders are most effective if based on the different characteristics and needs of the two populations.[28] According to a 1998 National Institute of Justice report, many needs of incarcerated females are different from those of incarcerated males and require management approaches and programming tailored to their special characteristics and situations.[29] A recent

[26] For example, in CY 2003, WI law enforcement agencies reported 6,964 arrests of girls for index offenses, which was 35% of the total reported arrests of juveniles for these offenses.

[27] Smaller facilities cannot achieve the economies of scale that larger facilities have; see discussion below.

[28] GAO/GGD-00-22 Managing Female Inmate Populations: Women in Prison, Issues and Challenges Confronting the U.S. Correctional Systems. Washington, D.C.: General Accounting Office; December 1999.

[29] National Institute of Justice Research in Brief - - Women Offenders, Programming Needs and

compilation of "best practices" in juvenile corrections cited were gender-specific programs and services based on a recognition that girls develop differently than boys; specialized facilities and programs; staff with specialization in sexual abuse, self-harm, self-esteem, and self-efficacy; and continuous staff training on issues pertaining to females.[30]

When it established Southern Oaks Girls School in 1994, the Legislature intended to provide the benefits of gender-specific services as well as address the serious problems with security breaches and harassment of female students that had occurred when the girls were housed at Lincoln Hills School. The new girls facility was designed to provide an enriched environment for treatment; for example, by staffing first- and second-shift posts on housing units with one YC and one social worker, instead of the two YCs used by the boys facilities to staff their unit posts. The Health Services unit is designed to deliver gender-specific services such as gynecological and obstetric services, treatment of sexually transmitted diseases and depression, and education on human growth and development. Other educational and treatment programs were devised to build on research about girls' styles of learning and self-analysis, which tend to be more cooperative and relationship-based than those of boys.[31] The jump in per-day cost between FY 05 and FY 06 can be attributed in large part to loss of a federal grant that had funded the Southern Oaks intensive mental health unit, and the conversion of those additional staffing costs to program revenue funding. See next section for a description of the SOGS mental health unit.

3. Intensive Mental Health Services for Youth

Boys at Ethan Allen and Lincoln Hills who need specialized treatment for severe emotional disturbance may be transferred to the 29-bed Mendota Juvenile Treatment Center at the Mendota Mental Health Institute (MMHI). The higher per-day costs of MJTC compared to EAS and LHS may be attributed to several factors, including a higher staff-to-youth ratio in direct care positions and in classifications such as psychologists and psychiatrists. The costs are covered by three sources:

Transfer of PR from DJC (salary and fringe)
- $2,271,100 (SFY 06)

Allocation of GPR (salary and fringe)
- $1,379,300 (SFY 06)

Allocation of MMHI operating budget (overhead and admin)
- unknown

As both a mental health hospital and a secured juvenile correctional institution, MJTC provides a unique service for boys whose behavioral and emotional needs cannot be addressed in the standard boys institutions.

In addition to the gender-specific programs for the general population of girls at Southern Oaks, the institution also operates an 11-bed intensive mental health treatment unit (MHU) on site. The goal of

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Promising Approaches. Washington, DC: US Department of Justice, National Institute of Justice; August 1998.

[30] Robinson, MJ. Best Practices in Juvenile Corrections and Detention, 1995-2000. Reno NV: National Council of Juvenile and Family Court Judges; 2001.

[31] For example, see discussion of "separate knowers" and "connected knowers" in Keast S, Learning Styles in Mathematics Classrooms; Victoria, Australia: Monash University,; web-published at http://math.unipa.it/~grim/EKeast6; accessed April 2006.

the MHU is to provide effective treatment to severely emotionally disturbed girls, improve their outcomes and reduce the negative impact of emotional disturbance in such areas as staff assaults and youth self-harming. Although it provides specialized staffing and services of an intensity comparable to MJTC, the Southern Oaks MHU does not receive a GPR subsidy; thus, the additional $400,000 to $500,000 in annual costs of the MHU were added to the daily JCI rate beginning in FY 06. Specialized programs for girls and the in-house provision of intensive mental health treatment combine to raise the per-day cost at SOGS.

4. Comparison to Private Facilities

For comparison, the table also includes the statutory daily reimbursement for residential care centers (formerly "child caring institutions" or "CCIs") operated by private agencies in Wisconsin, which provide similar on-site treatment and education services as are offered in the state JCIs, albeit in a non-secure physical environment.

Appendix 2 contains annual statutory rates for juvenile correctional institutions and residential care centers (RCCs) from 1990 through 2007. The RCC statutory rate is the blended rate that DJC charges to counties when a youth on state aftercare is placed in an RCC. Each RCC has a published daily rate they charge to agencies that place children and youth with them for a specific program offered by the RCC. The statutory rate represents the average rate charged by the RCCs that serve DJC-supervised youth (both higher-cost and lower-cost), which is a subset of all RCCs.

The statutory CCI/RCC rate has been higher than the statutory JCI rate consistently since rates were established in 1980, with the exception of 18 months in 1985-86. Since 1990, the CCI/RCC daily rate has ranged between 102% and 130% of the JCI rate. (See Appendix 2 for annual comparisons.) In addition to the statutory daily rate, counties are charged the state aftercare daily rate when DJC provides community supervision of a youth placed in an RCC after release from a JCI. As is the case with JCI rates, the daily cost to operate a residential care center depends on staffing costs, type and intensity of services, economies of scale, and the continuum of care provided. The daily rate charged to DJC and counties includes the costs incurred by the RCC to provide education services to youth residents.

Note that federal funds can be claimed to reimburse various services provided to youth in RCCs, since they are not locked/secure. Federal Title IV-E funds can be accessed for room and board costs of certain youth from low-income families, and federal Medicaid funds can be claimed for medical and mental health treatment provided by the RCC and/or other professionals. Since 2004, the Department of Health and Family Services has expanded its efforts to claim federal Medicaid dollars for RCC services to certain youth with approved care plans related to medical or mental health needs.

C. Component Costs Within Daily Rates

As noted earlier, daily charges to counties for specific types of correctional services represent an average of the costs of each component institution and program. Component costs in turn are dependent on

intrinsic and environmental factors that may be outside of the control of Division and facility managers. These include:

Size of institution/program
The unit cost of providing any service tends to go down as the number of units of service goes up, until a point of maximum cost-efficiency is reached. Larger facilities and programs can spread fixed costs over a greater number of youth, to achieve economies of scale. Smaller, specialized facilities do not have a population level to achieve these savings. This factor adds to the cost of smaller facilities such as SOGS and MJTC.

Local labor market factors
Staff turnover tends to be higher in urban areas and lower in non-urban areas due to local labor market competition for staff. Lower staff turnover is associated with higher salary and benefit costs while higher turnover means increased costs for overtime, recruitment, and training. Staffing specialized programs, such as mental health and sex offender treatment, costs more because experienced staff are needed to design and deliver services.

Wage adjustments and pay plan
Annual labor agreements and periodic adjustments are important factors, given the high percentage of DJC costs that are staff-related. Different facility staffing patterns may lead to variable fiscal effects of pay plans. No GPR funding is available to offset the higher staff costs resulting from negotiated agreements; therefore, all raises must be absorbed within the daily rate. Between 2001 and 2005, DJC institutions experienced an increase of 10.7% in general wage adjustments; this figure does not include negotiated pay plan increases.

Fringe benefits
The cost of fringe benefits such as health insurance, disability insurance and retirement contributions can add significantly to an organization's staff-related costs. Unbudgeted increases in the costs of group health insurance have affected the JCIs along with fringe benefit hikes that are linked to pay plan changes (e.g. retirement). Overall, fringe benefit costs that were 37.86% of payroll in SFY 2001 expanded to 47.62% of payroll in SFY 05, a hike of over 25%.

Fuel and utilities
Unanticipated increases in the cost of fuel and utilities have added to the Division's difficulty in keeping expenses within budget targets. Annual costs in this area increased by 44% over five years, from $1,030,850 in SFY 2001 to $1,479,700 in SFY 2006. More than half of the increase came in SFY 06 alone, where the JCIs saw fuel and utilities costs go from $1,185,400 in SFY 2005 to $1,479,700 in SFY 2006, a one-year rise of 25%.

D. Categories of Costs: Fixed and Variable

In addressing the question of how to reduce the cost of juvenile correctional services if necessitated by declining populations, it is important to distinguish the various categories of costs that together make up the daily charges to counties. One frequently used way to distinguish among costs is by categorizing them as to cost centers: for example, staff salaries and benefits, contracted services, utilities, equipment, maintenance, food, medical care, and other categories of purchases. Over 80% of DJC's cost of providing state correctional services can be attributed to staff salaries and benefits. This is similar to the proportion of cost attributable to staff for providing adult correctional services. However, analysis of staff costs as a whole, or any other cost

center in its entirety, masks important variations in how costs change in response to variations in youth population.

To provide background for developing recommendations on cost reduction, the section below differentiates DJC's operating costs by whether they are fixed, relatively unaffected by changes in population levels, or variable to some degree depending on the rise and fall of youth population. In the context of variable costs, there is a discussion of appropriate staff-to-youth levels in program operation.

1. Fixed Costs

Fixed costs stay relatively stable despite population fluctuations. For example, as long as DJC operates Lincoln Hills, costs will be incurred for functions such as security, maintenance, administration and utilities. These costs may increase as the number of youth in the facility rises, but would not fall to $0 as long as the facility is open, even if just one youth were in residence. Whether there are 200 or 400 boys at Ethan Allen, snow must be plowed, the power plant operated 24 hours per day, the perimeter patrolled, and cottages staffed at a safe level. It would cost up to twice as much per youth per day to reimburse these fixed costs if there were 200 boys rather than 400 in residence (that is, a $1,000 per day cost would be $5.00 per youth with 200 boys in residence, but only $2.50 per youth with 400 boys in residence). However, the functions are not amenable to significant cuts while the facility is operational.

One example of this can be seen in the fuel and utility costs cited in the previous section. Spread out over an ADP of 882 in the DOC-run JCIs, the $1,030,850 fuel and utilities cost in SFY 01 was about $3.20 per day per youth. Had fuel and utility costs been exactly the same in SFY 06 as they were in SFY 01, the same costs spread out over an ADP of about 568 youth would have been $4.98 per day per youth. However, given the rise in the cost of fuel and utilities, the actual cost per day per youth in SFY 06 was $7.14 ($1,479,700 divided by an ADP of about 568 youth).

A fixed minimum number of line staff positions are needed to keep any living unit open and provide an acceptable degree of safety for youth and staff. Without a minimum number of staff, the living unit cannot be kept open safely, whether for 20 youth or 40. Physical plant operations and maintenance also are determined largely by size of the facility, number and age of buildings, infrastructure needs, and the physical environment, rather than by numbers of youth in residence. In particular, even vacant buildings need to have a minimal amount of maintenance and be kept minimally heated in winter.

2. Variable Costs

DJC's need for treatment, security, education, and other direct service staff varies both with the number of youth placed in a particular institution or program and with the type and intensity of services each youth receives. During the 1990's, in response to changes in number of youth being placed with DJC, institutions had to increase the number of direct care staff positions. Increases in the number of specialized staff have been necessitated because of changes in composition of the youth population being placed with the state, as the less-challenging and more behaviorally stable

youth are being diverted from correctional placement. These youth require intensive supervision and skilled treatment if they are to gain the competence required to live normal, crime-free lives upon release.

Of the variable costs in JCIs, some are directly proportional to changes in number of youth. They fall into three categories: food, health care, and youth-related non-food costs. The Division estimates that the per-youth variable cost is about $4,000 per year.

3. Staffing Ratios

Most variable costs in JCIs may be expressed in terms of ratios that are necessary to provide a particular service, function or program. When number of youth goes down, ratio-driven costs do not decrease until an increment point is passed. This means, for example, that if a 10-to-1 youth-to-staff ratio is the minimum needed to operate a program for JCI youth, 10 staff are needed for every 100 youth in the program. However, if the number of youth drops from 100 to 95, a 5% decrease, 10 staff are still needed to maintain the necessary ratio. Only when the number of youth passes the increment point and goes to 90 or below can one staff position be given up or go unfilled.

An open cottage or unit, as above, requires fixed minimum levels of resources, from YC staff for security and treatment to heat, light and maintenance costs. Those minimum costs are fixed unless the living unit is closed. As the number of youth in a cottage or unit goes down, it becomes less cost-efficient to keep the unit open; however, treatment and security factors are also important to consider. For example, it could be less risky to close a cognitive intervention program unit and move the youth elsewhere, than to close a sex offender unit. However, the potential for interpersonal conflict among youth in a living unit tends to rise sharply as the number living in the unit goes above the optimal size for its configuration and staffing. This conflict can result in more danger to staff as well as to the youth.

