



WISCONSIN GOVERNOR'S JUVENILE JUSTICE COMMISSION

2021 & 2022 BIENNIAL REPORT TO THE GOVERNOR
WISCONSIN DEPARTMENT OF JUSTICE



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INTRODUCTION

Wisconsin Department of Justice (DOJ) submits this report in partnership with the Governor's Juvenile Justice Commission (GJJC), as required by the Juvenile Justice and Delinquency Prevention Act (JJJPA) enacted in 1974, as amended by the Juvenile Justice Reform Act (JJRA) of 2018. This landmark legislation established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the United States Department of Justice (U.S. DOJ) to assist states, local communities, and tribes with developing diversion, treatment, and rehabilitation training, education, programs, and reform efforts to prevent delinquency and improve the juvenile justice system.

The Juvenile Justice Reform Act (JJRA) of 2018 was signed into law in December 2018, reauthorizing and substantially amending the JJJPA. The amendments made by the JJRA became effective in FY 2020 (October 1, 2019). The OJJDP Fact Sheet: [Key Amendments to the Juvenile Justice and Delinquency Prevention Act Made by the Juvenile Justice Reform Act of 2018](#) highlights key changes. In October and December 2021, DOJ juvenile justice compliance staff distributed memos to key partners statewide regarding the changes to the JJJPA. The memos described the amendment, explained its impact on policies, procedures, and allowable treatment of juveniles and the effective date.

The GJJC serves as the State Advisory Group (SAG) and Wisconsin DOJ serves as the Designated State Agency (DSA), as required by the JJJPA. The SAG supports the DSA in administering federal Title II, Part B, Formula Grant funds and maintaining compliance with the core requirements of the JJJPA.

In September 2019, Governor Tony Evers recreated the GJJC through [Executive Order #43](#). The GJJC is comprised of juvenile justice professionals, including law enforcement, tribal representatives, corrections professionals, attorneys, judges, mental health practitioners, and non-profit organizations. Please see Attachment A for the list of Governor-appointed commissioners.

Core Requirements of the JJDP

To be eligible for Title II formula funding, states must be in compliance with the core requirements of the JJDP. OJJDP establishes violation thresholds for compliance that determine a state's compliance.

1. Deinstitutionalization of Status Offenders (DSO)¹
 - Under the JJDP, youth who are charged with or who have committed an offense that would not be criminal if committed by an adult (status offenders), or juveniles who are not charged with any offense and are unauthorized immigrants or are alleged to be dependent, neglected, or abused (non-offenders), shall not be placed in secure detention facilities or secure correctional facilities.
2. Adult Jail and Lock-Up Removal (Jail Removal)
 - Under the JJDP, youth may not be detained in adult jails or lockups. There are limited exceptions for juveniles accused of non-status (i.e., delinquent) offenses, including time for processing or release (six hours), the periods immediately before or after a court hearing (six hours) and additional confinement time in rural areas or areas where distance of travel or lack of sufficient transportation infrastructure presents a barrier (48 hours excluding weekends and holidays, or until weather conditions permit, prior to an initial court appearance).
3. Sight and Sound Separation (Separation)
 - Under the JJDP, when youth are detained or confined for any length of time, both sight and sound contact with adult inmates is prohibited.
4. Racial and Ethnic Disparities (R/ED)
 - Under the JJDP, states are required to collect data regarding racial and ethnic disparities at key contact points in the juvenile justice system, analyze data to identify disparities, and establish and implement an action plan to reduce disparities.

GOVERNOR'S JUVENILE JUSTICE COMMISSION (GJJC)

GJJC Vision, Mission, and Strategy

Every three years the GJJC and DOJ staff collaborate to analyze juvenile delinquency in the state and develop a three-year plan, as required by OJJDP and the JJDP. Annually, the GJJC reevaluates the priorities, goals, and objectives to measure progress and change efforts to reflect current needs. The following Vision, Mission, and Strategy are a part of the 2021-2023 GJJC Three-Year Plan. Please see Attachment B for more information.

Vision

The GJJC envisions a state in which all youth and families are safe, healthy, educated, supported equitably, and provided opportunities to achieve their full potential.

Mission

The GJJC strives to positively impact youth and families through a racial justice lens by promoting front-end reforms that prevent youth from becoming involved in the juvenile justice system. This will be accomplished through trauma and evidence-informed interventions that invest in families, schools, and diversion-focused community-based programs.

Strategy

The GJJC will utilize state and local partnerships, in conjunction with meaningful engagement with youth and families, to enhance collaboration within the juvenile justice system. The GJJC will leverage state and federal resources and funding to support local jurisdictions and organizations to accomplish the goals of the three-year plan, as required by OJJDP, while providing leadership and expertise to Wisconsin residents, state agencies, policy makers, and the Governor on juvenile justice matters.

Remarks from the GJJC Chair

- Chair Jennifer Ginsburg, Appointed September 2019

“Over the past two years, the GJJC has strived towards its mission to implement best practices in the juvenile justice system that improve the safety and well-being of youth and their communities. In 2021-2022 the GJJC brought together experts from state and local government agencies and community programs to advise the Commission on priorities and strategies for revising and implementing the Three-Year Plan. The GJJC leveraged its members’ voices and expertise to weigh in on key issues in the state. The GJJC supported multiple the juvenile justice reforms included in the Governor’s 2021-2023 budget. GJJC members testified before the Wisconsin Supreme Court in a successful effort to end the practice of indiscriminate shackling of youth in court. Through a collaboration between the GJJC Policy and Legislation subcommittee and the Wisconsin Department of Justice, Wisconsin has remained in compliance with all the core requirements of the Juvenile Justice Delinquency and Prevention Act. The GJJC and Wisconsin Department of Justice awarded over \$300,000 in grants that support local organizations implement emerging programming and serve youth to create better outcomes.”

GJJC Structure and Meeting Summary

The GJJC meets quarterly as a full commission. Due to the on-going impacts of the COVID-19 pandemic, the Commission conducted the majority of their 2021-2022 meetings virtually. The May quarterly meeting was held using a hybrid format to facilitate in-person relationship building while ensuring Commissioners concerned with COVID-19 exposure or facing travel-related barriers could attend virtually. Despite the challenges of transitioning to a virtual setting, commissioners worked diligently to recommend system reforms, collaborate with DOJ regarding compliance, and develop and update the 2021-2023 Three-Year Plan and Racial and Ethnic Disparities Reduction Plan, as required by OJJDP.

GJJC Subcommittee Structure

The GJJC has three active subcommittees that met regularly in 2021-2022. Please see Attachment A for a list of subcommittee members. The subcommittees include:

Subcommittee	Description	2021-2022 Accomplishments
Executive	The Executive Subcommittee is comprised of the Commission Chair and the Subcommittee Chairs. This subcommittee acts on behalf of the GJJC for purposes specifically authorized by the GJJC and/or in emergency situations. The Executive Subcommittee provides oversight to the collective work of all subcommittees and planning for quarterly full-commission meetings.	<p>Set agendas for full commission meetings.</p> <p>Approved FY2022 Title II Formula Grant application materials and three-year plan on behalf of the GJJC.</p> <p>Reviewed the nominee and selected the awardee for the 2022 Tony Maggioro Youth Excellence Award.</p>
Ethnic and Racial Disparities (ERD)	<p>The Ethnic and Racial Disparities (ERD) Subcommittee focuses on state compliance in addressing and reducing racial and ethnic disparities in the juvenile justice system in Wisconsin.</p> <p>The committee reviews and affirms Wisconsin DOJ data collection and system improvement planning as it relates to disparities identified across the spectrum of five contact points with the juvenile justice system. These contact points include arrest, diversion, pre-trial detention, secure confinement, and transfers to adult court. This subcommittee is responsible for applying an ERD lens to all GJJC recommendations.</p>	<p>Developed 2021-2023 Three-Year Plan Priorities related to the reduction of racial and ethnic disparities in the juvenile justice system.</p> <p>Reviewed race and ethnicity data on juvenile involvement in the system including: number, rate, and disparities in arrests, diversions, secure confinements, and transfers to adult court. The Subcommittee evaluated the disparities and set priorities and strategic goals to reduce disparities.</p> <p>Developed an action plan for subcommittee involvement in educating stakeholders and decision makers on the presence and causes of disparities, and best practices for avoiding and reducing disparities.</p>

Policy, Legislation, and Compliance (PLC)	<p>The Policy, Legislation, and Compliance (PLC) Subcommittee is responsible to address the non-ERD core requirements (DSO, Separation, and Jail Removal) of the JJDPA and Wisconsin-specific policy and legislative changes needed to maintain compliance with the JJDPA.</p> <p>PLC members monitor state legislative and regulatory changes that may impact Wisconsin’s compliance with the JJDPA or the functioning of the juvenile justice system. This subcommittee develops policy and legislative recommendations for full-commission approval.</p>	<p>Developed formal GJJC Recommendation Letters to the Governor, State Legislature, and State Supreme Court.</p> <p>Monitored updates regarding funding and progress on the Type 1 Milwaukee Juvenile Correctional Facility, progress on the Mendota Juvenile Treatment Center (MJTC), revisions of Administrative Code Ch. DOC 346, and DOJ compliance activities.</p> <p>Developed 2021-2023 Three-Year Plan priorities related to policy and legislative changes necessary for Wisconsin to maintain compliance with the JJDPA.</p>
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Wisconsin Executive Order #43 GJJC Charges

In addition to fulfilling all SAG responsibilities as described in the JJDPA, the Governor tasked the GJJC with developing recommendations for the following:

- a. A process for assessing youth pre-disposition to ensure that each youth is receiving the most beneficial programming in the setting best suited to his or her needs.
- b. Creating a state-wide unified treatment-centered system of juvenile justice that minimizes disruptions to youth who go through multiple types of placements.
- c. Innovations and best practices Wisconsin should adopt across the entire spectrum of the juvenile justice system, including but not limited to non-secure treatment and intervention options.
- d. Identifying and reducing racial disparities in the juvenile justice system.
- e. Identifying gaps in data collection and analysis in the juvenile justice system, including data on “dual-status” youth who are involved in the child welfare and juvenile justice systems.

