



Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #254

Mental Health Services at Copper Lake (Corrections -- Juvenile Corrections)

[LFB 2017-19 Budget Summary: Page 148, #6]

CURRENT LAW

After the consolidation to Copper Lake School (CLS) from Southern Oaks Girls School, a specialized unit was created at CLS in what is now called the Ida B. Wells cottage (Wells). The Wells unit has enhanced security and social worker staffing and offers treatment options including individualized behavioral plans and groups focused on cognitive-behavioral therapy, healthy relationships programming, and art therapy.

GOVERNOR

Provide \$256,100 PR in 2017-18 and \$300,500 PR in 2018-19 with 3.25 PR positions annually to support the provision and enhancement of mental health services for girls at CLS. Positions would be distributed as:

a. 1.75 FTE Youth Counselors (YC) as patrol staff for the 3rd shift in order to provide additional services to girls who have been traumatized and abused and have difficulty with sleeplessness. The position would be funded at \$112,600 PR in 2017-18 and \$122,200 PR in 2018-19.

b. 0.5 FTE Youth Counselor – Advanced as additional lead workers for the 1st and 2nd shifts and to increase attention that the girls need to help complete goals or case work and to focus on their individual, identified needs. The YC – Advanced would be in addition to 3.0 YC – Advanced currently on staff for this purpose. This group of security staff would be trained in trauma informed care practices in order to provide improved cognitive processing and a safer environment for girls. The position would be funded at \$32,100 PR in 2017-18 and \$36,400 PR in 2018-19.

c. 1.0 FTE Psychologist Associate to enhance current individual and group work and family counseling time. The additional psychologist is intended to enable girls to have increased access to programming and coordinate therapy with unit social workers and treatment specialists. The position would be funded at \$55,200 PR in in 2017-18 and \$67,000 PR in 2018-19.

d. A contract psychiatrist to provide in-person treatment one day per week and to coordinate with CLS psychologists when prescribing medication. The contract would be funded at \$56,200 PR in in 2017-18 and \$74,900 PR in 2018-19. This position is intended to increase access to psychiatry at CLS Ida B. Wells cottage to two days per week.

DISCUSSION POINTS

1. According to Corrections, juvenile girls often suffer from higher rates of depression, low self-esteem, negative body image, substance abuse, physical abuse, and sexual abuse than boys. The seclusion and loss of privacy associated with the correctional environment further challenges their mental health treatment by creating a sense of loss of control and negative feelings about their lives, which can result in higher likelihood of suicide attempts and self-mutilation. According to Corrections, the majority of CLS girls have experienced significant adversities, such as: severe and persistent neglect, abandonment, physical abuse, sexual abuse, witnessing violence, and frequent disruption of family and community ties. As a result, many girls have entered the correctional system with unresolved trauma resulting in emotional, social, and neurological difficulties. Furthermore, the environment of a correctional facility oftentimes exacerbates past trauma, which can lead to increased incidences of self-harm and harm to others.

2. Prior to the consolidation of the Juvenile Correctional Institution (JCI) schools at the end of 2010-11, specialized mental health services for juvenile girls were provided at Southern Oaks Girls School through the six-bed Intensive Treatment Program (ITP) initially funded by a federal Juvenile Accountability Incentive Block Grant (JAIBG). The staff-intensive ITP reduced security unit placements and resulted in fewer self-harm and staff incidents and better post-release outcomes. The ITP program provided: (a) five or more hours of individualized educational classes and a dedicated teacher position; (b) three to four treatment groups per day; (c) one or more individual or family therapy sessions with a psychologist, treatment specialist/social worker, and/or a 45-minute meeting with the ITP psychiatrist; (d) unit-dedicated psychologist; (e) rigorous staff-to-youth ratios for intensive monitoring of dangerous behaviors; and (f) on-site health services staff to address self-harm injuries. When JAIBG funding expired in 2005, the Legislature chose to continue the program with JCI PR funding until the schools were consolidated.

3. The Division of Juvenile Corrections (DJC) has implemented a Juvenile Mental Health Code (JMH Code) system to aid in assessing and categorizing a youth's mental health needs during her initial screening upon arrival to CLS. As of April 28, 2017, the CLS girls' population was 21. Of this population, five girls (24%) require specialized services and they reside at the Wells Living Unit with four other security placements who also require additional mental health care. As of March, 2017, there were 11 girls who had a JMH code of 2 or 3, which indicates that they have serious emotional and behavioral problems including suicidal and self-harm behavior and psychosis.