E. Cost Reductions: Recent Department Initiatives

As is suggested by the sections above, there are a range of cost-cutting strategies that the Department can employ while still pursuing its statutory requirements to provide public safety, accountability and rehabilitation for delinquent youth. Division-wide, expenses decreased by over 18% between SFY 2001 and SFY 2005:

- SFY 2001 $57,557,505
- SFY 2005 $47,074,021
- Change 01-05 18.21% decrease

Strategies employed in reducing overall expenditures included: adapting to smaller JCI populations by holding staff positions vacant and/or eliminating positions; closing and consolidating programs and functions; and finding ways to reduce the costs of supplies and services. This section describes the Department's efforts to hold the line on costs during the declines in program revenue experienced since 2000.

1. Position Reductions and Vacancies

Between SFY 2000 and SFY 2005, the total number of authorized FTE positions in DJC was cut from 969.59 to 772.12, a decrease of almost 21%. The 05-07

budget act, 2005 WI Act 25, further reduced the number of FTE positions by 159.65, for a total decrease since 2000 of 357.12 FTE positions, or 37% of the 2000 level. That is, **compared to SFY 2000, the Division as a whole has 37% fewer staff positions in SFY 2006.** During the same time, youth ADP dropped 36%, from 933 in SFY 00 to 594 in SFY 06 (see Table 13).

As was the case with the total positions referenced above, **non-represented and management positions funded by the institution daily rate also decreased by a third,** from 125.89 FTE in SFY 00 to 83.05 FTE by the end of SFY 06.

Institutions also attempted to control their costs by not filling positions as they became vacant. **Virtually all vacant positions were eliminated** July 1, 2005, by 2005 WI Act 25; and institutions have continued to hold most vacant positions since July 2005. Where cost-effective, a limited number of YC positions have been filled in order to reduce overtime costs.

The Division's salary expenditure per filled staff position has continued to rise due to the general wage adjustments and market adjustments referenced above. However, **staff salary costs overall have decreased by $5,706,400,** from $31,888,500 in SFY 2000 to $26,182,100 in SFY 2006.

2. Consolidation and Elimination of Programs and Functions

To save money in both fixed and variable cost centers, the Division has continually reduced institution capacity through closure since 2001. All three DJC institutions closed housing units as a way to keep costs from rising. The Division also closed an entire institution, the Youth Leadership Training Center (YLTC) and reduced its payments to DHFS for MJTC, leading to bed closures there. Loss of staff positions and other resources has also led the JCIs to modify delivery of some programs, realign staff and adjust operations to utilize diminishing resources as efficiently as possible.

By institution, the most notable cost-cutting initiatives are summarized below.

YLTC

In order to reduce costs DJC closed its juvenile boot camp (Youth Leadership Training Center) in March 2002. The closure eliminated 46 FTE (included in figure above) and $2,540,000 in PR-funded operating budget, along with resources for up to 48 youth.

MJTC

To respond to decreased populations in the boys facilities, the Governor's partial veto of 2001 WI Act 16 permitted the Division to reduce its Program Revenue transfer to the DHFS by about $1.1 million annually, starting in SFY 2002. This led to the closure of one unit (14 beds) at MJTC, cutting the bed capacity from 43 to 29.

LHS

Since 2001, Lincoln Hills closed three cottages and a dorm, for a total of four closed units, and currently operates nine buildings for housing and security.

EAS

Since 2001, Ethan Allen closed three cottages and a dorm, and also operates

nine buildings for housing and security at this time.

SOGS

In July 2002, Southern Oaks closed its on-grounds transitional group home that had served 6 to 8 girls under contract with a private agency since November 1994. SOGS also closed the youth housing in its Annex building, consolidating all girls in the Main building, in 2004.

On average, every housing unit closed permitted the elimination of five staff posts covered by eight FTE positions. Closing the housing units did not result in layoffs, as staff continued serving youth in their new locations. However, some efficiencies were realized because the posts no longer had to be covered, and the need for overtime was reduced.

3. Savings in Supplies and Services

The units purchased under the institutions' variable food and non-food budgets were reduced commensurate with the decrease in youth population.

Other DOC initiatives permitted DJC institutions to slow the rate of growth of costs for health care and drugs. Actual health care costs for DJC in SFY 06 are estimated to be 40% of the billed amounts[32], due to a contract with a private company under which bills from health care providers are screened and payments reduced to government agency rates.

The institutions also cut back on their expenditures for supplies, travel and training. On average, each year since 2000 the non-youth-related expenditures for Supplies and Services were 18% below budgeted levels.

[32] As of August 2006, $145,700 had been paid by the contract agency on bills totaling about $430,400 for SFY 06.

VI. Program Outcomes

It is incumbent on the Department to monitor whether its programs for youth result in better public safety and the increased ability of youth to live pro-social, productive lives after release. The JCI schools track the **educational attainment** of youth from initial admission to discharge in order to gauge the effectiveness of the academic programs in readying youth for success in community-based school and work. The Department also measures **correctional recidivism** of youth as a proxy for post-release commission of serious offenses. Youth **attitudinal and behavioral changes** are monitored during and after participation in the Juvenile Cognitive Intervention Program to see if the program makes a difference. The achievements in these three areas are described in this section.

A. Educational Attainment

Youth in JCIs are required to attend school five days per week if they have not earned a high school diploma or equivalent, and participate in individualized educational programs. Credits are awarded in .25 increments with each quarter credit equal to approximately 45 hours of instructional contact time.

Table 5 summarizes the educational milestones attained by students in JCI educational programs in state fiscal years 03-04 and 04-05, the last two years for which full data is available. However, the data on numbers of youth meeting requirements to complete middle school and the number of youth receiving high school diplomas are based on calendar year 2004 and 2005, not fiscal year.

Table 5
Educational Attainment
Fiscal Years 2004 and 2005

	EAS		LHS		SOGS	
	03-04	04-05	03-04	04-05	03-04	04-05
Average daily population	325	321	265	257	70	48
Avg. quarterly student enrollment	289	273	247	242	68	48
Credits earned	906	848	732	833	203	184
HSED completions	73	59	43	42	16	11
High school diplomas (CY)	2	4	4	6	0	0
Middle school advancements (CY)	31	35	27	30	6	9

Table 6 summarizes data reported to the Department of Public Instruction on the progress made by students under the Title I program in SFY 2005. The following section provides some narrative examples and additional information related to data in Table 6.

Table 6
Educational Outcome and Progress Data:
Fiscal Year 2005[33]

	Subject	Total Youth Served[34]	Making Progress[35]	Percent
EAS	Reading	433	359	82.91%
	Mathematics	471	412	87.47%
	Writing	234	184	78.63%
LHS	Reading	355	263	74.08%
	Mathematics	390	269	68.97%
	Writing	247	87	35.22%
SOGS	Reading	97	77	79.38%
	Mathematics	97	82	84.54%
	Writing	97	97	100.00%

[33] Source: Title I-D Subpart 1, Evaluation Summary, 2004-2005 school year
[34] Defined as all students under the age of 21 without a diploma who received more than 30 days of Title I services in the year.
[35] "Making progress" is defined as an improvement in grade level as a result of comparison between testing at admission and the most recent test administered.

Educational Outcomes in Fiscal Year 2005: Examples[36]

EAS - Reading: 359 of 433 (82.91%) youth served under Title I services showed improvement in their reading levels based on the WIAT and Gates-MacGinitie reading tests administered during the reception process and subsequently retested approximately every 4 months or until completion of their HSD or HSED.

Youth entering the institution with reading levels above the 4th grade showed good progress while youth with a reading grade level below the 4th grade level continued to struggle.

LHS – Reading/Vocabulary: According to the Gates-MacGinitie Reading Assessment, administered when youth enter the institution, every four to six months during their stay, and upon their release, 74% of students maintained or improved their reading proficiency.

Youth admitted with the lowest reading scores, below 6th grade, receive additional help through the LHS Title I reading program for additional reading instruction, which includes one-on-one tutoring and working through the Fast Forward reading curriculum. Youth planning to work on the HSED may also be referred if their reading level is below 7.5 i.e., the reading level required for admission in the HSED program.

Southern Oaks – Reading/English: SOGS also uses the Gates-MacGinitie Test at entry and at exit. Scores indicate 79% of students have either maintained or improved reading proficiency during incarceration. Of students taking the HSED Reading test within the Title I project term, 100% received passing scores. 52.9% of students completed English course work with a grade of "C" (defined as 80th percentile) or better.

Ethan Allen – Mathematics: 412 of 471 (87.47%) of youth served under Title I showed improvement in their mathematics levels based on the WIAT and Metropolitan Achievement math tests administered during the reception process and retested approximately every 4 months or until completion of their high school diploma or HSED.

Lincoln Hills – Mathematics: According to the Metropolitan Achievement Assessment, administered when youth enter the institution, every four to six months during their stay, and upon their release, nearly 69% of students either maintained or showed improvement in their math scores.

Southern Oaks – Mathematics: SOGS continues to utilize the Wide Range Achievement Test-Math Subtest at entry and exit. Scores indicate that 84% of students involved in the Title I project maintained or improved their math competencies. About 65% of students earned grades of "C" (defined as 80th percentile) or better in developmentally appropriate mathematics course work. In the 2004-05 school year, 76.9% of students taking the HSED Mathematics test within the Title I project term received passing scores.

B. Recidivism

The Division tracks the correctional recidivism of youth released from JCIs to gauge whether public safety has been enhanced due to the accountability and

[36] Source: Title I-D Subpart 1, Evaluation Plan – 2004-05; school records

interventions provided by the state's JCIs. For this purpose, correctional recidivism is defined as:

- Placement in a Wisconsin juvenile correctional institution (JCI) as a consequence for a new delinquency adjudication after being released from a JCI;
- Placement in a Wisconsin prison for either a new criminal offense or an adult probation rule violation after being released from a JCI; or
- Youth convicted on an adult charge while still placed in a JCI (i.e. youth released from the JCI solely for the purpose of trial on new charges).

The definition does not include:

- Youth arrested and placed on probation or in jail; and
- Youth returned to a JCI for rules violations only.

Based on these definitions, the rate at which youth released from Wisconsin JCIs are returned to correctional confinement for a new offense is generally low in the first two years after release. (Table 7)

- For releases of youth during 2000 and 2001, the two-year correctional recidivism was around 18% on average – that is, about 18% returned to state correctional institutions under the conditions described above.

- For releases of youth in 2002 and 2003, two-year recidivism rates were 18.8% and 13.8%, respectively. On average, girls' recidivism was half that of boys.

Table 7
Two-Year Recidivism[37]

Release year	Release count	Two years without recidivism		Recidivism within two years	
2000	787	643	81.7%	144	18.3%
2001	833	687	82.5%	146	17.5%
2002	756	614	81.2%	142	18.8%
2003	672	579	86.2%	93	13.8%

Boys two-year recidivism		Girls two-year recidivism	
137	19.7%	7	7.7%
139	18.8%	7	7.4%
135	20.5%	7	7.1%
87	14.5%	6	8.5%

[37] Source: Two-year and four-year data from manual analysis of youth movement documented in Juvenile Justice Information System, performed in October-November 2006 by Paul Dehn.

As would be expected, youths' correctional recidivism is higher when analyzed four years after release. For releases of youth from JCIs in 2000 and 2001, the four-year correctional recidivism was 37.1% and 31.3% respectively. Again, girls were lower than boys in their rate of new correctional commitments. (Table 8)

Table 8
Four-Year Recidivism

Release year	Release count	Four years without recidivism		Recidivism within four years	
2000	787	495	62.9%	292	37.1%
2001	833	572	68.7%	261	31.3%

Boys four-year recidivism		Girls four-year recidivism	
283	40.7%	9	9.9%
254	34.4%	7	7.4%

Due to varying definitions and follow-up periods, it is difficult to compare recidivism between States. Nonetheless, it appears that Wisconsin is doing well in helping youth to avoid re-incarceration in the two years after release, when measured against several other States. Wisconsin's most recent 2-year recidivism rate of 13.8% for 2003 releases appears to be one of the lowest rates in the United States. The figures in Table 9 were supplied by the State of Arizona.[38]

[38] John Vivian, Ph.D., Research & Development Administrator, Arizona Department of Juvenile Corrections; private communication, March 2006

Table 9
Recidivism (Return to Custody) by Length of Follow Up and Jurisdiction

	12 mo.	18 mo.	24 mo.	30 mo.	36 mo.	42 mo.
Arizona[2]	34%	-	38%	-	39%	-
Florida[3]	28%[1]	-	-	-	-	-
Louisiana[4]		23%	-	32%	-	38%
Maryland[5]	20%	-	44%	-	-	-
Ohio[6]	30%	-	43%	-	-	-
Texas[7]	27%				48%	
Virginia[8]	21%	-	42%	-	54%	-
Wisconsin			14%			

Notes

1. Rates shown are for the most recent releases from secure care.
2. Any return to ADJC as a result of a new offense or a parole violation, or sentenced to the Department of Corrections.
3. Any return to the Department of Juvenile Justice, or sentence to adult probation or prison.
4. Readjudicated and placed in custody of Office of Youth Development (OYD) or sentenced by adult court and sentenced to OYD. The follow-up periods indicated represent the average time spent in the community for specific release cohorts between 1998 and 2005.
5. Either recommitted to a juvenile residential placement or incarcerated as an adult.
6. Any return to Ohio Department of Youth Services because of a new felony offense or parole revocation or sentenced to the adult prison system.
7. Reincarceration for any offense.
8. Reincarceration to a juvenile correctional center, to the (adult) DOC or a local jail.