The GJJC has taken the following actions towards fulfilling these obligations.

- a. The Department of Children and Families (DCF) presented to the Ethnic and Racial Disparities (ERD) Subcommittee regarding the statewide implementation of the Youth Assessment Screening Instrument (YASI). ERD subsequently has begun developing an action plan for educating decision makers such as district attorneys and judges regarding the effective use of YASI information in petition and disposition decisions.
- b. The GJJC wrote and distributed a formal letter of support for select provisions of the Governor’s FY2021-2023. These provisions echo policy recommendations made by the GJJC to establish a diverse care continuum to include Secure Residential Care Centers for Children and Youth (SRCCCYs) and community-based youth justice services and supports that reduce the need for secure confinement.
- c. The GJJC identified model programs and practices, many of which are evidence-based or promising, that aim to reduce juvenile delinquency, support positive youth development, develop community-based programs and services for youth and their families. The GJJC incorporated these model programs into the Three-Year Plan and funding priorities.

- d. The ERD Subcommittee collaborated with DOJ staff to collect and analyze race and ethnicity data at four contact points in the juvenile justice system. The analysis included identifying at which contact points disparities existed, to what extent and for which populations. The ERD Subcommittee developed a targeted action plan to address Wisconsin’s disparities through education, data collection improvements, and grant funding for local communities to address these issues.
- e. The ERD Subcommittee raised concerns regarding data gaps on arrested youth’s ethnicity and current lack of statewide, accessible data on the use of pre-trial detention. The ERD Subcommittee included goals and objectives related to data collection improvements in the R/ED Reduction Action Plan.

GJJC Formal Recommendations

In addition to submitting OJJDP required planning documents, the commission made additional recommendations in 2021-2022 to the Governor and other juvenile justice stakeholders, as appropriate. The GJJC recommended:

- **Adoption of Juvenile Justice Reform Measures in the Governor’s 2021-2023 Biennial Budget (April 2021).**² The GJJC expressed support for several juvenile justice reforms and critical investment in youth programming included in the Governor’s Biennial Budget. The recommendations were drawn from priorities included in the Title II Three-Year Plan and informed by developments in the scientific understanding of adolescent brain development and changing best practices in supporting youth. These recommendations included:
 - Changes to juvenile jurisdiction to include 17-year-olds and exclude 10 and 11-year-olds, and to eliminate automatic adult court jurisdiction over juveniles for certain offenses.
 - Providing funding to close Lincoln Hills/Copper Lake Schools and establish Secure Residential Care Centers for Children and Youth as well as community-based alternatives to detention and secure confinement.
 - Reform sentencing laws for children sentenced as adults to eliminate mandatory life without parole and other mandatory penalties that apply to adult offenders.
 - Invest in community-based youth justice services and supports to reduce the need for secure confinement and align with effective youth justice practice.
- **Regulating the Use of Restraints on Children in Juvenile Court (December 2021).**³ The GJJC adopted a position in support of the petition to the Wisconsin Supreme Court to end indiscriminate shackling of children in juvenile court and regulate the use of restraints. The GJJC supported the position due to evidence that indiscriminate shackling is harmful to children, contrary to the rehabilitative purposes of the Children’s Code and the Juvenile Code, and is a barrier to youth’s perception of procedural justice. The GJJC submitted a letter in support of the petition to the court for public comment and two members testified in support of the petition at the public hearing on February 15, 2022. The petition was granted and went into effect on July 1, 2022.
- **Implementing sentencing reforms for crimes committed by a person who is under the age of 18 (February 2022).**⁴ The GJJC adopted a position in support of reforms that would create a new sentence adjustment procedure for juveniles currently serving life sentences who committed crimes before turning 18. The GJJC also supported prohibiting courts from imposing a life sentence, without eligibility for release, on juveniles who commit crimes before turning 18.

² Attachment C

³ Attachment D

⁴ Attachment E

The GJJC supports the shift towards requiring courts to set a date on which a juvenile would be eligible for release to extended supervision.

GJJC Commissioner Education and National Representation

The annual Title II funds OJJDP grants to Wisconsin support the professional development of commissioners through a mandatory SAG allocation each year. GJJC Commissioners represented Wisconsin through various state and national in-person and virtual learning opportunities, conferences, and coalition meetings. Commissioners attended the annual Coalition for Juvenile Justice conference. The Ethnic and Racial Disparities Subcommittee chair attended the Coalition for Juvenile Justice Racial and Ethnic Disparities Conference. One Policy, Legislation, and Compliance Co-Chair attended the annual OJJDP State and Tribal Relations and Assistance Division (STRAD) National Training Conference in December 2022. With both virtual and in person conference and training events available, Wisconsin DOJ looks forward to providing more learning opportunities to all commissioners in upcoming years.

GJJC Three-Year Plan

With assistance from Wisconsin DOJ staff, the GJJC developed and began implementing a new, comprehensive Three-Year Plan for the 2021-2023 Title II grant cycle. The plan was updated in 2022 to incorporate new information on racial and ethnic disparities in the state and the resources available to reduce them. The GJJC and WI DOJ will continue to collaborate to accomplish the goals in the plan and further advance the GJJC's vision of an equitably, safe, and supportive juvenile justice system.

2021-2023 THREE-YEAR PLAN DEVELOPMENT

The GJJC and Wisconsin DOJ collaborated to evaluate the current needs of Wisconsin's youth and the juvenile justice system through a comprehensive delinquency analysis. The analysis informed six core priorities, goals and objectives which correspond to specific areas of need. The GJJC engaged in numerous Wisconsin DOJ-led prioritization exercises and discussions to develop the 2021-2023 Three-Year Plan. The plan will guide the administration of Title II funds over the next three-year funding cycle and is reviewed annually by the GJJC. Please see Attachment B for the GJJC 2021-2023 Three-Year Plan. The GJJC established the following priorities in 2021 and amended priority three in 2022 to address the changing state of racial and ethnic disparities in the juvenile justice system. The Three-Year Plan revisions included additional updates to the model programs list and to funding priorities focusing on prevention and early interventions. The new Three-Year Plan and amendments provided more detail, matched goals to funding priorities and model programs, and clearly addressed all statutory requirements. The list below reflects the amended priorities.

1. Maintain state compliance with the Juvenile Justice and Delinquency Prevention Act (JJDPA).
 - a. The Designated State Agency (DSA), Wisconsin Department of Justice (DOJ) will maintain compliance with the JJDPA and the GJJC will support those efforts through education and outreach to key system partners.
2. Promote policy and legislation improvements for the juvenile justice system.
 - a. The GJJC will recommend legislative action that prioritizes returning 17-year-olds to the juvenile justice system.
 - b. The GJJC will recommend legislative action to deinstitutionalize status offenders, in order to maintain compliance with the Act (JJDPA).
 - c. The GJJC will work towards a full revision of Wisconsin Chapter 938: Juvenile Justice Code (2011) and relevant administrative code, by partnering with all three branches of government and all political parties.
3. Reduce racial and ethnic disparities in the juvenile justice system at specific contact points as determined in the Title II Racial and Ethnic Disparities (R/ED) Reduction Plan.

- a. The GJJC will assist in building and strengthening state agency partnerships to promote and improve information sharing and analysis relating to the five contact points of the juvenile justice system as outlined by OJJDP.
 - b. The GJJC will direct Title II funding opportunities to address disparities at specific contact points as identified in the Racial and Ethnic Disparities (R/ED) Plan.
 - c. The GJJC will collaborate with community partners to identify contributing factors for disparities at a specific point of contact and improve awareness of disparities in the juvenile justice system.
4. Promote youth, family, and community engagement in the work of the GJJC and juvenile justice system.
 - a. The GJJC will strengthen youth and family collaboration within the commission, specifically focusing on highlighting youth voices to inform system improvements.
 5. Improve data collection for the purposes of compliance reporting, understanding the existence and scope of racial and ethnic disparities, and monitor delinquency trends and use of alternatives to detention.
 - a. The Wisconsin DOJ will collect data required for OJJDP compliance reporting and will update the GJJC on data collected.
 - b. The GJJC will recommend data expansion efforts to address racial and ethnic disparities.
 - c. The GJJC will monitor and utilize data trends to support the expansion of alternatives to detention.
 6. Administer grant programs that reflect these priorities and support evidence-based programming for youth.
 - a. The Wisconsin DOJ will announce grant opportunities and award Title II formula funds and leverage other federal and state funds using the guidance of the GJJC and the priorities within this plan.
 - b. The GJJC will review and revise, if necessary, the three-year plan in order to adhere to priorities set by OJJDP, feedback from previously funded projects, and new or emerging statewide or local needs.

The GJJC and Wisconsin DOJ worked together to accomplish the following goals, as described in the 2021-2023 Three-Year Plan.

- Maintained compliance with the JJDP and a robust compliance plan to continue ongoing participation in the Title II Formula Funds application process.
- Initiated efforts to develop a workplan to educate stakeholders and juvenile justice system decision makers regarding the presence and causes of racial and ethnic disparities and innovative and evidence-based practices to reduce disparities.
- Recommended policy changes that reflect areas of need in the juvenile justice system, increase use of evidence-based and trauma-informed practices, and improve youth accountability and rehabilitation.
- Addressed the backlog of Title II Subgrants and funded new and expanded existing youth mentoring programs, school-based restorative justice programs, and family centered treatment programs.