4. Male juveniles identified with a code of JM3 often have cases that require inpatient treatment services provided at Mendota Juvenile Treatment Center (MJTC) in Madison. The Wells Unit is further complicated by the mixture of security placements and mental health placements which requires staff to alternate between the different needs of the two populations.

5. In emergencies, DJC occasionally sends girls to the Winnebago Mental Health Institute (WMHI) for immediate crisis stabilization but this is a temporary solution since WMHI does not offer any long-term treatment options. In addition, WMHI declined to admit some of the girls from CLS due to behavioral reasons. Thus, CLS seldom tries to use this option.

6. According to the JM3 assessments, over half of the girls at CLS require significant staff time and individual attention to address their mental health needs and to help them learn how to cope with past trauma and abuse. In order to more appropriately address the mental health needs of the girls placed at CLS, the bill provides 3.25 PR positions. Below is a list of the different positions that would be filled and how the positions would be used.

a. Psychologist Associate - Generally, the psychologist position would provide treatment in both group and individual settings, as well as develop and work with youths on individual treatment plans. Currently, there is one psychological associate dedicated to all of the girls at CLS, while there are 2.50 psychologist positions at MJTC dedicated to 29 boys. An LTE Psychologist intern spends 75% percent of their time at CLS, providing individual treatment. A dedicated unit psychologist would serve to increase access to treatment in the Wells Unit and is intended to ensure that access to treatment is not substantially reduced in the event of staff absences.

b. Contract Psychiatrist - From a similar job description, "the psychiatrist is part of a mental health team, with a particular focus on providing psychiatric assessments, prescribing psychotropic medication, and managing such medication. The psychiatrist may also collaborate with other correctional staff to coordinate patient care, develop plans for treatment, provide education and consultation, and find resolution to problems." Currently, girls at CLS have access to a psychiatrist only one day per week, while MJTC has a dedicated, full-time, unit psychiatrist. Since approximately 75% of youths at CLS are prescribed psychotropic medication, it could be argued that CLS (and the Wells Unit in particular) would benefit from additional psychiatric treatment resources.

c. Youth Counselors - In addition to formal treatment from clinical staff, Youth Counselors provide ongoing formal and informal support to girls with mental health needs, but current staffing levels are not sufficient to provide the appropriate intensity of service. Corrections indicates that additional Youth Counselors on each shift will allow for more individual attention, skill development, safety monitoring, and support in meeting treatment goals in between sessions with a psychologist or psychiatrist. Additional security staff on all shifts are intended to enable girls to receive more individual attention, and support and create a safe treatment environment.

7. The Wells unit at CLS has 8.75 Youth Counselors and 3.50 Youth Counselor – Advanced positions dedicated to the 12 girls; MJTC has 23.0 FTE Psychiatric Care – Advanced positions dedicated to 29 boys. Housing unit staff at CLS are supplemented by an additional 5.25 FTE on the patrol unit, but patrol time is split between the Wells and King Units. While the ratios of

security staff to youth are similar between the two facilities, MJTC relies on non-security positions to perform treatment often performed by YCs at CLS.

8. The current security staffing pattern in the Wells Unit is 3-3-1 which is further enhanced with the 1-1-1 post-shifted patrol unit. The patrol unit is dedicated to moving between the two CLS housing units and providing additional assistance to YCs that are posted in each of the housing units. According to Corrections, since there is only one post in each housing unit on third shift and one post for patrol, it is difficult to respond to incidents that occur at night. Further, DJC has indicated that it is commonplace for incidents on third-shift with one girl to escalate to the rest of the housing unit and becomes difficult to deescalate. While the primary focus of DJC's Patrol Unit request is enhancing mental health services in the Wells Unit, the additional post is intended to increase stability in both the Wells and King Units on third shift.

9. In addition, this provision is meant to address situations such as a 2015 incident where a juvenile at CLS was not on suicide watch and attempted suicide. In order to provide for increased mental health services at CLS, the Committee may wish to accept the Governor's recommendation. [Alternative 1] As a result, the Committee could provide \$256,100 PR in 2017-18 and \$300,500 PR in 2018-19 with 3.25 PR positions annually.