While not a comprehensive measurement of re-offending, correctional recidivism does provide insight into the impact that correctional dispositions are having on the state's most difficult youth. Counties and courts may want to reflect on the current outcomes they are receiving for the daily rate they pay for correctional placements.

C. Cognitive Intervention

The juvenile cognitive intervention program (JCIP) has an evaluation component built into the curriculum. Hard evaluative data is important to program administrators, legislators, community boards and other interested parties. Stakeholders want to know which programmatic efforts produce the best results. JCIP evaluative efforts view the program from three critical vantage points:

1. Standardized testing or the research view
2. Behavioral change of each youth as observed by institution staff, and
3. The youth's understanding of the material as demonstrated by final tests.

Lastly, JCIP has been evaluated by a noted expert in correctional program evaluation, Dr. Ed Latessa of the University of Cincinnati.

External Evaluation

In July 2003, Dr. Latessa reviewed JCIP as well as several other programs within the Department of Corrections to evaluate their effectiveness across a broad range of outcome measures. As benchmark tool, he used the University of Cincinnati Correctional Program Assessment Inventory (1992) which showed that the JCIP rated in the top 20% of all programs nationally. Only 8% of the programs in the United States rated higher. Since his evaluation visit, Dr. Latessa has recommended Wisconsin's JCIP program at national corrections workshops he conducts. As a result of his endorsement of the program's content and evaluation components, inquiries have been received from Minnesota, Illinois, Indiana, and Iowa.

Standardized Testing/Research View of JCIP

The HIT (How I Think) questionnaire is a standardized, nationally normed tool used to assess a youth's distorted thinking patterns that are known to be related to delinquent behavior.[39] The questions on the HIT are designed to measure cognitive distortions in four areas: opposition-defiance, lying, stealing, and physical aggression. Examples of statements include the following: "When I get mad, I don't care who gets hurt", and "If someone leaves a car unlocked, they are asking to have it stolen". Youth are asked to select a response from a scale of options that best fits them. The choices range from disagree strongly to agree strongly with gradations in between.

The HIT questionnaire is administered as a pre/post test measure of effectiveness. Youth complete the tool before Phase 1 of JCIP and again after completion of Phase 2. The scores are tabulated and compared to the standardized HIT Profile Form, which groups scores into three areas: clinical (meaning serious thinking distortions), borderline clinical, and non-clinical. The most current analysis of 114 scores demonstrated very positive results. Of the114 youth in the sample, 94% had significantly improved post-test scores. The posttest scores had gone down so that they fell in the non-clinical range, which means the youth's thinking, was less characteristic of typical anti-social delinquent youth.

Staff Observation of Behavioral Change

The behavioral measure used in JCIP is the Institutional Behavioral Rating Form (IBRF). Completed by staff, this tool is designed to objectively gauge a youth's improvement in behavior on a day-to-day basis. The 20-item form is completed by staff such as teachers, youth counselors, and social workers as they observe the youth in interactions with peers and others in the classroom, on the living units, and elsewhere in the institution. Behaviors such as "accepts corrective comments", and "takes responsibility for actions" are ranked on a scale. Of the 114 youth recently studied, 89% were rated as showing improvement in their behavior.

Youth's Demonstrated Knowledge of the JCIP Material

The final test scores for each phase are reviewed, coded and entered into the Division's Juvenile Information System. .

[39] Barriga AQ, Gibbs JC. Measuring cognitive distortion in antisocial youth: Development and preliminary validation of the "How I Think" questionnaire. *Aggressive Behavior*. 1996; 22: 333-343

In 2005, 336 youth completed Phase 1 of the program: 126 at EAS, 115 at LHS, 16 at MJTC and 79 at SOGS. Phase 2 completions at the institutions totaled 262: 87 at EAS, 99 at LHS, 6 at MJTC, and 70 at SOGS. Eleven youth released to the community completed Phase 3 under the guidance of their assigned agent. During 2005, of the 336 youth who completed Phase 1, 83% passed. Phase 2 scores were slightly better with 88% of 262 youth showing passing scores.

Participants in JCIP have praise for the program. In the words of one young man who completed the program, "I'm happy that I did JCIP. I am amazed at how much I've learned. JCIP taught me how to think before I act and how to make positive decisions. I believe everyone should complete JCIP, it would save a lot of people. I plan on using it for the rest of my life".

Summary of JCIP Results

Taken together, these three measures of a youth's progress in JCIP have demonstrated clear, significant change in distorted thinking, clear and significant change in day-to-day institutional behavior, and a clear, significant increase in understanding of key concepts in the material. These evaluative tools lead stakeholders to see that the JCIP program has a direct positive impact on a youth's thinking and subsequent behavior.

VII. Trends and Projections in Juvenile Correctional Populations

This section addresses whether trends in Wisconsin's correctional populations, arrest data and youth demographics may predict the need for juvenile correctional services in the coming decade.

In general, placements in state juvenile correctional institutions may be affected by several interrelated factors, including:

- Arrest and prosecution of youth for offenses against the law. Arrests, particularly for serious offenses, indicate the need to protect public safety by limiting a youth's freedom while intervening to deter future criminal activity. (Section A)
- Transfer of youth to the adult court system. Section B discusses the role of adult/criminal courts in prosecution of young people accused of crimes.
- Utilization of the secured correctional placement option by courts. Section C contains data on admissions and average daily populations in Wisconsin JCIs.
- Local continuum of services and dispositional options. In Section D, growing use of non-secure dispositions for serious juvenile offenders is discussed.
- Trends in youth population and subpopulations. Section E analyzes Census and Vital Records data to predict trends in the youth population.

A. Juvenile Arrest Trends 1994-2005

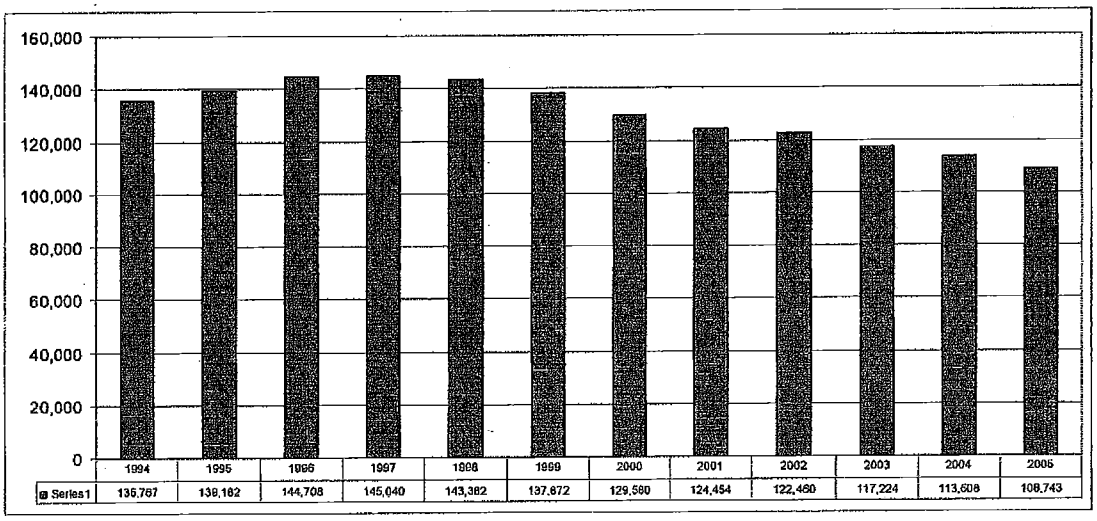
Nationally, the juvenile arrest rate began to decline in 1994 and declined each subsequent year except for 2005. "Between 1994 and 2003, the juvenile arrest rate for Violent Crime Index offenses fell 48%. As a result, the juvenile Violent Crime Index arrest rate in 2003 was at its lowest level since at least 1980."[40] However, 2005 saw an increase in arrests of juveniles for violent crimes, particularly African-American youth.[41]

In Wisconsin, the same trend can be seen, with 1997 being the most recent peak in the number of juvenile arrests, and 1994 the peak in serious ("Part 1") arrests. (Figure 2) Figure 3 shows the declining numbers of juvenile arrests in most categories. Note that 17-year-olds are "juveniles" in these numbers. Counter to the overall trend, some variability in arrests for homicide offenses and drug crimes can be seen.

[40] Snyder HN. Juvenile Arrests 2003. Washington DC: United States Department of Justice, Office of Justice Programs; August 2005. Violent crimes are defined as murder, forcible rape, robbery, and aggravated assault. Juveniles are defined as persons under age 18.

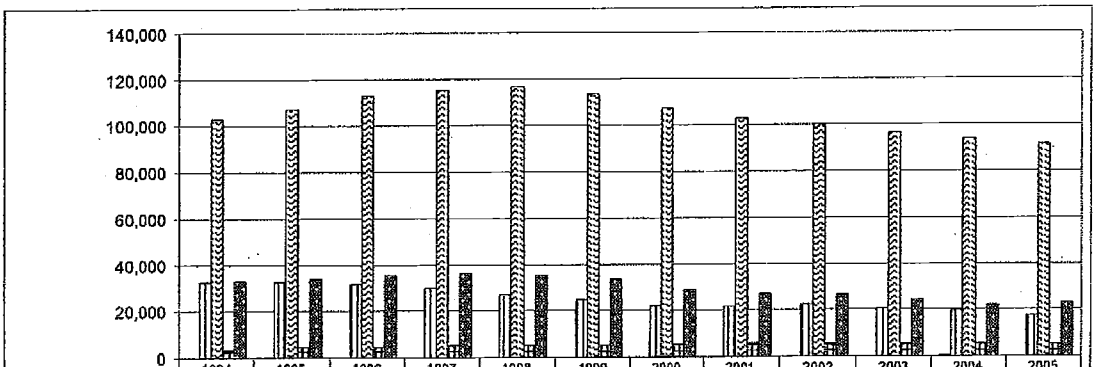
[41] Butts J, Snyder HN. Too Soon to Tell: Deciphering Recent Trends in Youth Violence. Chicago IL: Chapin Hall Center for Children, Issue Brief #110; November 2006

Figure 2[42]
Arrests of Juveniles, 1994-2005, Wisconsin - Total



	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Series1	135,767	138,162	144,708	145,040	143,382	137,672	129,580	124,454	122,480	117,224	113,608	108,743

Figure 3
Arrests of Juveniles by Offense Classification, 1994-2005



	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Juvenile murder arrests	93	68	97	78	97	163	134	147	112	132	288	16
Juvenile Part I arrests **	32,651	32,348	31,643	29,582	26,796	24,545	22,139	21,682	22,239	20,658	19,880	17,411
Juvenile Part II arrests **	103,116	106,834	113,085	115,458	116,586	113,327	108,956	102,772	100,221	96,568	93,728	91,332
Juvenile drug arrests **	3,102	4,398	4,786	4,937	5,200	4,817	5,552	5,776	5,471	5,608	5,475	5,142
Status offense arrests **	32,917	33,940	35,197	36,320	35,021	33,252	29,036	27,095	26,473	24,028	21,967	22,955

[42] Arrest numbers in Figures 2 and 3 are from annual *Crime and Arrest* reports published by Wisconsin Office of Justice Assistance. Persons age 17 are included in juvenile arrest numbers. Part I offenses are murder, negligent manslaughter, rape, robbery, aggravated assault, burglary, theft, arson and motor vehicle theft. Other criminal non-drug offenses are categorized as Part II. Status offenses are violations of age-related laws such as curfew, underage drinking, and running away from home.

B. Adult Court Jurisdiction

The decline in JCI populations, and the concentration of high-risk, high-needs juveniles in the correctional system, began in January 1996, when the age of jurisdiction for criminal investigation and prosecution was lowered from 18 to 17. While remaining "children" for all other purposes in the law, Wisconsin's 17-year-olds became subject to the full range of criminal penalties. Further, effective July 1, 1996, the new Juvenile Justice Code expanded the circumstances under which juveniles under age 17 could be tried as adults.