TITLE II FUNDING & SUBGRANT AWARDS

OJJDP awards Wisconsin DOJ annual Title II formula grant funds based on state compliance with the JJDP. Title II funding supports innovative state efforts to prevent juvenile delinquency through a positive youth development lens, ensure fair treatment of minority youth, improve the systems and services available to address delinquent behavior; and prioritize citizen involvement and expertise through the GJJC. In 2021 and 2022, counties, tribes, and nonprofit agencies applied for competitive grant programs to implement and expand positive youth development mentoring programs, introduce restorative justice practices to school discipline procedures, and expand the use of family based services.

Wisconsin Title II Formula Grant Awards from OJJDP

Federal Fiscal Year	Amount
2018	\$417,975
2019	\$557,322
2020	\$719,718
2021	\$808,287
2022	\$786,717

Title II Subgrants Awarded in 2021

Forest County Potawatomi Community (1/1/2021-9/30/2021)

Treatment Level Placement for Tribal Youth	\$25,000
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Funds were used by the Forest County Potawatomi Community (FCPC) to implement the “Treatment Level Placement for Tribal Youth” assistance project. This effort helped Tribal youth who were involved with the juvenile justice system and who needed residential or specialized out-of-home placement and treatment services. This provided a safe alternative to juvenile detention or incarceration and, more importantly, ensured that this vulnerable segment of FCPC’s population has access to the resources that will foster healing and recovery. Additionally, it improved the area’s juvenile justice system efforts by reducing the number of detained juveniles, and provided youth with the counseling, structure, and rehabilitation support necessary to reduce recidivism, avoid risky behaviors, and build a healthy future.

La Crosse County Human Services (1/1/2021-12/31/2021)

Improving Youth Supports Through Assessment	\$3,286
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Funds were used by La Crosse County Human Services, specifically the La Crosse System of Care, along with the La Crosse Family YMCA, The Good Fight, and Boys & Girls Club of Greater La Crosse to purchase the use of an online database and online Child and Adolescent Functional Assessment Scale (CAFAS) assessments to

strengthen decision making across systems and maximize existing resources that currently serve youth. By utilizing a shared assessment tool across youth serving agencies, collaboration across agencies improved. The strategic collaboration increased their ability to identify and target specific youth needs that ultimately reduced youth's risky behavior and address service gaps.

Milwaukee County (4/1/2021-12/31/2022)

Alternative Response Initiative

\$25,000

With the leadership of the Honorable Ellen R. Brostrom, Milwaukee County Circuit Court Branch 6, this project expanded and strengthened Milwaukee County's diversion and alternative response options for low and moderate-low risk youth referred for delinquency. The Robert F. Kennedy National Resource Center for Juvenile Justice provided technical assistance to implement steps outlined in their Alternative Response Workbook (<https://rfknrcjj.org/wp-content/uploads/2019/11/Alternative-Response-Initiative-ARI-Workbook.pdf>) and to increase restorative justice resources and responses for diverted youth. In order to implement the full Alternative Response initiative process, Milwaukee County provided overmatch of approximately \$14,000 beyond the \$25,000 awarded. This work brought together a wide range of agencies and entities to identify gaps and challenges and work towards solutions. The ARI Executive Committee and subcommittees were all aligned with a common goal and broke down silos that have historically existed to achieve their goals.

Walworth County Department of Health and Human Services (1/1/2021-12/31/2021)

Training in Cognitive Intervention Tools

\$10,396

Funds were used by Walworth County Department of Health and Human Services Children's Division to train workers in cognitive behavioral interventions that are utilized during one-on-one work with offenders to address criminogenic need areas. The training ensured staff were able to (1) be familiar with the Carey Guides and BITS (2) engage in skill practice using Guides and 6 BITS (3) practice introducing the Guides and BITS to youth (4) understand how to make the most effective use of the Guides and BITS, and (5) develop strategies for managing an offender's potential lack of cooperation.

Wood County Human Services Department (1/1/2021-12/31/2021)

Expanding Youth Justice Evidence-Based Services

\$21,000

Wood County purchased Carey Guides and other tools and services for staff members who work directly with youth involved or at-risk of involvement in the juvenile justice system. Staff members used these tools to teach youth new skills and reduce their risk of recidivism. Wood County served 64 moderate or high-risk youth. The Carey

Guides were regularly and successfully used by staff members with youth to specifically address each youth's criminogenic needs. The skills learned by completing the assignments helps reduce recidivism and encourages pro-social development.

Title II Subgrants Awarded in 2022

Ashland County Department of Human Services (4/1/2022-3/31/2023)

Expansion and Enhancement of SPARK Mentoring	\$21,401
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This project expanded Ashland County's successful teen mentoring program called SPARK. The program is open to all youth ages 12-18, and primarily serves at-risk youth from Ashland Middle and High School as well as youth from the Bad River Ojibwe Reservation. The funding allows SPARK to expand its staff capacity to partner with the school district to provide in-school mentoring and expand programming days and hours at the youth center. The program expansion provided additional evening hours which decreased at-risk youths' "free unsupervised time" and provided a positive space for youth to be instead of wandering.

Big Brothers Big Sisters of Dane County (4/1/2022-3/31/2023)

Community Based Mentoring to Reduce Delinquency	\$47,573
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Big Brothers Big Sisters of Dane County (BBBS) is using funds to expand access to mentoring to 151 youth ages 10-16 in the Dane County area (57% increase from 2021). To reduce their likelihood of justice involvement, they aim to enhance youth's social-emotional well-being and develop aspirations for their future through meaningful mentoring experiences in our Community-Based Mentoring Program. The grant has enabled BBBS to invest in personnel, process improvements, and quality Match Support and grow their enrollment capacity. These investments will 1) drive increased volunteer recruitment, 2) accelerate child and volunteer enrollment, and 3) create more impactful mentoring. As a result, BBBS expects youth in their program to experience the following measurable outcomes: avoidance of risky behaviors, higher educational expectations for the future, social acceptance, parental and family trust.

City of Madison Police Department (4/1/2022-8/31/2023)

Breaking the Cycle Youth Mentoring	\$33,066
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Funds will be used by the Madison Police Department, working in partnership with RISE Wisconsin, Inc., to provide youth mentoring to siblings of system-involved juveniles in the Breaking the Cycle wraparound program in Madison, WI. Their goal is the break the cycle of youth from the same families committing crimes. Following a behavioral screening (SDQ) of the youth's strengths and difficulties, a collaborative goal will be identified that will shape skill development and growth during mentoring sessions. The same screening will be completed upon completion of the program to document progress.

Jefferson County Department of Human Services (4/1/2022-9/30/2022)

Restorative Justice to Address DMC \$13,441

Jefferson County continued to expand their “Restorative Practices in the Schools to Reduce Disproportionate Minority Contact in the Youth Justice System Project,” which began in summer 2021. Jefferson County Human Services developed excellent partnerships with three school districts in the county and invited a fourth school district into the project and offer “train the trainer” sessions for six individuals from Jefferson County and the school districts who received the original restorative practices training last year. Staff trained in restorative justice practices through this project have performed restorative justice circles with youth as an alternative to a youth justice referral. Additionally, these practices have reduced out of school suspension days for youth and increased youth’s feelings of connection to school.

La Crosse County Human Services (4/1/2022-3/31/2023)

Mentoring through Community Cultural Liaisons \$50,000

La Crosse County Human Services is using this grant project to enhance the La Crosse System of Care (SOC) through the addition of one part-time Community Cultural Liaison to be contracted through Hope Restores, a local non-profit agency. The project created a summer and fall program to provide at-risk youth with educational, recreational, and academic experiences. The liaison worked with all participating youth to transition them successfully into the school year by providing back to school shopping opportunities, school tours, and personal introductions to school staff. The target population is youth who identify as black, age 10-18 years old within the City of La Crosse. The project activities will enhance existing positive youth development and mentoring initiatives by: Creating opportunities to engage meaningfully with youth while connecting to existing community resources to build resilience, self-esteem, connection with peers and social support and increasing access to culturally responsive services.

Pierce County Human Services (10/1/2022-9/30/2023)

Family Centered Treatment for Youth Justice \$50,000

Funds will be used by Pierce County Department of Human Services to expand the use of Family Centered Treatment for Pierce County youth and their families that are involved in the Youth Justice system. The goal is to keep families intact by improving family functioning and eliminating the need for an out-of-home placement.

Red Cliff Band of Lake Superior Chippewa (10/1/2022-9/30/2023)

Boys & Girls Club of Gitchigami Mentoring Program \$28,597

Funds will be used by the Red Cliff Band of Lake Superior Chippewa Indians to implement a youth mentoring program at the Boys and Girls Club of Gitchigami. The youth mentoring project will improve self-esteem, confidence, life skills and social skills of tribal youth mentees; enhance youth connection and commitment to school, family and community; and maintain the Ojibwe language, tradition, customs, community and tribal youth activities.

Rio Community-School District (7/1/2022-6/30/2023)

School-Based Restorative Justice Program**\$48,730**

The restorative justice program at Rio Middle/High School proactively prevents and addresses behaviors that lead to unsuccessful academic and postsecondary outcomes. They believe in "Maslow before Bloom", meaning that students' basic human needs and mental health need to be nurtured prior to expecting ideal behavioral and academic outcomes. The restorative justice program works within their current comprehensive school based mental health program in order to expand wrap around services for students at school. The program hired and trained a new Restorative Justice Coordinator to identify repeat offending students and conduct restorative justice activities to address their behaviors. The Coordinator will also teach and coach school staff in restorative practice framework to ensure consistency and sustainability.