10. Given the need to balance DJC expenses with the need for increased services, some other number or combination of positions may be appropriate. For example, since the focus is on mental health services, funding and position authority could be provided for the psychologist associate and contract psychiatrist. [Alternative 2] As a result, the Committee could provide \$111,500 PR in 2017-18 and \$141,900 PR in 2018-19 with 1.0 PR position annually.

11. Daily rates for juvenile care in a given biennium are specified in statute by fiscal year for juvenile correctional facilities. These daily rates are calculated based on the projected annual cost and the estimated average daily population. Addition of these 3.25 PR positions has the effect of increasing expenses and, therefore, the daily rate. Given the need to keep the daily rate at a level that makes LHS and CLS a viable placement option for counties, the Committee may wish to maintain current position authority. [Alternative 3]

12. Funding and positions provided under the bill add to the PR costs of the juvenile schools. These costs are included in the overall costs used to establish the daily rate charged to counties and the state for placements at the schools. To the extent that PR costs are reduced and estimated populations remain stable, daily rates may decrease. To this end, the Committee could choose to fund either Alternatives 1 or 2 with GPR instead of PR. The Committee may wish to fund 3.25 positions with GPR. [Alternative 4] As a result, the Committee would provide \$256,100 GPR in 2017-18, and \$300,500 GPR in 2018-19 for the 3.25 GPR positions.

13. General purpose revenue funding of Alternative 2 would provide 1.0 GPR position. [Alternative 5] As a result, the Committee would provide \$119,300 GPR in 2017-18, and \$144,700 GPR in 2018-19 for the 1.0 GPR position.

14. The table below shows the effect of providing requested positions on the daily rate, SJO funding, and contract beds for juveniles under 18 with adult sentences:

Alternative	# of Positions	Annual Amount		Bill Modification to Daily Rate		Annual SJO Modification		Annual Contract Bed Modification	
		2017-18	2018-19	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19
1	3.25 PR	\$256,100	\$300,500	\$0.00	\$0.00	\$0	\$0	\$0	\$0
2	1 PR	111,500	141,900	-1.80	-1.98	-30,900	-38,200	-23,000	-25,200
3	3.25 GPR	256,100	300,500	-3.19	-3.74	-54,700	-72,400	-40,700	-47,800
4	1 GPR	111,500	141,900	-3.19	-3.74	-54,700	-72,400	-40,700	-47,800
5	0	-256,100	-300,500	-3.19	-3.74	-54,700	-72,400	-40,700	-47,800

ALTERNATIVES

1. Include the Governor's recommendation to provide \$256,100 PR in 2017-18 and \$300,500 PR in 2018-19 with 3.25 PR positions annually to support the provision and enhancement of mental health services for girls at CLS.

ALT 1	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
PR	\$556,000	3.25	\$0	0.00

2. Provide \$111,500 PR in 2017-18 and \$141,900 PR in 2018-19 with 1.0 PR position annually to support the provision and enhancement of mental health services for girls at CLS.

ALT 2	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
PR	\$253,400	1.00	-\$302,600	- 2.25

3. Maintain current position authority.

ALT 3	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
PR	\$0	0.00	-\$556,000	- 3.25

4. Provide \$256,100 GPR in 2017-18 and \$300,500 GPR in 2018-19 with 3.25 GPR position annually to support the enhancement of mental health services for girls at CLS.

ALT 4	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$556,000	3.25	\$556,000	3.25
PR	<u>0</u>	<u>0.00</u>	<u>- 556,600</u>	<u>- 3.25</u>
Total	\$556,000	3.25	\$0	0.00

5. Provide \$111,500 GPR in 2017-18 and \$141,900 GPR in 2018-19 with 1.0 GPR position annually to support the enhancement of mental health services for girls at CLS.

ALT 5	Change to Base		Change to Bill	
	Funding	Positions	Funding	Positions
GPR	\$253,400	1.00	\$253,400	1.00
PR	<u>0</u>	<u>0.00</u>	<u>- 556,300</u>	<u>- 3.25</u>
Total	\$253,400	1.00	- \$302,900	- 2.25

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