One impact of reducing the age limit and expanding the jurisdiction of the adult court was that over the following two years, the number of admissions of youth aged 17 and older to JCIs dropped by over 50% from 1995 levels (Table 10). The reduction in admissions of 17-year-old youth reduced institution populations overall.

Table 10
JCI Admissions in Wisconsin by Admission Age, 1995-97

Age	10 to 13	14 to 16	17	18 to 19	Total
1995	75	977	317	35	1,404
1996	56	964	199	22	1,241
1997	67	938	156	18	1,179
Change 95 - 97	-10.67%	-3.99%	-50.79%	-48.57%	-16.03%

Together with the reduction in the number of youth age 17 and older committed by courts to JCIs, there was an initial increase in prison commitments for older teens (Table 11, below). While the effect of the 17-year age of criminal responsibility was felt most immediately in jail admissions, there was also an effect on admissions of younger persons to prison. Table 11 and Figure 4 also show a diminution over time in the number of youth (under age 18) admitted to prison, even as overall prison admissions continued to rise.[43]

National figures mirror the Wisconsin trend of a rise and fall in numbers of youth under age 18 admitted to and resident in state prisons. A recent study by the National Council on Crime and Delinquency showed the number of new admissions of persons under 18 to state prisons rising from about 5,100 in 1990 to about 7,500 in 1995, then falling to about 4,200 annually in 2001 and 2002.[44]

It may be that the drop in arrests of persons under age 18, noted in Table 10 above, is linked to the lower numbers of persons sentenced to prison at young ages. There also may have been an adjustment over time in judges' attitudes towards prison sentences for younger offenders, along with greater availability of specialized diversion programs such as drug courts.

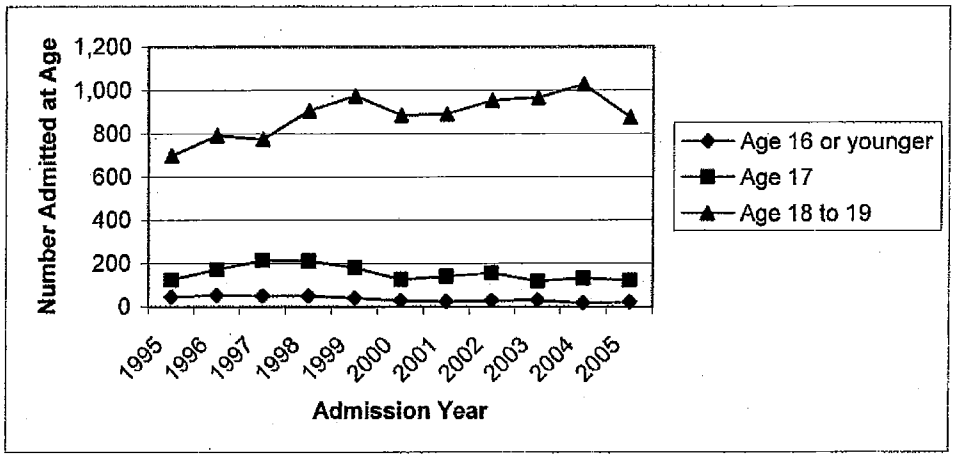
[43] The establishment of state correctional institutions for parole violators and other short-term programs (vocational, treatment) is one reason that prison admission numbers continued to rise after 2000, even as the average daily population of prisoners gradually stopped increasing.

[44] Hartney C. Youth Under Age 18 in the Adult Criminal Justice System (Fact Sheet). San Francisco CA: National Council on Crime and Delinquency; June 2006.

Table 11
Youth and Adult Prison Admissions in Wisconsin, 1995-2005[45]

Year	Age 16 or younger	Age 17	Age 18 to 19	Age 20 and older	Total -- all ages	Under 18 as percent of total
1995	45	125	697	6,146	7,013	12.4%
1996	53	172	791	6,627	7,643	13.3%
1997	50	214	774	6,505	7,543	13.8%
1998	49	212	906	7,709	8,876	13.1%
1999	40	180	974	8,056	9,250	12.9%
2000	29	127	885	7,983	9,024	11.5%
2001	24	140	891	8,391	9,446	11.2%
2002	29	156	953	10,699	11,837	9.6%
2003	30	118	965	11,947	13,060	8.5%
2004	17	132	1,027	13,100	14,276	8.2%
2005	21	122	875	13,387	14,405	7.1%

Figure 4
Youth Prison Admissions by Age, 1995-2003



[45] Source: DOC management information system.

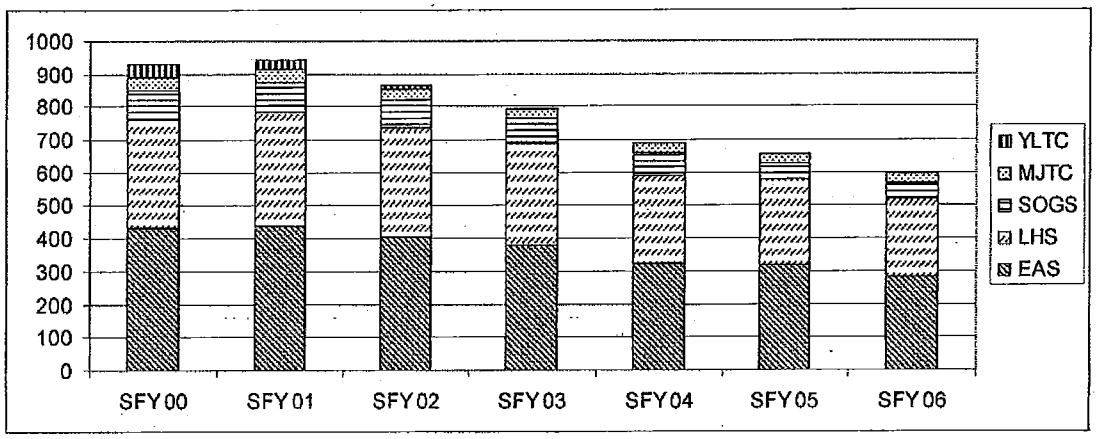
C. JCI Admissions and ADPs

Since SFY 2000, the Wisconsin JCIs have seen a sharp drop in ADP (average daily population). Table 12 shows the annual ADP by institution. The decline from 932 in SFY 2000 to 594 in SFY 06 represents a 36.2% decrease. Figure 5 shows the change in graphic form. In SFY 07 (not shown), populations stabilized and appear to be increasing somewhat.

Table 12
JCI Average Daily Population by Facility, SFY 2000-2006[46]

	EAS	LHS	SOGS	MJTC	YLTC	Total
SFY 00	435	328	87	43	40	932
SFY 01	436	350	89	42	28	945
SFY 02	404	332	87	33	10	866
SFY 03	381	306	79	29	0	796
SFY 04	325	265	70	29	0	689
SFY 05	321	257	48	29	0	654
SFY 06	282	235	48	29	0	594

Figure 5
JCI Average Daily Population by Facility, SFY 2000-2006



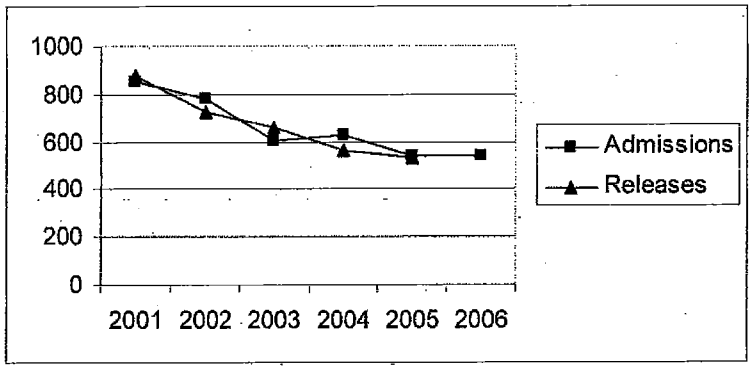
[46] Source: Division of Juvenile Corrections institution and billing records; does not include youth placed in SPRITE directly by counties.

One factor leading to a decline in the ADP is a reduced number of admissions – that is, commitments to JCIs by courts – and, in some years, a higher number of releases than admissions (Table 13). Figure 6 shows these trends in graphic form.

Table 13
JCI Commitments and Releases, CY 2001-2005[47]

Year	Admissions	Releases
2001	856	883
2002	780	723
2003	608	663
2004	632	564
2005	543	529
2006	540	

Figure 6
JCI Commitments and Releases, CY 2001-2005



[47] Source: Juvenile Justice Information System data run 1-2-30-2007 of commitment orders with effective dates in the calendar year. A youth with multiple commitment orders in one year is counted more than once. Release totals for CY 2006 were not available on the date of the data run.

Another factor likely contributing to the downward trend in ADPs is the decline in juvenile arrests. Along with the transfer of 17-year-old youth to criminal court, the lower number of arrests would seem to have an impact on how many youth are found by courts to be appropriate for a JCI disposition. The downward trend of JCI admissions is not matched by trends in either juvenile murder arrests alone, or violent Part I arrests.[48] However, it may be that more youth are simply being tried in adult court either as 17-year-olds or via waiver.

Several trends in length of stay of JCI youth may affect the average daily populations as well. Each institution operates a short-term program for youth whom the court believes will benefit from this type of correctional placement. At Southern Oaks, the program has grown in popularity since its inception in early 2004, and may serve to divert some youth who would have received a standard 1- to 2-year correctional placement instead. The Cadet Achievement Program at LHS provides a high-impact experiential program that took on youth who could no longer be placed at YLTC by the courts once that facility closed in 2002.

D. Local Continuum of Services and Use of Dispositional Options

1. Committing Offenses of DJC Youth

Since the late 1970's, there has been an effort in Wisconsin as well as other states and at the federal level to remove misdemeanor-level and non-violent offenders from secured juvenile facilities. The Youth Aids program in Wisconsin was designed in part to provide an incentive for community-based treatment of such offenders (see section II.B. above).

In order to be placed in a JCI as a disposition, a youth must meet certain statutory criteria including:

- Commission of an act that, if committed by an adult, would be punishable by confinement of at least 6 months [generally a felony or Class A misdemeanor]
- Court finding that the juvenile is a danger to the public and in need of restrictive custodial treatment.[49]

Analysis of commitment records of youth ordered to placement in a JCI shows a wide range of primary committing offenses indicated on the court orders. Among them, robbery, burglary and theft are the most frequently-seen property offenses, while battery and sexual assault are the most common offenses against persons. (Table 14)

[48]

[49] s. 938.34 (4m) (a) and (b), *Wis. Stats.*

Table 14
Primary Committing Offense, Youth Admitted to Wisconsin JCIs in CY 2005

Person Offenses	**104**	**Property Offenses**	**251**
• Battery	74	• Robbery	72
• Endangering safety	9	• Burglary	62
• Reckless injury	5	• Theft	55
• Assault	4	• Car theft	42
• Homicide and felony murder	3	• Property damage	11
• Physical abuse of a child	3	• Other	9
• Mayhem	2		
• Other	4		
Sex Offenses	**39**	**Offenses Against Public Order**	**47**
• Sexual assault of a child	24	• Resisting or obstructing officer	14
• Repeated acts of child sex assault	2	• Disorderly conduct	12
• Sexual assault, 1st - 2nd degree	4	• Fleeing or eluding officer	10
• Sexual assault, 3rd - 4th degree	9	• Other	11
Weapon Offenses	**34**	**Drug Offenses**	**31**
• Possession of dangerous weapon	20	• Possession with intent to manufacture, distribute or deliver	19
• Carry concealed weapon	11	• Manufacture, distribution or delivery	7
• Other	3	• Possession	3
		• Other	2

In examining the committing offenses of youth given a juvenile correctional disposition by the courts in CY 2005 (Table 14), it should be kept in mind that the charged offense may be significantly different from the offense that is listed on the court order. As in adult court, youth may choose to plead to a lesser offense in order to avoid certain consequences. For example, by pleading to an offense that is punishable as a Class A misdemeanor if committed by an adult, instead of a felony offense-type charge, a youth will avoid being placed on the state's firearm restriction list. Despite this, it appears that the youth committed to JCIs are appropriate for secure placement.

2. County Continuum of Services and Use of Alternative Dispositions

With 20,000 arrests of youth (under age 18) for Part 1 offenses in CY 2004, and fewer than 600 new correctional commitments of youth in this age group during that time, it is apparent that courts and communities are using a broad range of responses to youth law-breaking. Through Youth Aids and other programs, the Department of Corrections assists in development of such services by providing funding and technical assistance. This section describes local and statewide efforts to promote a continuum of delinquency-related services.