Wauwatosa School District (8/1/2022-6/30/2023)

Restorative Practices**\$49,980**

Funds are used by Madison Elementary School in Wauwatosa, and additional collaborating staff in the district to strengthen, expand, and level up their fledgling restorative justice/practices action plan established in the 2020-2021 school year. The funds are used to provide training, coaching, consultants, and supplies to help them move from the stage of reading and theory to the stage of application and implementation. Their core focus is on 4th and 5th grade (ages 10 and up) though this work positively impacts the entire school. To date, 36 staff members have started restorative practice training and several planning activities have been conducted. Staff have started to form personal learning goals involving building and maintaining relationships, using proactive community building circles, and using restorative circles to address harm and resolve conflict.

OTHER JUVENILE JUSTICE FUNDING

In addition to Title II funds, Wisconsin DOJ administers additional federal and state funding to improve outcomes for youth and families impacted by the juvenile justice system. The GJJC serves as a critical body for Wisconsin DOJ to confer with when applying for discretionary funding and implementing state funds that intersect with the vision and mission of the commission.

OJJDP Prison Rape Elimination Act (PREA)

As described by OJJDP, “Congress passed the Prison Rape Elimination Act (PREA) in 2003 with unanimous support from both parties. Congress intended that PREA would provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations, and funding to protect individuals from prison rape.”

Wisconsin DOJ utilized OJJDP PREA funding to support the Wisconsin Department of Corrections to offset costs of auditing facilities, as required under PREA standard 115.401, and installing video monitoring technology to ensure the safety of all youth in correctional facilities. Due to significant delays in the Title II FY2021 awards, Wisconsin has not yet received the FY2021 or FY2022 PREA solicitation.

Federal Fiscal Year	Amount
2017	\$9,704
2018	\$7,231
2019	\$8,726
2020	\$12,506

State of Wisconsin Youth Gang Diversion

Wisconsin DOJ allocates state funds to six eligible organizations, as described in [Wis. Stat. 165.987](#). Wisconsin DOJ also provides technical assistance to the organizations to ensure projects reduce youth involvement in gang activity and violence.

Eligible Subgrantee	Annual Amount
Kenosha County (Department of Human Services)	\$96,200
Social Development Commission (SDC) Milwaukee	\$320,400
Social Development Commission (SDC) Milwaukee – ATODA Initiative	\$281,600
City of Racine	\$63,000
Racine Family YMCA	\$96,200
Boys and Girls Club of Green Bay	\$96,200

2021 and 2022 program highlights include:

- **Kenosha County Department of Human Services**
 - The Gang Reduction Project of Kenosha County continues to reduce gang activity by providing prevention and intervention services to youth at-risk for gang involvement. These activities include targeted education, employment activities, and mentoring for at-risk or gang-involved youth. Education, social, recreational, family, and job-related activities are intended to provide at-risk or gang-involved youth with positive alternatives to gang activity. The program served 61 youth in 2021 and 47 youth in 2022. The program has been effective at reducing delinquent behavior, with 92% (in 2021) and 94% (in 2022) of participants not reoffending during program involvement, 88% (in 2021) and 68% (in

2022) improving or maintaining school attendance, and 88% (in 2021) and 83% (in 2022) increasing their GPA.

- **Social Development Commission (SDC) Milwaukee**

- The Youth Services Gang Diversion Program implements activities to address risk factors underlying gang recruitment and gang involvement. 120 youth were referred to SDC from the Milwaukee Municipal court and 116 of those youth completed their community service and received SDC education prevention services. 62 youth attended SDC's youth empowerment series and 59 youth attended school presentations and community events. These workgroups included topics like anger management, substance use, truancy, conflict resolution, and family communication skills. A total of 466 youth received services through this project in 2022. Participating youth and families asserted that their needs were met by the program and that they felt supported by SDC. Through the educational prevention in schools and community, youth and families gained new knowledge to help them make better choices and feel more equipped to change their lifestyles and improve family relationships.

- **Social Development Commission (SDC) Milwaukee – ATODA Initiative**

- The SDC ATODA and Mental Health Services Program provides outpatient treatment services for youth at-risk of Alcohol, Tobacco, and Other Drug Abuse (ATODA). 2,052 youth participated in the educational programming in 2022 including informational workgroups in schools. SDC conducted outreach efforts to youth including disseminating the program flyer which includes prevention information on substance use disorders, mental health, and limiting stigma. SDC's prevention services allows youth and families to become better educated on the destructive effect substance use has on individuals, families, and communities.

- **City of Racine**

- The Mayor's Gang Collaborative partners with Safe Haven of Racine, Racine Unified School District, Why Gangs LLC, Racine Vocational Ministries, and the YMCA to mitigate adverse impacts of gang membership and affiliation throughout the city. In 2022, 76 youth participated in programming with no youth committing a new offense during programming. Despite recruitment challenges due to COVID, the number of youth returning for services remains strong. The program has low recidivism rates: no participants returned to prison and as a result, more youth remain at home, rebuild family life, and maintain employment and treatment programs. The three-year recidivism rate is currently at a program low of 12% compared to the state rate for high and medium risk individuals of 40-45%. The program continues to create more pro-social life patterns with participants. The project continues to introduce and immerse at-risk youth in strength-based programming and mentorship. The program provides opportunities for youth to build themselves, emerge as a leader, avoid risky behaviors, dedicate themselves to increasing education and vocation levels, thus positively impacting their homes, school, peers, and community.

- **Racine Family YMCA**

- Young Leaders Academy (YLA) aims to reverse negative trends of low academic achievements in low-income communities within Racine, WI. A total of 510 youth participated in the program in 2022. All participating students improved academically through homework completion, school attendance, and increase in grades through the support of staff. Additional staff support in the areas of character development, teaching effective communication skills, and promoting personal responsibility have contributed to a decrease in behavioral issues in youth clients. Youth participants continue to enhance career ready soft skills and are learning to manage positive peer and adult relationships.

- **Boys and Girls Club of Green Bay**

- Brown County Ties Project targets at-risk youth and links youth to structured programs and positive social outlets. In 2022, a total of 1,637 unduplicated youth participated in programming. The program highlighted successes in exploring new curriculum resources for their job readiness program, provide individualized academic coaching and social emotional support. Throughout 2022, more than 1,600 youth accessed the programs. Project youth logged over 350 hours of volunteer service to make their community a better place, all while forming positive connections with local nonprofits. 100% of project teens responding to the program survey reported that they abstained from risky behaviors, including drug and alcohol abuse, physical fighting, and sexual activity. Over 90% of project youth formed meaningful relationships with positive adults, and 95% said they felt accepted for who they are.

WISCONSIN COMPLIANCE WITH THE JJDPA

Pursuant to 28 C.F.R. § 31.303(f)(6), OJJDP sets annual compliance standards by calculating the average of the previous two years of each state's compliance monitoring rates for deinstitutionalization of status offenders, adult jail and lock-up removal, and sight and sound separation. For purposes of assessing Wisconsin's rate of compliance, OJJDP has established a juvenile population of 1,258,524. This includes 17-year-olds, as this population, despite being above the age of adult criminal responsibility, can nonetheless account for violations when held as status offenders or for other non-delinquency offenses.

Compliance Summary

As required by OJJDP, Wisconsin DOJ submits compliance data from the previous fiscal year for the upcoming fiscal year Title II grant application each spring. In accordance with OJJDP methodology, the FY2021 compliance numerical thresholds and instance rate of non-compliance with three of the four core requirements are as follows:

DEINSTITUTIONALIZATION OF STATUS OFFENDERS (DSO)

- Threshold rate: 4.71 per 100,000 juvenile population.
- Wisconsin instance rate of non-compliance: 2.02 per 100,000 juvenile population, adjusted for non-reporting facilities⁵.
- Wisconsin total violations reported (raw data): 24
- Calculated total, adjusted: 24
- Wisconsin total qualifying for Valid Court Order (VCO) exception: 0
- Wisconsin total holds pursuant to Interstate Compact on Juveniles (ICJ): 4

SEPARATION

- Threshold rate: 1.18 per 100,000 juvenile population.
- Wisconsin instance rate of non-compliance: 0.00 per 100,000 juvenile population.
- Calculated total, adjusted: 0
- Wisconsin total violations reported: 0

JAIL REMOVAL

- Threshold rate: 3.95 per 100,000 juvenile population.
- Wisconsin instance rate of non-compliance: 2.61 per 100,000 juvenile population, adjusted for non-reporting facilities.
- Wisconsin total violations reported (raw data): 29
- Calculated total, adjusted: 29
- Wisconsin total holds pursuant to Removal ("Rural") Exception⁶: 0

⁵ 15 non-reporting facilities: Lac du Flambeau Tribal PD (asserting sovereign status) and several court holding facilities. Reporting rate: 94% (85% allowable).

⁶ Vilas County qualifies for exception from the six-hour removal requirement for delinquent offenders due to distance from available secure juvenile detention facilities. Offenders held pursuant to this exception must appear before the court within 24-hours of being held.

2018 – 2022 Compliance Comparison

Year	Total Holds	DSO	Separation	Jail Removal
2018	8816	42	5	100
2019	9055	36	5	65
2020	6980	35.31	0	46.45
2021	5705	21	1	21
2022	4312	24	0	29

Deinstitutionalization of Status Offenders (DSO) Discussion

Incidence of DSO (deinstitutionalization of status offenders) violations increased slightly during the 2022 reporting period (October 1, 2020 – September 30, 2021). Wisconsin continues to have comparatively few status and non-offenders placed in secure detention settings; with the majority of these individuals being placed primarily due to runaway behaviors following placement in a non-secure setting or truancy.