The DOC Community Intervention Program provides $3.75 million annually to counties to help pay for two types of community-based programs: early intervention services for first-time offenders, and intensive community-based services for serious, chronic offenders.[50] A statutory formula allocates grant funds based on each county's proportion of the statewide total of juvenile arrests for Part I violent offenses, placements of juveniles in state secured correctional facilities, and juvenile arrests for Part I offenses. Annually, counties must submit a plan to DOC showing how funds will be spent. DOC requires counties to provide measurable objectives for their CIP-funded programs, and to report annually on the extent to which the objectives were achieved. With CIP funds, counties have developed a wide range of programs that protect the public, hold juveniles accountable for their actions, incorporate families into treatment, involve community resources, and help juveniles gain skills and competencies to help them lead normal, law-abiding lives. The fact that CIP funds cannot be spent on out-of-home placement, and must be reserved for community-based services, means that CIP is one of the few stable sources of funding for programs that support delinquent and high-risk youth and families in community settings.

Assisted by start-up grants and ongoing consultation from DOC, many counties have established intensive supervision programs[51] to divert delinquent juveniles from out-of-home and correctional placement through surveillance, individualized services for the youth and her/his family, and case management.

[50] The funding formula and requirements for receiving CIP funds are in s. 301.263, Stats.

[51] Programs may adhere to, but are not required to meet, the ISP definition in s. 938.534, *Wis. Stats.*

Dispositional orders to Type 2 residential care centers may be used when the court wants to impose a greater degree of youth accountability while not making a "Type 1" correctional placement[52]. Delinquency-related programs are being operated in conjunction with local agencies serving multiple-needs youth – for example, youth with substance abuse and emotional disorders – in an attempt to increase the effectiveness of all interventions.

One example of a diversion program is ACE (Alternatives to Corrections through Education) in Racine County. Youth are given the option of having their delinquency proceedings adjourned and participating in ACE. The ACE program involves placement in a secure detention setting for an average of 100 to 140 days. During that time, youth participate in a variety of educational and other programs, including AODA education, career exploration, classes for school credit, journaling, project- based learning and behavior management. Noncompliance with the program results in an immediate referral back to the juvenile court and the possible imposition of a correctional placement order.

E. Demographic Trends and Future Populations

1. Census Data

The U.S. Census Bureau and Wisconsin Department of Administration continually develop projections of the state's

[52] For example, trained staff of a Type 2 RCC may physically apprehend youth who attempt to run away from the facility [s. 938.08(3)], and youth may be sanctioned in a JCI for up to 10 days for violation of the conditions of their Type 2 RCC placement [s. 938.357(4)(b)2.].

population during years between census surveys. Given the declining number of births in Wisconsin during the 1990's, it is not surprising to see that the Department of Administration projects a decline in the population age 10 through 16, from 556,333 estimated in CY 2006 to 523,950 projected in CY 2015, almost a 6% drop. Table 15 calculates the projected percentage changes for each age.[53]

Table 15[54]
Changes in Projected Youth Population, Wisconsin, 2006-2015

Age	2006	2010	Change 2006-2010	2015	Change 2010-2015
10	73,739	72,578	-1.6%	74,816	3.1%
11	75,717	73,452	-3.0%	74,743	1.8%
12	77,173	72,773	-5.7%	74,668	2.6%
13	79,801	73,854	-7.5%	74,634	1.1%
14	81,347	75,527	-7.2%	74,593	-1.2%
15	83,985	77,958	-7.2%	74,827	-4.0%
16	84,571	79,381	-6.1%	75,669	-4.7%
Total	556,333	525,523	-5.5%	523,950	-0.3%

The most significant drop in Wisconsin's overall youth population can be expected in the coming three to four years, according to the projections. In the first years of the next decade, between 2010 and 2015, the younger youth population (age 0-13) in the state will again begin to rise. However, the trend in the 14- to 16-year-old age group, which comprises the majority of admissions to JCIs, will continue to go down. Reversal of that trend would not be seen in Wisconsin until about 2020 and following years.

The youth population trend nationwide is projected to turn upwards earlier than would be seen in Wisconsin. Large states with rapidly-growing immigrant populations, such as California, Texas and Florida, are projected to see their teen populations rise around 2015.[55]

2. Subgroups Within Youth Population

Change in the overall population can mask contrasting change in smaller subgroups of the population. Certain sub-populations of youth may be seen as being at higher risk of becoming involved in the juvenile justice system. This may be inferred from the fact that, on average, the youth under DJC supervision are demographically different from the average Wisconsin youth. Comparison of all Wisconsin youth with JCI youth shows significant differences. While 17% of the Wisconsin youth population is identified as being in a racial or ethnic minority[56], 62% of DJC youth are minorities. About half (49.4%) of Wisconsin youth are males[57], while 92% of JCI youth are male. And while 22% of Wisconsin youth live in a home with one parent[58], about twice as many youth committed to JCIs were living with one parent before admission, compared to those living with two parents.[59]

These figures suggest that sub-populations of youth may be at higher risk of

[53] Egan-Robertson D, Harrier D, Kale B. Wisconsin Population 2030. Wisconsin Department of Administration; March 2004
[54] WI Department of Administration. Final Population Projections for Wisconsin by Sex and Single Year of Age: 2000–2015; web-published by DOA Division of Intergovernmental Relations (accessed 4-10-06)
[55] U.S. Bureau of the Census. Interim Population Projections by Age Group, April 1, 2000 to July 1, 2030.
[56] WI Department of Administration, op. cit..
[57] DOA Demographic Services Center, Census 2000.
[58] WI Council on Children and Families. 2003 WisKids Count Data Book; Madison, WI; 2003
[59] DJC youth statistics are from analysis of Juvenile Justice Information System data in 2006.

correctional confinement. For example, the Texas Youth Commission summarizes the interaction between single parenthood and delinquency as follows:

- Economic conditions inherent to single-parent families may place children at greater risk.
- Socialization of children residing in single-parent families may differ from those residing with two parents.
- "Bad" neighborhoods, where single parents often reside, may contribute to delinquency.
- The ways in which the system or officials from formal institutions such as school, police and courts respond to children from single-parent homes may result in these children being more likely to be identified as delinquent.

The Commission's summary also notes that most single-parent families do not produce delinquent children, and variation in parenting practices exists in both single- and two-parent families.[60]

Examination of disproportionate minority contact with the juvenile justice system, and confinement of minority juveniles in proportions higher than their representation in the population, has been occurring at the federal state and local level in the US since at least 1988. That is when the Juvenile Justice and Delinquency Prevention (JJDP) Act was amended to require states to develop plans to reduce disproportionate representation of minority youth in their juvenile confinement facilities. In the 1992 amendments to the JJDP Act, reduction of disproportionate minority confinement (DMC) was made a core protection of the Act. Despite concerted efforts to reduce DMC, percentages of minority youth in confinement facilities rose between 1983 and 1997, while declining slightly during the 1990's.[61] While DMC may be mitigated over time as the JJDP Act's mandated provisions are carried out, the possibility that minority youth will continue to be at higher risk of confinement is likely to continue. A recently-published study by the National Council on Crime and Delinquency identified Wisconsin as having one of the highest ratios of commitment of minority youth to public custodial facilities compared to white youth.[62]

Based on these social factors, trends in the size of certain sub-populations might provide useful information about the size and composition of the high-risk teen population in the near future: that is, the Wisconsin youth sub-populations that may be at higher risk of being placed in a correctional facility.

The Wisconsin Division of Public Health tracks births according to certain demographic and personal characteristics of the mother. Looking at birth trends in the cohorts that would provide the bulk of the 14- to 19-year-old population in Wisconsin in the coming decade, there is a drop beginning in 1991 (that is, today's 15-year-olds) that does not begin to reverse until after 2000. [See above.]

Selected populations demonstrate different trends, however. Figure 7 and Table 16

[60] Texas Youth Commission, Family Life, Delinquency, and Crime: A Policymaker's Guide (Research Summary). Web-published at www.tyc.state.tx.us/prevention/family_life.html in August 2000 and updated July 2004; accessed on 12-11-06

[61] Hsia HM, Bridges GS, McHale R. Disproportionate Minority Confinement 2002 Update. Washington DC: US Department of Justice, OJJDP; September 2004, page 1.

[62] Krisberg, B. And Justice for Some: Differential Treatment of Youth of Color in the Justice System. Oakland, CA; National Council on Crime and Delinquency; January 2007.

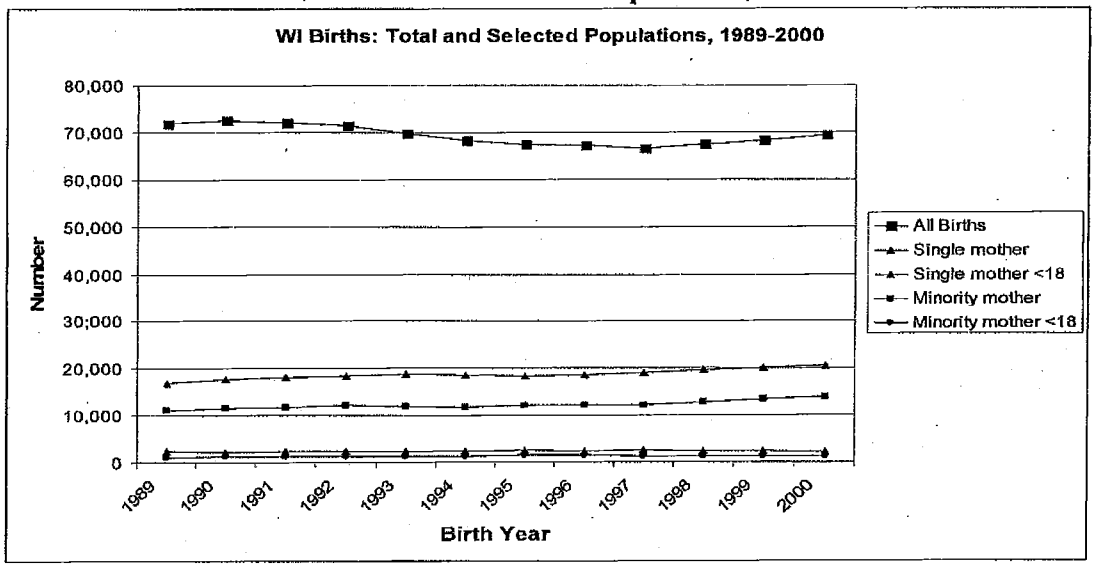
show that some of the higher-risk sub-populations increased substantially. For example, the number of births to unmarried mothers rose by over 22% between 1989 and 2000. Births of children to mothers identified as racial or ethnic minorities rose by over 26% during the same time. (Note: these two categories are not mutually-exclusive; the "unmarried mothers" category includes all racial/ethnic groups, and the "racial/ethnic minority" category includes both married and unmarried mothers.) It is encouraging to note that births to unmarried teen mothers were down during this period.

The apparent rise in number of higher-risk children who will be tomorrow's teens may suggest that the need for juvenile correctional services could stay steady or even rise in the coming years. The demographic impact could be mitigated by state laws and policies that promote increased access to corrections diversion programs for minority youth.

Table 16
WI Births: Total and Selected Populations, 1989-2000

Year	All Births	Single mother	Single mother <18	Minority mother	Minority mother <18
1989	71,890	16,790	2,283	11,004	1,168
1990	72,636	17,615	2,237	11,433	1,181
1991	72,079	18,226	2,316	11,754	1,260
1992	71,468	18,443	2,331	12,090	1,251
1993	69,760	18,878	2,418	11,985	1,338
1994	68,265	18,523	2,440	11,799	1,227
1995	67,493	18,428	2,509	12,089	1,418
1996	67,150	18,535	2,416	12,235	1,389
1997	66,490	18,884	2,493	12,251	1,353
1998	67,379	19,600	2,272	12,781	1,276
1999	68,181	20,131	2,330	13,368	1,335
2000	69,289	20,544	2,101	13,908	1,236

Figure 7
WI Births: Total and Selected Populations, 1989-2000



F. Analysis

In light of the data presented above, it is difficult to see a strong trend that would suggest a dramatically increased need for secured juvenile correctional services in the coming decade. Arrests of persons under 18 for very serious crimes can vary year by year, but overall our communities have seen a lessening in juvenile arrests and court referrals for the serious and violent offenses that are most associated with JCI placements by courts. Removal of 17-year-old youth from the jurisdiction of the juvenile court significantly reduced the pool of youth eligible for a JCI disposition.

As counties have developed local programs to divert youth from costly out-of-home and correctional placement, the perceived need for juvenile correctional placement will be reduced to the extent that the programs are successful in deterring future youth crime. If local programs for diversion of serious youth offenders are perceived as negatively affecting community safety, however, courts may choose to again increase their use of correctional dispositions. And, for youth who are inappropriate for or uncooperative with community-based or residential alternatives, there will be an ongoing need to maintain secure correctional confinement as an option for courts in Wisconsin.

VIII. Stakeholder Input

Formal input from juvenile justice system stakeholders was received from the Wisconsin Counties Association, the Wisconsin State Employees Union (AFSCME Council 24), and the Wisconsin County Human Service Association as represented by the Juvenile Corrections Technical Advisory Committee. A summary of each organization's suggestions for rate reduction and other funding-related comments is below.

A. Wisconsin Counties Association

The Wisconsin Counties Association (WCA) raised concerns related to the tax burden on local governments created by unfunded increases in the daily rates charged for JCI services. In a letter dated August 31, 2006, WCA asked the Department to consider two proposals:

- Tie increases in juvenile correctional institution rates to increases in the Youth Aids appropriation. Under this proposal, statutory language mandating additional money for Youth Aids commensurate with the cost of rate increases would be re-established. (See Section II-B, page 9)

- Limit annual increases in JCI rates to allowable tax levies. If the "linking" language cannot be restored per the first WCA proposal, their suggested alternative is to cap the annual increases in JCI rates at 2%, which is the minimum allowable levy increase established by 2005 WI Act 25.

The intent of both proposals is to preserve community-based youth services and diminish the burden on local taxes associated with unfunded or uncontrolled rate increases.

B. Wisconsin State Employees Union

In a meeting on July 25, 2006, with Division of Juvenile Corrections management, AFSCME Council 24 chiefs and local union leaders, the focus was on developing new revenue streams for juvenile corrections in order to stem the growth in daily rates charged to counties. Ideas raised at the meeting included:

- School aids. Provide funding for JCI schools via the state school aids formula, essentially treating the Division like a new school district.

- Lunch money. Retain Federal dollars claimed under the school breakfast and lunch programs, and use the federal funds to pay a portion of JCI food costs.

- GPR for fixed costs. Seek GPR funding from the Legislature to pay certain fixed costs of operating the JCIs. (See Section IV-D, page 57)

- Medicaid. Follow the lead of Missouri in establishing services and facilities in which youth committed to DOC can be eligible for Medicaid reimbursement.

- Expand delinquent population. Return 17-year-old offenders to the jurisdiction of the Chapter 938, the Juvenile Justice Code, thus increasing the numbers of delinquent youth whom courts could place in JCIs.

C. Wisconsin County Human Service Association

WCHSA instructed the Division to obtain county input on the question of JCI services and rates from the Juvenile Corrections Technical Advisory Committee (TAC)[63]. At the August 22, 2006 TAC meeting in Madison, committee members engaged in a structured discussion touching on a number of issues.

The general feedback from counties indicated they value public safety and the specialized programming for high risk/high needs youth that are provided by juvenile corrections. Most counties stated they use juvenile corrections to protect the safety of their communities, hold youth accountable, and to obtain treatment for the most serious youth; those with mental health, AODA and sex offender treatment needs. Other general comments and suggestions included the following:

- A suggestion was made to target facilities to the specific treatment needs of youth including high-risk juveniles, minority males and those with substance abuse and mental health treatment needs.
- The importance of education and job training for youth was noted.
- Counties also stated that a comprehensive continuum of care needs to be in place in each county or region, and that local capacity to address delinquency issues needs to be strengthened.
- Flexibility when working with corrections was cited in order to manage very high risk and high need juvenile offenders.
- A suggestion was also made that DJC should offer intensive in-home services in an effort to improve the home/family environment before a youth returns from corrections.
- Some kind of regional, satellite concept for the Division was suggested. Regional facilities would allow for more services to families. Counties indicated that courts might be reluctant to send youth to facilities located long distances away from their home community, if the total number of facilities is to be reduced.
- Lastly, the method of funding for juvenile corrections was raised as an issue. The current method of funding the Division places counties in competition with the state for service dollars. Also, a viewpoint was expressed that Wisconsin incarcerates too many people in general. Further, the group felt that the DOC budget needs to be reviewed in relationship to the DJC budget shortfall, and how resources are

[63] TAC membership includes county directors of human and social services departments, county juvenile services program managers, and a representative of the juvenile court intake association.

prioritized between juvenile and adult corrections.

When asked whether there were possible sources of revenue that could be tapped for juvenile correctional institutions, counties offered several suggestions for exploring other funding sources for the Division as follows:

- Remove the cost of education from the daily rate; seek funding from DPI for educational costs.
- Retain revenue generated from the Federal school breakfast and lunch program to offset the daily rate. (These funds currently lapse to the General Fund.)
- Seek to access federal Medicaid funding for services to treat medical and mental health needs.
- Look at the funding for the Department of Corrections as a whole - are there savings in the adult programs in DOC that could be used for DJC?
- Explore cost sharing of the daily rate between the state and counties (as is done in some other states) and increase the amount of Youth Aids.
- Look at a regional system that would allow partnerships with entities such as local schools (much like detention operations now) and local Workforce Development Boards.
- Reinstate statutory language that requires any increase in the Division's daily rate to be fully funded in Youth Aids.
- Limit the annual increase of JCI rates to the allowable tax levy increase.
- Examine the feasibility and cost impact of purchasing instead of providing certain services at the JCIs: for example, maintenance, meals, psychological services, transportation, housekeeping and training.

Counties indicated satisfaction with the Division's data and outcome measurements, particularly the educational information on youth. Some felt the recidivism information was not useful at the local level since community program staff and judges often see youth as "repeat offenders" when they are re-arrested, even though they may not be returned to DJC or sent on to adult prisons. One question was raised regarding reduction in risk levels of youth as they leave corrections. Is the Division measuring changes in risk scores and, if so, are they lower at the point of a youth's exit? Most counties reiterated that they only send DJC their highest risk youth.

One county that provides it own aftercare services expressed a view that the success of DJC programs is proportional to the involvement of county staff.

Counties expressed satisfaction with the Division's specialized programming for their high risk, high need youth (AODA, sex offender treatment, mental health). Also mentioned was the strong educational component that is provided for the youth, aftercare services, and the re-entry initiative.

In discussing whether there are programs or services provided within DJC institutions that are not very effective and that DJC could modify without a negative

impact on youth rehabilitation, accountability or public safety, the county representatives stated they would like the JCIs to continue to provide a diverse range of programs to match the needs of a diverse population being served. Other points in the discussion included:

- Counties would like the Division to utilize evidence-based programs while making sure that we are continuing to find value in the programs that are currently being run, such as the Boys and Girls Club program at EAS.

- Specialized grant funding from any source (not just DOC) needs to support evidence-based approaches. Before awarding grants, state agencies should consult with county agencies to determine if proposed grants address important local needs, and if the new program fits within the current service delivery system.

- DJC needs to look at its links with other service delivery systems, and how it can provide more services along a continuum of care to youth coming out of the JCIs. The state needs to provide more than large institutional services. Flexibility with release planning of youth was noted along with a suggestion to expand the re-entry initiative.

- Counties would like to see a shortened reception at EAS for some youth (like the abbreviated reception period at LHS for youth with AODA needs) for more timely entry into programming.

D. Other System Stakeholders

In September and October 2006, DJC regional chiefs for community corrections spoke personally with a number of judges and other court officials in counties that tend to commit higher numbers of youth to JCIs. The conversations took place over the phone and in person. In general, these officials' comments about juvenile correctional programs and facilities were positive. Their specific comments included:

Programs

- JCIs must continue to emphasize education and help youth progress.

- Direct placement in the Corrective Sanctions Program is very appealing with the supervision being so thorough and the immediate response to violations.

- The Division's transition/re-entry initiative is a great asset and appears to be working well.

- Keep evaluating programs and giving judges feedback about what works for certain types of youth. We want to know what's not effective, as well as what is.

Communication

- Judges usually have enough information on DJC's institutions and programs to make good decisions about whether correctional dispositions are appropriate for certain youth. More information is always welcome, though. Institution visits are also very informative.

- DJC is communicating appropriately and thoughtfully with courts, sending reports that keep them in touch with youths' progress.

- Video conferencing will provide more opportunity for youth to stay in touch with their parents and hopefully promote better transition home. Also could help the ongoing connection between youth and the committing county and court.

Further work needed

- Judges would like more information about mental health in corrections - do not fully know what corrections does with Attention Deficit Disorder youth, for example.

- DJC should address the needs of older youth for employment, including an effective program in construction trades. Not all youth will go on to college, but can be successful in the trades.

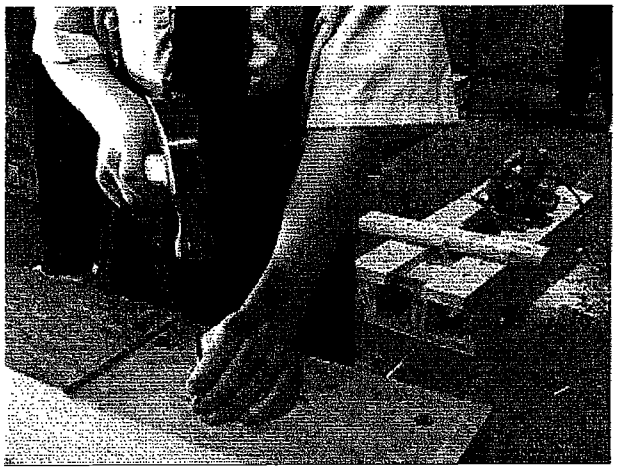
- The needs of girls who are chronic runaways are not being met anywhere in the system.

- Treatment programs: more local options are needed for youth with AODA issues, and for youth sex offenders as well.

- Ideas for mentoring programs: a non-traditional mentoring program that is right in the community; mentoring programs that serve entire families.

- It's critical to reach families and help empower parents to re-create ownership of their families. Too many parents have had enough and cannot find a way to reestablish control of their children.

- The assistance of the faith community may be important in helping families as a whole.



IX. Options to Address JCI Daily Rates

Introduction

The foregoing sections have described the state's secured correctional institutions for seriously delinquent youth, and the range of programs and supports needed to operate these institutions in a safe, humane and effective manner. Educational attainment, positive cognitive-behavioral change and relatively low rates of correctional recidivism indicate that JCI-based services are making a difference in the ability of youth to lead productive lives upon release. Relatively small facilities, while likely providing more effective services, are also more expensive to run because costs cannot be spread out over a large number of clients. Wisconsin's daily rates are comparable to those of other states; however, some states reduce their daily operational costs through offsetting revenue from other sources and by offering a continuum of secure and non-secure facilities.

While a continued need can be anticipated for secured correctional settings for seriously delinquent youth in Wisconsin, there is nothing in the demographic trends or the use of dispositional options by the courts that would suggest we should anticipate a steep future rise in JCI populations. The challenge for the state is to maintain appropriate juvenile correctional resources that are accessible to counties and courts throughout the State and that offer programming that is responsive to a wide range of needs for treatment and accountability for seriously delinquent youth.

The Department reviewed the options described below in order to address the impact that JCI rates have on counties' youth services budgets, and assure that rates are not higher than necessary to provide effective treatment, accountability and security in JCIs. Recognizing the substantial reductions in operating budgets that have been made already, we also looked at other ways to reduce the impact of JCI rates on county budgets, including finding other sources of revenue to offset costs, and spreading some operating costs over a larger number of institution residents. A proposal to reorganize juvenile correctional institution services to add small regional facilities is also outlined.

A. Recommended Option: Fully fund JCI rate increases through Youth Aids

Proposal: Provide Youth Aids increases to counties to recognize the fiscal impact of JCI rate increases on county budgets. Governor Jim Doyle's recently introduced 2007-09 Executive Budget allocates an increase of $27 million to county Youth Aids. This significant investment in county Youth Aids would fully fund the corresponding proposed increases in the JCI daily rates included in the Governor's budget.

Background: Section II, above, describes the former statutory requirement that the state provide sufficient GPR through Youth Aids to

compensate counties for the fiscal impact of state correctional rate increases. The requirement was eliminated from state law in 1996. Under the former system, GPR funding was allocated by the Legislature in an amount representing the difference between the cost to counties of their current JCI usage at the current daily rate and the new daily rate. Funds were given to each county according to a formula based on the county's average use of JCI services in recent years.

Effect of Change: Increasing Youth Aids funding will make the JCI rate increases cost-neutral to counties. Counties that are major users of JCI services will receive the highest proportion of available funds. This proposal preserves the incentive for counties to provide community-based services, while alleviating the fiscal impact of JCIs on county budgets. It also acknowledges the significant cost reductions already implemented in DJC, the limited availability of other revenue sources, and the substantial disadvantages of closing or consolidating institutions, as discussed below.

Fiscal Effect. The cost for the 2007-09 biennium, as presented in the Governor's Executive Budget, is $27 million over the biennium.