23 of the 24 total incidences took place within the juvenile secure detention facilities (see below), with one occurring in a municipal lockup.

- Brown County Juvenile Detention Center: 6
- Fond du Lac County Secure Detention Center: 2
- Marathon County Secure Juvenile Detention Facility: 2
- Milwaukee County Secure Juvenile Detention Center: 1
- Northwest Regional Juvenile Detention Center (Eau Claire County): 5
- Portage County Juvenile Detention Center: 1
- Racine County Juvenile Detention: 3
- Rock County Youth Services Center: 1
- Sheboygan County Juvenile Detention Center: 0
- Washington County Juvenile Detention: 2
- Western Regional Adolescent Services (La Crosse County): 0

It should be noted that the occurrence of DSO violations by a juvenile detention facility is not necessarily indicative of any incorrect procedure or shortcoming on the part of that facility. In practice and based on geographical location, some of these facilities experience a greater occurrence of status and non-offender placement orders. Such orders may come from the same county as the placement location, but often are from surrounding or even distant jurisdictions, including county and tribal placements. Such variety in judicial practice, county forms use, and documentation of proceedings creates difficulty in ascertaining use of the valid court order (VCO) exception. For the 2022 review period, no VCO exceptions were approved. The majority of DSO violations occurred to juveniles being held longer than the 7 days allowed under the VCO exception, which is a change from the 10 days previously allowed.

Sight and Sound Separation Discussion

For the 2022 reporting period, Wisconsin experienced no instances of violation of the sight and sound separation requirement of the JJDP. This is of the utmost importance, as Wisconsin has previously been out of compliance on this very narrow measure.

Jail Removal Discussion

The 2022 reporting period reflected a slight increase in jail removal violations across the state. Jail removal violations occur when a juvenile is securely held on a delinquent offense for greater than six hours. Juvenile status and non-offenders may not be held securely; however, OJJDP allows an exception for the processing of those individuals. Any juvenile status or non-offender held securely in excess of the time required to identify and process, one hour or less per OJJDP guidance and audit requirements, results in a violation.

Wisconsin DOJ has worked closely with law enforcement partners in guiding policy and procedures around the secure holding of juveniles. Signage for secure areas clearly states the limits on time and type of offenders that may be held in that area. Further, WI DOJ compliance staff provide direct guidance to agencies as to non-secure alternatives that exist for the safe holding of juveniles pending release or transfer and have seen a trend toward municipal law enforcement agencies removing secure features (such as cuffing features and locks that prevent egress) altogether. Further, WI DOJ compliance staff have shifted record review practice to better engage agencies in exploring potential violations. As a result, monitors are often able to identify errors in record keeping or additional case file information that eliminates a significant number of holds that are initially identified as potential violations (i.e.-holds indicated as secure when in non-secure area, incorrect time entry, and/or delinquent acts unlisted).

All 21 instances of jail removal violations occurred within 10 municipal law enforcement agencies. These agencies represent a geographic variety across Wisconsin; however, there is a larger representation in the southeastern part of the state. This may be attributable to volume of cases as well as a higher concentration of DOC-approved lockups (holding cells) for both adults and juveniles; often making facilities more secure for purposes of JJDP.

- Glendale PD: 1
- Kenosha PD: 2
- Lake Mills PD: 1
- Milwaukee PD Dist. 1: 18
- Milwaukee PD Dist. 3: 4
- River Hills PD: 1
- Whitefish Bay PD: 2

The majority of the violations occurred in the Milwaukee Police Department, specifically in Milwaukee Police Department, District 1. All of the violations were juveniles accused of delinquent acts held for longer than 6 hours, most being released within 7 hours. Discussions have been held with Milwaukee PD on how to more accurately document where juveniles are being held in the facility, as monitors suspect these are not actual violations, but appear to be violations due to how the holds are currently being documented.

Racial and Ethnic Disparities Discussion

The fourth core requirement of the JJDP is the reduction of racial and ethnic disparities within the juvenile justice system. Unlike the other core requirements of the JJDP, compliance with the reduction of racial and ethnic disparities does not have a numerical standard. OJJDP requires an annual Racial and Ethnic Disparities Reduction plan that includes three components:

1. A quantitative and qualitative analysis of statewide rates of disparities for at least four out of five contact points of the system: arrest, diversion, pre-trial detention, secure confinement, and transfers to adult court
2. An action plan with state-specific, state-directed programmatic goals and measurable objectives to reduce disparities
3. An outcome-based evaluation of the progress towards achieving the previous year's goals

Although overall numbers of youth⁷ who encounter the juvenile justice system have declined over recent years, disparities have increased. Utilizing 2020 U.S. Census data, [OJJDP EZAPOD](#) data, and Wisconsin state agency data, the following findings were submitted to OJJDP in 2022:⁸

- Arrest:
 - Wisconsin Black youth make up 10.8% of the youth population in Wisconsin, yet this minority population accounts for 25% of youth arrests. Black youth are nearly 3 times more likely to be arrested than white youth.
 - White youth represent 83.2% of the youth population in Wisconsin. However, less than 5% of white youth are arrested, making up 68% of youth arrests.
 - Native American youth make up 1.8% of the youth population in Wisconsin. However, they are 3% of youth arrests. Native American youth are more than 2 times as likely to be arrested than white youth.
- Diversion:
 - Approximately half the number of arrested youth are referred to youth justice intake. However, not all referred youth are petitioned to court; some are diverted. Of referred youth, Black, Native American, Hispanic youth of any race, and Asian youth (though to a lesser extent) are less likely than white youth to be diverted from court processing. This is critical because significant research shows that diverted youth are less likely to reoffend and are more likely to experience better life outcomes.
- Pre-trial Detention:
 - Data regarding statewide use of pre-trial detention was not available this year. The Department of Children and Families is conducting an ongoing process to remedy this data gap through improvements to eWISACWIS.
- Secure Confinement:
 - Lincoln Hills and Copper Lake Schools are Wisconsin's two secure juvenile correctional facilities. Of youth who are recommended for petition, Black youth are twice as likely to be placed in a correctional facility than white youth. Asian and Native American youth are more than three times as likely to be placed in a correction facility. It is important to note that the lower likelihood of placement of Black youth as compared to Asian and Native American youth can be misleading as there are significantly more Black youth placed in correctional facilities (28) than Asian (1) and Native American (6).
- Waivers to Adult Court
 - Youth waived to adult court includes youth who are transferred to criminal court as a result of a judicial finding. This does not include youth whose cases are under adult court jurisdiction due to meeting the criteria for original adult court jurisdiction for criminal proceedings under Wisconsin Statute Chapter 938.183. The number of waivers to adult court in Wisconsin increased dramatically in 2021 after two years of small decreases in 2019 and 2020. Additionally, disparities worsened significantly. In 2021, Black youth were over 12 times as likely as white youth to be waived to adult court and Hispanic youth of

⁷ Youth, for the purpose of this section of the report refers to individuals age 17 and under.

⁸ Visit <https://gjjc.wisdoj.gov/about/erds> and click "Racial and Ethnic Disparities (R/ED) Reduction Plan" to access a PDF of the full data analysis and action plan.

any race were over 7 times as likely as white youth. This is after two years of Black youth being less than twice as likely as white youth to be waived to adult court.

Wisconsin DOJ was deemed compliant with the fourth core requirement of the JJDP, Racial and Ethnic Disparities, in FY2022.

In FY2021, the GJJC and Wisconsin DOJ set the goal of reducing disparities at the point of arrest through a prevention-based strategy. Funding was allocated towards delinquency prevention and positive youth development programs as well as training for law enforcement agencies on adolescent development and implicit bias. There has been a decline in total arrests, however, disparities remain. Disparities decreased in 2020 but increased again in 2021, though the disparities in 2021 are lower than in 2018 and 2019. Overall, there was some progress towards this goal.

In FY2022, Wisconsin DOJ and the GJJC identified three overarching goals:

1. Build and strengthen state agency partnerships to promote and improve information sharing and data analysis relating to the five juvenile justice contact points.
2. Direct Title II funding opportunities to address disparities at arrest and secure placement through prevention strategies and supporting local alternative programming.
3. Collaborate with community partners to identify contributing factors for disparities, and educate decision makers regarding the presence, causes, and solutions for disparities at a particular juvenile justice system decision point.

Wisconsin DOJ will continue to prioritize racial and ethnic disparity reduction at the point of arrest as it represents the formal entryway into the system. These efforts will be supported by leveraging Title II formula funding for delinquency prevention and positive youth development programs. Title II funding will also be directed towards reducing disparities at the point of correctional confinement through increasing the availability of less-secure, community-based placement alternatives.

CONCLUSION

The GJJC and Wisconsin DOJ proves to be an impactful partnership in improving the juvenile justice system in Wisconsin. The past two years of collaboration and work have improved compliance with the JJDP and improved the juvenile justice system both through education and legal changes. The Three-Year Plan and Title II grant programs developed in 2021 and 2022 have set the GJJC on a trajectory towards making a positive impact on Wisconsin's juvenile justice system.

As the OJJDP Title II, Part B, Formula Grant Program is dependent upon state compliance with the JJDP, Wisconsin DOJ and the GJJC is dedicated to ensuring necessary legislative and policy changes transpire and preserve Wisconsin's compliance with federal law. This will take place in conjunction with local efforts to reduce racial and ethnic disparities while assisting youth, families, and communities in achieving their full potential through diversionary and prevention-focused interventions. The GJJC and Wisconsin DOJ looks forward to building on the momentum gained in 2019 and 2020.