B. Other Options Relating to Funding of Facilities

This section presents options that would reduce the impact of daily rate increases on counties by adding other, non-rate sources of revenue to the JCIs' budgets. These proposals share a common disadvantage in that the proposed revenue sources divert GPR resources allocated to other highly valued programs, such as public school districts, or tap funds that lapse to the General Fund and are available as general program revenue for a variety of competing state priorities. As noted above, the Department believes that investing GPR funds into Youth Aids provides a more direct mechanism for relieving county fiscal pressures, while preserving local control and incentives for community treatment. By contrast, the options outlined below provide a more indirect and piecemeal solution to the problem of making juvenile institutions affordable to counties.

1. Offset educational costs at JCIs with state school aids

Proposal: Include JCIs in the distribution of state school aids; remove some school costs from the daily rate.

Background: State GPR now provides reimbursement of about two-thirds of local public school district costs according to a formula based on population and tax base. On average since the 2000-2001 school year, about 870,000 students were reported as enrolled in WI public schools, although the number varied each year by as much as 2,200. In the 2006-2007 school year, $4,722,745,900 in GPR was provided as equalization aid to local districts, in addition to categorical GPR aids and other aids from segregated funds. State GPR also reimburses 100% of the non-federally-funded costs of state-run schools in DPI (schools for blind and deaf children) and DHFS (MHIs and DDCs). County agencies have long promoted the idea of using state

education dollars to offset JCI education costs. As noted in Section III above, several states use education rather than corrections funds to pay for JCI education services.

Effect of Change: DJC's institutions do not fit well into the current DPI aid formulas, so a new method would be needed to calculate an aid amount for JCI educational programs. However, we estimated that this proposal would divert approximately $5,180,400 in state school aids from public schools to juvenile correctional institutions.

Allocating GPR funds to JCIs via school aids is a less direct GPR-funded solution to ease the fiscal pressures that increases in the daily rate place on county governments than simply increasing the Youth Aids funding. Likewise, directing GPR funds to JCIs via school aids may undermine the success of Youth Aids in providing an incentive to counties to utilize community-based treatment options for youth.

Fiscal Effect: This proposal would reduce the daily rate by $15.77 per day if two-thirds of JCI educational program costs were paid for by School Aids funds.

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2. Retain federal reimbursement from school breakfast/lunch programs

Proposal: Retain in the DJC institution program revenue budget the federal school breakfast and lunch reimbursement received for DJC youth, to offset the JCIs' costs for food.

Background: Currently, the $826,000 in funding received by DOC as reimbursement under the federal breakfast and lunch programs lapses to the General Fund. The annual reimbursement varies proportionately to the number of eligible youth in the JCIs, and has been decreasing along with recent population trends.

Effect of Change: This proposal would divert federal funds that are currently lapsed to the General Fund to partially offset food costs at the JCIs. The loss to the General Fund would have to be replaced by a corresponding amount of GPR. As depicted by Figure 1, dietary services represent about 4% of institutional costs. The proposal would only partially offset total dietary costs. Thus, the proposal would have a minimal impact on the daily rate.

Fiscal Effect: About a $3.00/day rate decrease, depending on number of eligible youth.

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3. Offset certain facility costs with GPR

Proposal: Take specific fixed or variable costs (for example, utilities and security) off the daily rate and pay for them with state GPR.

Background: This proposal has been supported by state labor unions as a way of keeping daily charges affordable to counties.

Effect of Change: This proposal addresses only part of the overall costs of running the institutions. Unlike directing additional GPR to Youth Aids, this proposal does not maximize county control over expenditures for youth services or provide an incentive to community treatment and early interventions. It provides a corrections

cost subsidy only to counties that utilize JCI services, rather than benefiting all counties.

Fiscal Effect: The impact on the daily rate of subsidizing JCI costs with GPR would vary, based on the average daily population and the amount of GPR invested. If ADP remains stable, each $1 million in JCI costs transferred to GPR reduces the daily rate by $4.15 per day.

4. Subsidize intensive mental health services for girls with GPR

Proposal: Subsidize the costs of intensive staffing and services for girls in the Southern Oaks mental health unit with state GPR.

Background: As noted in Section V above, the Mendota Juvenile Treatment Center receives a GPR subsidy of $1,379,300 to compensate for the costs of the intensive staffing required to operate the program, which is about $130/day per youth. The GPR is in addition to funds transferred by DJC out of its Program Revenue appropriation, which in SFY 2006 is $2,271,100, or about $215/day per youth. The mental health unit (MHU) at Southern Oaks was started with a federal grant, which supported the additional staffing and other costs until June 2005. These Southern Oaks costs were converted to Program Revenue in SFY 2006 and included in the calculation of the daily rate.

Effect of Change: Due to the comparably small female youth population, shifting some of the costs for specialized mental health services at SOGS from the daily rate to GPR would have a minimal impact on the daily rate. Unlike directing additional GPR to Youth Aids, this proposal does not maximize county control over expenditures for youth services or provide an incentive to community treatment and early interventions. It provides a corrections cost subsidy only to counties that utilize JCI services, rather than benefiting all counties.

Fiscal Effect: If Southern Oaks received a subsidy for its 11 MHU beds equivalent on a per-youth basis to the subsidy Mendota receives for its 29 beds, the GPR would be approximately $522,000. The effect would be about a $2.00/day decrease in the daily rate.

C. Add New Populations

In considering whether to add new populations to the existing state JCIs, the Department gave careful consideration to the need for consistent focus on delivering specialized services to juveniles, and the substantial one-time and ongoing costs to comply with Federal law if juvenile and criminal offenders are housed in the same physical location. Co-location of juvenile and adult offenders changes the environment for juveniles and limits their access to buildings or areas where adult inmates are present.

5. Return 17-year-old offenders to juvenile court jurisdiction

Proposal: Change Wisconsin statutes to provide for juvenile court jurisdiction over alleged delinquent youth who are age 17.

Background: Section VII-B, above, described the transfer (on 1-1-96) of 17-year-olds to jurisdiction of the adult courts for prosecution of alleged criminal offenses. Recent research on adolescent brain development has led advocacy groups, notably WCCF, to promote raising the criminal responsibility age to 18 again.[64] This change was proposed in 2005 AB 82, which did not receive a vote in the Legislature due to counties' concerns about the Youth Aids impact. However, both the WI Counties Association and WI County Human Service Association (WCHSA) recently expressed support for the concept of putting 17-year-olds under juvenile jurisdiction. The 2007 WCHSA legislative platform states "Youth under the age of 18 should be provided developmentally appropriate services and treatment through the juvenile rather than the adult court. It is imperative that any such change in juvenile court jurisdiction be accompanied by adequate funding to counties so as to at least maintain the current level of services..."[65].

Effect of Change: An unknown number of youth would return to the jurisdiction of county human services agencies and the juvenile court when they break the law. Supervision and dispositional services for these youth would be funded by the counties and would draw on Youth Aids. A subgroup of 17-year-olds would be transferred to the criminal system via waiver for serious crimes. Admissions to the state JCIs would likely increase, due to additional youth being under juvenile court jurisdiction. Increases in the average daily population at state JCIs decrease the daily rate due to efficiencies of scale. However, this change would also substantially increase the number of youth for whom the county is providing supervision and other juvenile correctional services.

As previously noted, the Governor's budget for 2007-09 provides a $27 million increase in Youth Aids funding to cover the increase in the daily rate for JCIs and additional resources for community-based juvenile intervention services. As discussed below, it is not clear how much additional funding for Youth Aids would be necessary to allow counties to meet the needs of the expanded juvenile population, if 17 year olds were returned to juvenile jurisdiction.

Fiscal Effect: In preparing the fiscal note for 2005 AB 82, DOC was unable to determine the state and local cost impact. Important unknown factors in determining the impact are the numbers of youth retained in the adult system through waiver, the numbers placed in state JCIs who otherwise would have received adult correctional services, the number of youth placed in county secure detention who otherwise would have been in county jail, and the number of youth placed on county juvenile supervision and treatment instead of

[64] Rethinking The Juvenile in Juvenile Justice: Implications of Adolescent Brain Development on the Juvenile Justice System. Madison, WI; Wisconsin Council on Children and Families; March 2006

[65] Children and Family Platform, web-published by Wisconsin County Human Service Association at http://www.wchsa.org/ChildrenFamily/Platform.pdf

adult probation. The cost of services (existing and potential/new) to each group is also an important factor, both for counties and the state, along with staffing requirements.

6. Co-locate an adult prison for young offenders at one or more JCIs

Proposal: Establish an adult prison on the grounds of one or two JCIs, and move young prisoners there as a way to stabilize population levels and operate more efficiently.

Background: Given the underutilized space in JCIs and over-capacity adult facilities, it has been suggested that DOC should use its resources more efficiently by co-locating the two populations. Such an arrangement was proposed in 2005 AB 699. Federal regulations would require effective sight and sound separation of adults and juveniles.

Effect of Change: The co-location would stabilize JCI populations and give DOC more control over numbers of youth in DJC facilities. Though co-location would permit DOC to maximize the use of available space, there would be substantial one-time and ongoing GPR cost to implement effective sight-and-sound separation and operate the facilities. In addition, the cost to house adult offenders at a JCI would exceed the costs of housing them at current adult facilities, due to economies of scale at the larger adult institutions. Thus, this option may not have a meaningful impact on the juvenile daily rate and would likely drive up GPR costs on the adult side. From a programmatic standpoint, co-location of juveniles and adult offenders changes the environment for juveniles and limits their access to on-grounds resources that must be shared or given over for adult use.

Fiscal Effect: Based on establishing prisons at all 3 JCIs, the fiscal note for 2005 AB 699 included one-time investment of $3.3 million in facility enhancements and an estimated $13.3 million GPR annually to operate the JCI-based prisons. The impact on daily rates for JCI services is possibly up to $5.32/day if 225 young inmates are added to the three JCIs and some administrative costs are allocated to the prisons. Costs would be less if fewer than three facilities were affected, or if short-term placements were emphasized.

D. Consolidate Juvenile Facilities

This section reviews options that would permanently reduce the institutional resources for seriously delinquent juveniles in Wisconsin by closing and/or consolidating facilities. Having carefully studied the options summarized below, the Department has concluded that none of the possibilities for consolidation of facilities is viable at this time. Youth populations have stabilized, and have been up in recent months. At the current population level, consolidation of JCIs could not be accomplished without creating serious overcrowding at the consolidated facility,

compromising both security and effective delivery of programs. Procuring and building additional program and residential space would be time consuming and costly, and would substantially delay the desired goal of providing prompt relief to county fiscal pressures in the delivery of juvenile services.

As described in Section V-E above, significant cost reductions have been implemented since SFY 2000; for example, the number of positions in DJC has been reduced by 37%. Thus, there are few remaining opportunities for cost savings by partial closures, e.g. of living units or programs. Thus, facility consolidation does not appear to be a practical, viable solution.

Another concern arising from the consolidation options is the geographic availability of JCI services to youth, families, courts, counties and tribes across Wisconsin. Being sent to a facility within reasonable distance from home is a key factor in keeping youth involved with their families and engaged in meaningful discharge planning. Consolidation may remove this opportunity from many youth, especially those in northern and western Wisconsin who already may be located several hours' drive from their families.

7. Close MJTC

Proposal: Close MJTC and move all mental health treatment for boys to one JCI.

Background: 1995 Act 216 created MJTC as a secured juvenile correctional facility. By law[66], MJTC is required to provide psychological and psychiatric evaluations and treatment for juveniles whose behavior presents a serious problem to themselves or others in other secured correctional facilities and whose mental health needs can be met at MJTC.

Until December 2001, the services were delivered in three units, with each unit having a bed capacity of 14 or 15. Since December 2001, the DOC/DHFS contract was downsized to fund 29 beds in two units. The MJTC staff budget is funded from a statutory transfer of PR from the juvenile institution revenue line and from GPR provided to DJC for this purpose.

Effect of Change: The Division would lose the specialized treatment resources of MMHI and MJTC and the expertise that DHFS brings to the operation of a specialized mental health unit. DHFS would need to close its facility and lay off staff. Highly skilled mental health staff would have to be added to the JCIs. Providing the mental health treatment to this high-needs segment of the population within the correctional setting might undermine its effectiveness. The loss of services provided through this effective partnership with DHFS is not offset by the minimal reduction in the daily rate.

Fiscal Effect: About $2.7 million in annual costs and 48.25 FTE and about would be added to the selected boys facility. There would be a rate reduction of $4.00/day only if the PRO and GPR now transferred to DHFS were retained by DOC. If GPR were not available, daily costs rise by $1.40.

[66] S. 46.057 (1), Wis. Stats.

8. Close one male JCI; consolidate all male youth in the other male JCI

Proposal: Close one male juvenile facility and move all residents to other male facility.

Background: As populations in the DJC male facilities have declined, total ADP at EAS and LHS has approached the historical peak population at one institution. (The historical peak is 536 at EAS and 431 at LHS) This has led to consideration of whether consolidation could be accomplished in a cost-effective manner that preserves quality programming for delinquent boys.