ATTACHMENT LIST

1. Attachment A: GJJC Commissioner and Subcommittee Membership List
2. Attachment B: GJJC 2021-2023 Three-Year Plan
3. Attachment C: Letter of Support for Governor's 2021-2023 Biennial Budget (April 2021)
4. Attachment D: Letter of Support of the Petition to the Wisconsin Supreme Court to Amend Wis. Stats. §48.299 and §938.299 Regulating the Use of Restraints on Children in Juvenile Court (December 2021)
5. Attachment E: Letter of Support for SB862 and AB856 Relating to Sentencing for Crimes Committed by a Person Who Is Under the Age of 18.

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Wisconsin Governor's Juvenile Justice Commissioner and Subcommittee Member List – September 1, 2022

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Wisconsin Governor's Juvenile Justice Commissioner and Subcommittee Member List – September 1, 2022

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Wisconsin Governor's Juvenile Justice Commissioner and Subcommittee Member List – September 1, 2022

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Wisconsin Juvenile Justice and Delinquency Prevention
2021-2023 Proposal Narrative and Three-Year Plan
FY2022 Title II Grant Application

A. Statement of the Problem

The purpose of this application is for Wisconsin to continue participation in the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Title II Formula Grant Program and maintain state compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP). This funding will support compliance with the JJDP and improve outcomes for youth involved in the state’s juvenile justice system.

The Wisconsin Department of Justice (Wisconsin DOJ) serves as the applicant and Designated State Agency (DSA) and works collaboratively with the Governor’s Juvenile Justice Commission (GJJC), which serves as the State Advisory Group (SAG). Wisconsin DOJ also partners with other state agencies, counties, tribes, and organizations in identifying and addressing the problems and needs of the juvenile justice system in Wisconsin. The priorities of the 2021-2023 Three-Year Plan align with the areas of need identified below.

1. Area of Need Table

Area of Need: Compliance with the JJDP
Wisconsin state policy and laws must align with the newly reauthorized components of the JJDP. Wisconsin state law changes have not occurred as of spring 2022, therefore, the GJJC and Wisconsin DOJ must provide robust technical assistance, training, and awareness-building for juvenile justice system stakeholders to abide by all JJDP provisions.
Area of Need: Policy and Legislative Improvements
Wisconsin is one of three states remaining that classifies 17-year-olds as adults. State legislation is necessary to bring juvenile system jurisdiction into alignment with current understanding of adolescent development by raising the age of juvenile jurisdiction to 18-years-old. Legislative action is also necessary to comply with the Deinstitutionalization of Status Offenders (DSO) provision and Valid Court Order (VCO) exception. Collaboration with state

legislators and the courts to shorten the time in detention permitted through the VCO exception from ten days to seven to reflect the JJDP requirement is critical. Wisconsin's Juvenile Justice Code, Chapter 938, requires revisions to align with evidence-based practices and childhood development science. Revisions to Chapter 938 will require all three branches of Wisconsin government and all political parties to achieve consensus in revising the legislation.

Area of Need: Racial and Ethnic Disparities

Wisconsin has some of the largest disparities within the juvenile justice system compared to other states. Specifically, Wisconsin ranks second in the nation for the largest Black to White disparity in the juvenile justice system. All system improvement efforts, GJJC recommendations, and subawards must apply a racial equity lens to ensure disparity rates decline at all five contact points of the juvenile justice system.

Area of Need: Youth, Family, and Community Engagement

Wisconsin DOJ has experienced a positive improvement of youth, family, and community engagement with the GJJC over the previous three-year cycle. Engagement needs have shifted to consistent partnership and implementation of the feedback provided by these most important stakeholders.

Area of Need: Data Collection

Wisconsin does not have one centralized data collection tool for juvenile justice information and relies on partnerships with law enforcement agencies, county human services departments, tribes, the Wisconsin State Courts, Wisconsin Department of Children and Families (DCF), and Wisconsin Department of Corrections (DOC). Wisconsin DOJ continues to request support for local data collection of Hispanic and Non-Hispanic data elements at the contact point of arrest. Expanded data collection to measure short-term and long-term impacts of utilizing Deferred Prosecution Agreements (DPAs) and other alternatives to detention is needed.

Area of Need: Gender-Specific Services for Prevention and Treatment of Juvenile Delinquency

Though boys make up half of the youth population, they make up a majority of youth arrests and secure confinements. Many of the programs, services, and residential treatment options are tailored specifically to boys' needs and reserve beds and program slots specifically for boys in the juvenile justice system. Wisconsin has two secure correctional facilities managed by the Department of Corrections, one for girls and one for boys. However, Wisconsin's secure mental health facility only accepts males at this time. The facility, Mendota Juvenile Treatment Center, is undergoing an expansion which would provide beds for girls as well.¹ Though there are programming and residential treatment programs dedicated to serving girls,

¹ Wisconsin Department of Health Services, MMHI: Mendota Juvenile Treatment Center, <https://www.dhs.wisconsin.gov/mmhi/mjtc.htm>.

there are fewer resources than there are for boys and not enough to meet the need. Even detention centers, which can serve as a stopgap with the lack of alternative services, have insufficient beds and programming to meet girls' needs.

Awareness has also been raised about the specific needs of transgender and gender non-conforming youth in the juvenile justice system. The Superintendents of Wisconsin secure detention facilities are aware of the complexities of detaining and serving transgender youth and have received education on the issue. At the Juvenile Superintendents Conference held Spring 2022, there were two presentations regarding LGBTI and transgender youth care in the juvenile detention centers. The presentations provided background on LGBTI youth and best practices to use when navigating serving a youth with this identity. Detention centers are in the education and information-gathering phase and have not yet fully implemented these best practices in their policies and procedures.

2. State Agency Capacity

Wisconsin DOJ has a strong infrastructure to support the OJJDP Title II Formula Grant Program. The Bureau of Justice Programs (BJP), within Wisconsin DOJ, houses the Juvenile Justice Program Manager, Juvenile Justice Specialist and Racial and Ethnic Disparities Coordinator, two LTE Compliance Monitors, the Grants Specialist, and the Justice Programs Coordinator. This team works to ensure all four core requirements of the JJDP are being met and monitored, staff and assist the GJJC, and conduct all grant management activities. State agencies ensure staff maintain knowledge of state and federal laws and can perform necessary research, training, and program evaluation capacity within the state.

Please see OJJDP Title II Proposal Narrative Attachment A: Juvenile Delinquency Crime Analysis for a complete analysis of the juvenile delinquency and crime problems in the state as pertains to 34 U.S.C. § 11133(a)(7)(A). The goals and objectives of the Wisconsin DOJ 2021-2023 Three-Year Plan are derived from the data within the crime analysis and the Racial and Ethnic Disparities (RED) Plan submitted in the Compliance Monitoring Tool (CMT).

B. Project Goals and Objectives

Project goals and objectives are located within the following 2021-2023 Three-Year Plan. The proposed short- and long-term goals are derived from the data provided within the Problem Statement located in Section A. Subsection 1 of the Proposal Narrative and crime analysis located in Attachment A. The Wisconsin DOJ, in partnership with the GJJC, acknowledge inter-related priorities especially the application of a racial equity lens in all commission work. As such, the GJJC and Wisconsin DOJ determined not to rank the priorities in level of importance, but to approach all priorities simultaneously through subcommittee work.

Three-Year Plan, Priorities, Goals, and Objectives

As described in [Executive Order #43](#), the Governor's Juvenile Justice Commission (GJJC), serves as the State Advisory Group (SAG) and supports the Designated State Agency (DSA), the Wisconsin Department of Justice (Wisconsin DOJ), in implementing the federal [Juvenile Justice and Delinquency Prevention Act \(JJDP\)](#) in Wisconsin.

In order to receive federal Title II Formula Grant funds, the state must remain in compliance with four core requirements of the JJDP:

1. Deinstitutionalization of Status Offenders (DSO)
2. Adult Jail and Lock-Up Removal (Jail Removal)
3. Sight and Sound Separation (Separation)
4. Racial and Ethnic Disparities (R/ED)

Vision

The GJJC envisions a state in which all youth and families are safe, healthy, educated, supported equitably, and provided opportunities to achieve their full potential.

Mission

The GJJC strives to positively impact youth and families through a racial justice lens by promoting front-end reforms that prevent youth from becoming involved in the juvenile justice system. This will be accomplished through trauma and evidence-informed interventions that invest in families, schools, and diversion-focused community-based programs.

Strategy

The GJJC will utilize state and local partnerships, in conjunction with meaningful engagement with youth and families, to enhance collaboration within the juvenile justice system. The GJJC will leverage state and federal resources and funding to support local jurisdictions and organizations to accomplish the goals of this plan, while providing leadership and expertise to Wisconsin residents, state agencies, policy makers, and the Governor on juvenile justice matters. In order to pursue these goals and maintain compliance with the JJDP A core requirements, the GJJC and Wisconsin DOJ collaborated to develop and implement the following Three-Year Plan.

Priority 1: Maintain state compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP A)
Goal 1.1: The Designated State Agency (DSA), Wisconsin Department of Justice (DOJ) will maintain compliance with the JJDP A and the GJJC will support those efforts through education and outreach to key system partners.
Objectives: 1.1.1 The Wisconsin DOJ Compliance Manager will monitor facilities for compliance with the four core requirements of the JJDP A and provide training, technical assistance, and recommendations as necessary. 1.1.2 The GJJC will advise the Wisconsin DOJ staff on funding priorities that ensure compliance with the requirements of the Title II Formula Grant program.

1.1.3

In the event of federal changes to compliance procedures, standards, or thresholds the Wisconsin DOJ and GJJC will collaborate to ensure that programs and funding continue to meet the federal requirements, including updating Wisconsin DOJ compliance monitoring procedures and preparing educational memos to stakeholders, law enforcement, and judicial partners.

1.1.4

In the event of non-compliance, the GJJC will advise and assist the Wisconsin DOJ to promote actions with juvenile justice (JJ) system partners to bring the state back into compliance with the JJDPA.

1.1.5

The GJJC will assist Wisconsin DOJ in educating and informing juvenile justice stakeholders of annual OJJDP compliance thresholds and any legislative, policy, or state agency action necessary to maintain state compliance with the JJDPA.

Priority 2: Promote Policy and Legislative Improvements for the Juvenile Justice System

Goal 2.1: The GJJC will recommend legislative action that prioritizes returning 17-year-olds to the juvenile justice system.

Objectives:

2.1.1

The GJJC will make necessary written and verbal recommendations to the legislature and the Governor that supports the return of 17-year-old youth to the juvenile justice system.

2.1.2

The GJJC will engage in outreach with local and non-profit system partners to build support and encourage advocacy for the legislative change.

Goal 2.2: The GJJC will recommend legislative action to deinstitutionalize status offenders, in order to maintain compliance with the Act.

Objectives:

2.2.1

The GJJC will continue to educate judicial stakeholders on the importance of not detaining status offenders longer than seven days in the case of a Valid Court Order (VCO) Exception, which is less than the current 10-day period permitted by Wisconsin legislation.

2.2.2

The GJJC will recommend changes to legislation so that it is no longer legal to detain status offenders longer than seven days, in addition to recommendations regarding the elimination of the Valid Court Order (VCO) exception utilized to detain status offenders.

Goal 2.3: The GJJC will work towards a full revision of Wisconsin [Chapter 938: Juvenile Justice Code \(2011\)](#) and relevant administrative code, by partnering with all three branches of government and all political parties.

Objectives:

2.3.1

The GJJC will recommend a full revision of Wisconsin Chapter 938: Juvenile Justice Code to the legislature and Governor's Office, with a racial equity lens that is informed by science and evidence.² To achieve this goal, the GJJC's Policy, Legislation, and Compliance Subcommittee will lead efforts to:

- (a) Research the legislative process and historical legislative actions related to Wisconsin Chapter 938.
- (b) Research other states' laws and plans on juvenile justice codes and reform.
- (c) Present a formal recommendation to the GJJC for approval to request that the legislature form a legislative study committee or that the Governor forms a task force to review Chapter 938 for purposes of a full revision.
- (d) Identify and engage in opportunities for commissioners and partners, if appropriate, to engage in outreach, education, and advocacy efforts with legislators, state agency leadership, and policymakers.

Priority 3: Reduce Racial and Ethnic Disparities in the Juvenile Justice System at Specific Contact Points as Determined in the Title II Racial and Ethnic Disparities (R/ED) Reduction Plan.

Goal 3.1: The GJJC will assist in building and strengthening state agency partnerships to promote and improve information sharing and analysis relating to the five contact points of the juvenile justice system as outlined by OJJDP.

Objectives:

3.1.1

The Wisconsin DOJ, Wisconsin Department of Children and Families (DCF), Wisconsin Department of Public Instruction (DPI), and the Director of State Courts Office will

² A revision of Wisconsin Chapter 938 will lead to a reduction in the number of children housed in secure detention and correction facilities who are awaiting placement in residential treatment programs. It could also include new prohibitions on restraints that are not covered by the Wisconsin Supreme Court's ruling on Petition 21-04 effective July 1, 2022 creating a presumption against shackling youth in juvenile court..

report to the GJJC on efforts to collect and analyze data relating to the five contact points of the juvenile justice system (Arrest, Diversion, Pre-trial Detention, Secure Confinement, and Transfers to Adult Court). The GJJC will provide input on areas for improvement and expansion.

Goal 3.2: The GJJC will direct Title II funding opportunities to address disparities at specific contact points as identified in the Racial and Ethnic Disparities (R/ED) Plan

Objectives:

3.2.1

The ERD Subcommittee will collaborate with WI DOJ to identify specific contact points at which to direct funding interventions that reflect needs identified by disparity data.

3.2.2

The ERD Subcommittee will identify model programs and strategic interventions that are effective at reducing disparities.

3.2.3

Wisconsin DOJ will develop grant opportunities in accordance with identified contact points and interventions, for local organizations to support their efforts to prevent delinquency and support youth.

3.2.4

Where feasible, WI DOJ will request applicants for Title II Subgrant funding provide a description of how their program will contribute to reducing disparities.

Goal 3.3: The GJJC will collaborate with community partners to identify contributing factors for disparities at a specific point of contact and improve awareness of disparities in the juvenile justice system.

3.3.1

The GJJC will host collaborative meetings with community partners to identify contributing factors for disparities.

3.3.2

The GJJC will collaborate with WI DOJ, subject matter experts, and other states to develop and distribute education materials and host events for stakeholders and community partners to increase awareness of disparities in the juvenile justice system.

3.3.3

The GJJC will research tools and methods to improve racial equity at each point of contact. The GJJC will focus on education about prevention efforts that could occur prior to the arrest contact point.

Priority 4: Promote Youth, Family, and Community Engagement in the work of the GJJC and Juvenile Justice System

Goal 4.1: The GJJC will strengthen youth and family collaboration within the commission, specifically focusing on highlighting youth voices to inform system improvements.

Objectives:

4.1.1

The GJJC will create meaningful virtual and in-person opportunities for youth and families that have been impacted by the juvenile justice system to share input and recommendations for system improvements.

4.1.2

The GJJC will actively engage the youth members appointed to the commission.

4.1.3

The GJJC will identify new ways to recruit membership of youth involved in the juvenile justice system and that have dual-system involvement experience.

Priority 5: Improve Data Collection

Goal 5.1: The Wisconsin DOJ will collect data required for OJJDP compliance reporting and will update the GJJC on data collected.

Objectives:

5.1.1

The Wisconsin DOJ Compliance Manager will utilize and maintain the state's compliance monitoring universe and track necessary data elements to ensure state compliance with the four core requirements with the JJDP. Wisconsin DOJ will report results to the GJJC annually on the required facility inspections and annual compliance report submitted to OJJDP.

5.1.2

The GJJC will advise Wisconsin DOJ and other state agencies in areas to prioritize, streamline, and improve data collection platforms utilized by juvenile justice stakeholders and agencies.

5.1.3

Wisconsin DOJ will collaborate with state agencies and other system stakeholders to assess current data collection and sharing processes, in addition to conducting a system analysis on current resources and needs relating to data collection.³

Goal 5.2: The GJJC will recommend data expansion efforts to address racial and ethnic disparities.

Objectives:

5.2.1

The GJJC will support education and training for system stakeholders on the importance of accurate and self-reported data collection relating to race and ethnicity.

5.2.2

The GJJC will seek methods to support local data collection improvement efforts to include Hispanic and Non-Hispanic data elements at all five contact points (Arrest, Diversion, Pre-trial Detention, Secure Confinement, and Transfers to Adult Court).

Goal 5.3: The GJJC will monitor and utilize data trends to support the expansion of alternatives to detention.

Objectives:

5.3.1

The GJJC will continue to monitor statewide use of Deferred Prosecution Agreements (DPAs) annually for trends and opportunities to advance non-court ordered service delivery for youth and families.

5.3.2

The GJJC will utilize COVID-19 data and system analysis reports to influence diversion strategies and detention alternatives.

Priority 6: Administer Grant Programs

Goal 6.1: The Wisconsin DOJ will announce grant opportunities and award Title II formula funds and leverage other federal and state funds using the guidance of the GJJC and the priorities within this plan.⁴

³ Analysis and needs identification relating to data collection may include human trafficking of youth.

⁴ Critical factors will be considered when announcing opportunities and awarding sub-grants under Title II, including but not limited to: providing equitable distribution of funds within the state, including rural areas; providing for gender specific services because there is a lack of services for all youth, including those who identify as Lesbian, Gay, Bisexual, and Transgender (LGBT); providing alternatives to detention for status offenders, survivors of commercial sexual exploitation, and others, where appropriate, such as specialized or problem-solving courts or diversion to home-based or community-based services or treatment for those youth in need of mental

Objectives:

6.1.1

The Wisconsin DOJ will use this plan and input from the GJJC to award Title II formula funds to subgrantees.

6.1.2

The GJJC will prioritize awarding funds to projects that positively impact and improve the juvenile justice system on a regional or statewide basis, in comparison to single agency or single county program implementation.⁵

6.1.3

The Wisconsin DOJ will inform the GJJC of subgrantee award details and project deliverables. Subgrantees may be required to conduct presentations for and share reports with the GJJC.

6.1.4

The GJJC will partner with Wisconsin DOJ to submit the required biennial reports to the Governor that summarizes funded projects and commission accomplishments.

Goal 6.2: The GJJC will review and revise, if necessary, the three-year plan in order to adhere to priorities set by OJJDP, feedback from previously funded projects, and new or emerging statewide or local needs.

Objectives:

6.2.1

The GJJC will review the Model Programs Guide and set funding priorities annually. The Wisconsin DOJ will create grant opportunities and award grants that support or align with the models, programs, interventions, strategies, trainings, and system-improvements listed in the Model Programs Guide.

6.2.2

The GJJC will prioritize front-end reforms, while also supporting middle and deep-end interventions necessary to reduce existing racial and ethnic disparities for youth currently involved in the juvenile justice system.

health, substance abuse, or co-occurring disorder services at the time such juveniles first come into contact with the juvenile justice system.

⁵ The GJJC will consider projects in rural areas as these areas have an overall shortage of services for juveniles.

6.2.3

The GJJC will provide funding opportunities that include technical assistance and training opportunities to all partners in the juvenile justice system, including, but not limited to: law enforcement agencies, judicial partners, mental health and substance abuse practitioners, education system stakeholders, anti-human trafficking agencies, and local community organizations.⁶

6.2.4

The GJJC will review outcomes of subgrants to establish programs that can be applied in other jurisdictions.