Effect of Change: The consolidation of male facilities is not feasible at current population levels without undermining the effectiveness of treatment and security within the institution. Retaining JCIs in different geographic areas of the state is both highly valued by county juvenile justice stakeholders, and desirable from a program perspective. A statutory change would be required to close Lincoln Hills School, as s. 301.20, Stats., requires DOC to operate a northern facility for boys.

Fiscal Effect: At the current population levels, the net effect of closing EAS is a savings of $25.89 per day; and of closing LHS is $19.11 per day. If EAS were closed, 257.0 FTE positions would be lost, and 162.50 new positions would be added to LHS, for a net loss of 94.50 FTE. If LHS were closed, 202.50 FTE positions would be lost, and 132.75 new positions would be added to EAS, for a net loss of 69.75 FTE.

9. Close Southern Oaks; transfer girls to male JCI

Proposal: Close SOGS and move the girls to the grounds of a male facility. Use physical and program barriers to provide sight and sound separation between girls and boys.

Background: The relatively small size of Southern Oaks and the intensive treatment needs of many of its residents make it more expensive per-day to operate than other DJC facilities. In particular, the intensive services in the on-site Mental Health Unit, similar to services in MJTC, drive up the per-day cost. Prior to Fall 1994, girls had been housed at LHS. Concern over victimization of girls by LHS boys and their limited access to resources caused the Legislature to approve a separate female secure correctional facility.

Effect of Change: Based on current research about gender-specific programming, closure could be seen as a step backwards for Wisconsin. Past experience tells us that placing girls at a male facility would create a risk of increased recidivism. If girls were moved to LHS, those from southern Wisconsin would be faced with significant distance from family and their home communities. Based on past experience, there would be the potential for re-victimization by boys while at the facility if separation were breached. Additionally, there is not sufficient space at either male institution to re-create the intensive MHU for girls, leading to significant increases in problems such as youth self-harm and staff and resident assaults. Renovations would be necessary to implement sufficient sight and sound separation between boys and girls, resulting in some one-time costs. Finally, the

reduction in the daily rate and resulting fiscal relief to counties would be delayed, due to the time and funding needed to renovate the consolidated institution for sight and sound separation, to hire and train staff, and to transfer youth.

Fiscal Effect: The rate could be reduced by $12.76 per day by moving girls to EAS, or $12.39 per day to LHS. Closing SOGS would mean a loss of 108.17 FTE at that location. With 75 new staff positions required to transfer girls to EAS, a net loss of 33.17 FTE would occur. Moving the girls to LHS would require 71 new positions there, for a net loss of 37.17 FTE.

Effect of Change: As with the other consolidation options, the affected counties would lose local placement resource (and local detention beds if LHS closed). Trained, experienced staff would be lost. The travel time for DJC and county staff to participate in transition planning would increase, and more youth would be placed far away from families. Again, there is a potential for re-victimization of girls by boys while at the female facility if separation breached. Renovations would be necessary at SOGS to establish sight and sound separation. The reduction in the daily rate and resulting fiscal relief to counties would be delayed due to the time and funding needed to renovate the consolidated institution for sight and sound separation, to hire and train staff, and to transfer youth.

10. Close one male JCI; transfer to SOGS and other male JCI

Proposal: Close one male facility and move 75 boys to the SOGS Annex, with the remaining boys going to the other male facility.

Background: The SOGS Annex was built at a time when ADPs were in the 90 to 105 range. With the reductions in girls' ADP that began in early 2004, current populations are in the 50-60 range, and the Annex has been closed for housing.

Fiscal Effect: If 75 boys were relocated to the SOGS Annex, the savings at current ADPs would be $20.41/day if LHS closes and 150 boys move to EAS; and $30.07/day if EAS closes and 225 boys move to LHS. Closing LHS would mean a net loss of 74.50 FTE (loss of 202.50 FTE at LHS, offset by 97.25 additional at EAS and 32.75 additional at SOGS). Closing EAS would result in an estimated net loss of 109.75 FTE (loss of 257.00 FTE at EAS, offset by 116.50 added positions at LHS and 32.75 additional FTE at SOGS).

E. Reorganize JCI Services

11. Establish regional JCIs

Proposal: Establish several smaller, regional JCIs as an alternative way to supervise appropriate youth.

Background: Several states, including Missouri and Massachusetts, have converted all or part of their secured correctional services from large centralized institutions to small, regional facilities. These regional facilities vary

in their security levels, and may bear little physical resemblance to a traditional secure institution. The larger facilities they replaced were in some instances closed, or converted to other purposes such as adult prisons.

The success of some of these other states' programs has led to questions about whether this model could be implemented in Wisconsin to save money and improve outcomes.[67] While most states that implemented the regionalization did so several decades ago, a few states including North Carolina are in the process now. Regionalization has meant higher costs in many cases, although states have found they can access new funding sources (e.g. Title IV-E and Medicaid) to offset some of the cost of running smaller facilities that convert from secure to non-secure status.

Effect of Change: In Wisconsin, privately-operated residential care centers offer services similar to the unfenced regional facilities in some other states. The county flexibility promoted by Youth Aids has led over time to the development of a wide array of delinquency-related services, both private and public, diminishing the need for the state to initiate the development of such services.

The continuum of services currently available in Wisconsin does not point to a need for a similar continuum of state-operated resources. Such state-operated facilities would likely be in direct competition with effective, high-quality programs that have been developed locally in response to local needs.

Fiscal Effect: The development and implementation costs of a sweeping reorganization of juvenile corrections involving the closing of at least one facility and opening of several new, smaller facilities would likely increase overall juvenile correctional costs for several years. The Department is unable to determine the long-range fiscal impact of such a reorganization of juvenile corrections on the daily rate for secure juvenile placements.

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[67]: "The most recent DYS recidivism report, compiled in February 2003, shows that 70 percent of youth released in 1999 avoided recommitment to a correctional program within three years. Of 1,386 teens released from DYS custody in 1999, just 111 (8 percent) were sentenced to state prison or a state-run 120-day adult incarceration program within 36 months of release, and 266 (19 percent) were sentenced to adult probation. The new report also shows that 94 youth were recommitted to DYS for new offenses following release." From *Small is Beautiful: The Missouri Division of Youth Services*. Annie E. Casey Foundation, Advocasey newsletter; Spring 2003; p. 35

X. Recommendations

It is clear that the Department must continue to offer appropriate security, treatment and accountability-based programs at the state JCIs to meet the individual needs of youth, prevent recidivism and promote responsible living. Demonstrated outcomes in education and other programs and low correctional recidivism rates show the need for JCIs within the continuum of services available to counties and courts. The very successful JCI programs, while costly, are critical to fulfilling the balanced approach to juvenile justice by promoting public safety, youth accountability and youth rehabilitation.

The fiscal impact on counties of necessary JCI rate increases must be promptly addressed. The state should build on the successful Youth Aids model that provides local choice, while assuring that counties can afford to pay for the services ordered by the juvenile courts. Rate increases for state juvenile correctional services should be funded via Youth Aids grants to counties. With adequate funding, counties are better able to make appropriate decisions on dispositional options for delinquent youth.

At the same time, the Department must continue to control costs to the greatest extent possible and restrain JCI rate increases, while not sacrificing the quality and effectiveness of programming. The goal must be to maximize the cost-effectiveness of juvenile correctional institution services while maintaining program quality. The Department has implemented substantial cost-cutting efforts in the past by cutting staff, closing underutilized units, and eliminating non-essential programs. It is unlikely that similar strategies could be utilized in the future without having a significant negative impact on programs and outcomes for youth. Creative means will be needed to hold the line on rate increases while maintaining the success of the JCI programs.

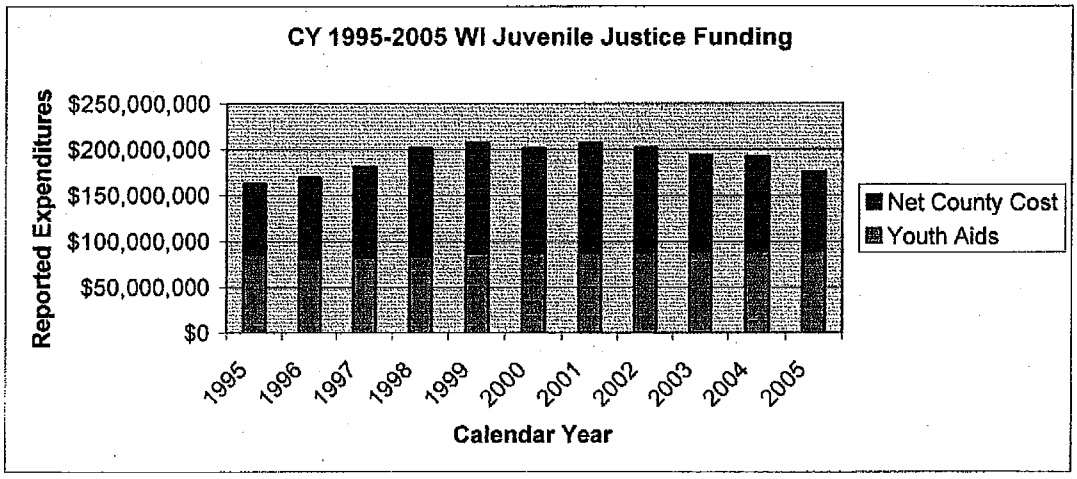
Appendices

1. Youth Aids and County Funding
2. Daily Rates for JCIs and CCI/RCCs 1990-2007

Appendix 1
Youth Aids and County Funding

County Human Service Agency Expenditures on Delinquent Youth Compared to Youth Aids Allocation 1995-2005

CY	Total County Expenditure	Youth Aids	Net County Cost	County Percent
1995	$163,164,975	$85,656,291	$77,508,684	47.5%
1996	$169,683,954	$80,607,118	$89,076,836	52.5%
1997	$181,440,538	$82,301,632	$99,138,906	54.6%
1998	$202,376,304	$83,557,512	$118,818,792	58.7%
1999	$207,584,183	$86,564,211	$121,019,972	58.3%
2000	$202,006,939	$87,836,769	$114,170,170	56.5%
2001	$207,186,146	$87,015,630	$120,170,516	58.0%
2002	$202,413,513	$87,760,300	$114,653,213	56.6%
2003	$194,067,914	$88,290,200	$105,777,714	54.5%
2004	$192,844,672	$88,580,478	$104,264,194	54.1%
2005	$175,536,848	$88,850,809	$86,686,039	49.4%
Change 95-05	7.6%	3.7%	11.8%	4.0%



Source: County expenditure reports on DSL-942

Notes:

County-reported expenditures do not include administrative costs.

Youth Aids does not include county carry-over funds under s. 301.26 (3) (dm), Community Intervention Program funds under s. 301.263 ($3,750,000 annually since 1996), or other state grant programs outside of s. 301.26.

State-paid services costs under the Serious Juvenile Offender Program ($15.3 million in SFY 05) are not included in the totals above.

Prepared by DOC/DJC/OMB/MAR 14-Nov-06

Appendix 2
Daily Rates for JCIs and CCI/RCCs, 1990-2007

Dates of Service	JCI	CCI/RCC	CCI as % of JCI
1/90-7/90	$105.15	$110.30	104.9%
7/90-12/90	$105.15	$110.30	104.9%
1/91-6/91	$105.99	$113.63	107.2%
7/91-12-91	$107.95	$119.94	111.1%
1/92-12/92	$108.75	$124.70	114.7%
1/93-6/93	$110.11	$127.18	115.5%
7/93-12/93	$101.55	$131.65	129.6%
1/94-6/94	$108.12	$141.00	130.4%
7/94-12/94	$111.73	$141.05	126.2%
1/95-6/95	$115.68	$146.07	126.3%
7/95-12/95	$120.73	$147.91	122.5%
1/96-6/96	$120.73	$153.87	127.4%
7/96-12/96	$133.82	$153.98	115.1%
1/97-6/97	$133.82	$157.08	117.4%
7/97-12/97	$150.44	$160.22	106.5%
1/98-12/98	$154.94	$161.79	104.4%
1/99-6/99	$159.46	$163.36	102.4%
7/99-12-99	$153.01	$183.72	120.1%
1/00-12/00	$153.50	$187.21	122.0%
1/01-6/01	$154.08	$190.70	123.8%
7/01-6/02	$167.57	$213.00	127.1%
7/02-6/03	$172.51	$226.00	131.0%
7/03-6/04	$183.00	$225.00	123.0%
7/04-6/05	$187.00	$239.00	127.8%
7/05-6/06	$203.00	$234.00	115.3%
7/06-6/07	$209.00	$244.00	116.7%

Source: Daily rates for juvenile correctional services in *Wisconsin Statutes*, s. 46.26 (Laws of 1993 and prior years) and s. 301.26 (Laws of 1995 and subsequent years)