2. Priorities and Model Programs Guide

The following trainings, interventions, programs, and system-improvements will guide the Title II Formula Grant solicitations and sub-awards administered by the Wisconsin Department of Justice (Wisconsin DOJ), in partnership with the Governor’s Juvenile Justice Commission (GJJC). The categories, stakeholders, and examples provide a framework for Wisconsin DOJ, in partnership with the GJJC, to administer funds through grant opportunities that align with the priorities and goals within the State of Wisconsin’s 2021-2023 Three-Year Plan. The GJJC will review this appendix guide on an annual basis and advise Wisconsin DOJ on administering grant opportunities and awards that align with the prioritized program models.

⁶ Funding for technical assistance and training for juvenile justice system partners is critical to the ability to address difficult or emerging areas of focus (gender-specific services, mental health and substance abuse programming, and anti-human trafficking initiatives) and to ensure that trauma-informed and scientific, evidence-based methods are used with youth.

All work funded with Title II Formula funds must also adhere to the Office of Juvenile Justice and Delinquency Prevention (OJJDP) prescribed Purpose Areas.⁷ Selected OJJDP Purpose Areas⁸ prioritized within this State Plan include the following:

- Compliance
- Racial and Ethnic Disparities
- Positive Youth Development
- Delinquency Prevention
- Indian Tribes
- Community-Based Programs and Services (2021)

In addition to these broad funding allocations, the GJJC collaborated with WI DOJ to identify model programs and program priorities for each purpose area. These model programs, practices, and priorities are listed in the table below. For programs that have been rated by OJJDP or another evidence-based clearinghouse, the rating is provided.⁹ For more general program priorities, especially for Racial and Ethnic Disparities and Indian Tribe programs, no rating is provided. The priorities listed for R/ED and Indian Tribe programs were identified through a collaborative strategic planning and decision-making process with the Ethnic and Racial Disparities Subcommittee¹⁰ and Policy, Legislation, and Compliance Subcommittee.

⁷ All sub-awards will require adherence to federal grant conditions and requirements of the JJDPA, including but not limited to protecting the rights of recipients of services and assuring appropriate privacy with regard to record 34 U.S.C. § 11133(a)(18).

⁸ Spending requirement under 34 U.S.C. section 11133(a)(9), page 42 Redline Version: JJDPA 2018. Performance Measure Tool Summaries: <https://ojdppmt.ojp.gov/help/titleIIdocs.html>.

⁹ Ratings are located through the OJJDP Model Programs and Practices evidence-based clearinghouse, Title IV-E Prevention Services Clearinghouse, the California Evidence-Based Clearinghouse for Child Welfare, and others.

¹⁰ This subcommittee serves as the state Racial and Ethnic Disparities Coordinating Body and meets the JJDPA membership requirements. More detail on the role of the coordinating committee can be found in the R/ED Plan.

2022 Purpose Area Model Programs Guide ¹¹			
Evidence- Based Rating	Program/ Practice Title	Program Description	Stakeholders
Racial and Ethnic Disparities			
Programs, research, or other initiatives primarily to address the disproportionate number of youth members of minority groups who come into contact with the juvenile justice system, pursuant to the requirement at 34 U.S.C. Section 223(a)(15) of the JJDP Act.			
	Alternative to Detention and Correctional Confinement	Community and home-based alternatives to pretrial detention, incarceration, and institutionalization for youth who are waiting for trial, post-disposition treatment programs, and for youth who need temporary placements that provide comprehensive services. These can include out of home placements, home based services, and community-based supervision programs.	Human services agencies, detention facilities, correctional facilities, families, community organizations
Effective	Detention Risk Assessment Instrument (DRAI)	The DRAI is a questionnaire that can help determine whether pretrial detention is warranted when law enforcement requests a youth be held in a Juvenile Detention Facility. <i>Alternative Program Area: Juvenile Justice System Improvement.</i>	Human services agencies, detention facilities
Positive Youth Development			
Programs that assist delinquent and other at-risk youth in obtaining a sense of safety and structure, belonging and membership, self-worth and social contribution, independence and control over one's life, and closeness in interpersonal relationships.			
Not Rated	Credible Messengers	A mentoring program in which justice involved/at-risk young people who have a higher risk of re-offending are matched with specially trained adults with relevant life experiences (often previously incarcerated, Returned Citizens) called Credible Messengers, who share their background. <i>Alternative Program Area: Mentoring Counseling and Training Programs.</i>	Human Services Agencies, Community Organizations, Nonprofits
Effective	Big Brothers Big Sisters (BBBS) Community-Based Mentoring	A mentoring program that supports the development of healthy youths by addressing their need for positive adult contact, thereby reducing risk factors for	Human Services Agencies, Community

¹¹ In selecting model programs for conducting subgrants, consideration has been given to prioritize approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency. This includes involving relatives and extended family members when appropriate, and providing family counseling during incarceration of juvenile family members and coordination of family services when appropriate and feasible. See model programs for the Delinquency Prevention, Indian Tribes, and Community-Based Programs and Services purpose areas.

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	(CBM) Program	negative behavior and enhancing protective factors for positive behavior. BBBS CBM focuses on meeting the needs of communities that are facing hardship by helping youth withstand the many negative effects of adversity. Youth targeted for this program are at high risk of exposure to violence and trauma at home and in the community. <i>Alternative Program Area: Mentoring Counseling and Training Programs, Racial and Ethnic Disparities.</i>	Organizations, Nonprofits
Effective	Project BUILD	Project BUILD (Broader Urban Involvement and Leadership Development; now the BUILD Violence Intervention Curriculum) is a violence prevention curriculum designed to help youth in detention overcome problems they may face in their communities, such as gangs, crime, and drugs. The program is designed to intervene in the lives of youth who have come in contact with the juvenile justice system to reduce recidivism and diminish the prospects that youth will become adult offenders. <i>Alternative Program Area: Delinquency Prevention, Aftercare and Reentry, Gangs, Racial and Ethnic Disparities.</i>	Detention Centers
Promising	Positive Peer Culture (PPC)	A peer-helping model designed to improve social competence and cultivate strengths in youth. Care and concern for others is the defining element of PPC. Rather than demanding obedience to authority or peers, PPC demands responsibility, empowering youth to discover their greatness. Caring is made fashionable and any hurting behavior totally unacceptable. PPC assumes that as group members learn to trust, respect, and take responsibility for the actions of others, norms can be established. These norms not only extinguish antisocial conduct, but more importantly reinforce prosocial attitudes, beliefs, and behaviors. Positive values and behavioral change are achieved through the peer-helping process. Helping others increases self-worth. As individuals become more committed to caring for others, they abandon hurtful behaviors.	Detention Centers

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Promising	Aggression Replacement Therapy (ART)	Aggression Replacement Training (ART) is a cognitive-behavioral program that teaches youth to control impulsiveness and anger; to acknowledge the limitations in their current thoughts, emotions, and behaviors; and to learn new skills and coping mechanisms to promote future prosocial behavior.	Human Services Agencies, Schools
Evidence-Based Rating	Program/ Practice Title	Program Description	Stakeholders
Delinquency Prevention			
Comprehensive juvenile justice and delinquency prevention programs that meet needs of youth through collaboration of the many local systems before which a youth may appear, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services.			
Effective	Carey Group Brief Intervention Tools (BITS)	The Brief Intervention Tools (BITS) were created to help corrections professionals effectively address key skill deficits with adult or juvenile offenders in short, structured interventions. The tools can be used as a supplement to the Carey Guides; they are also useful to practitioners who do not yet have the training or comfort level to follow the longer-term case management strategies that the Guides support. They are, therefore, designed for all corrections professionals.	Human Services Agencies
Effective	Carey Group Carey Guides	Guides designed to equip corrections professionals working with juvenile offenders, with the information and tools they need to support behavior change and recidivism reduction among their clients. This includes guides which address offenders' criminogenic needs and common case management issues.	Human Services Agencies
Effective	Motivational Interviewing	A client-centered, directive method designed to enhance client motivation for behavior change. It focuses on exploring and resolving ambivalence by increasing intrinsic motivation to change. MI can be used by itself, as well as in combination with other treatments. It has been utilized in pretreatment work to engage and motivate clients for other treatment modalities.	Human Services Agencies
Effective	Coping Power Program	The Coping Power Program is based on an empirical model of risk factors for potential antisocial behavior. For high-risk	Human Services Agencies,

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		children, it addresses deficits in social cognition, self-regulation, peer relations, and positive parental involvement.	Community Organizations
Promising	Family Check-Up for Children	A preventative, family-based intervention targeting families with young children who possess risk factors for child behavioral misconduct. The FCU program is a family assessment intervention that emphasizes motivation to change. Primary goals include reductions in child problem behavior and prevention of delinquency later in life. Secondary goals include increased maternal involvement and improvements in positive behavior support and other family management practices. Specifically, the program targets disrupted and unskilled family management practices in early childhood to reduce and prevent future child problem behavior.	Human Services Agencies, Community Organizations
Effective	Parent Management Training (PMT)	A parent-training intervention that is designed to improve oppositional/defiant behaviors in children and adolescents. Parents learn to be more consistent and contingent in their behavior management practices, including use of clear and direct commands, differential attention, contingent reinforcement, response cost, and time-out from reinforcement. The parent-child joint sessions allow parents to practice new strategies in the clinical setting.	Human Services Agencies, Community Organizations
Effective	Functional Family Therapy (FFT)	A family-based prevention and intervention program for high-risk youth that addresses complex and multidimensional problems through clinical practice that is flexibly structured and culturally sensitive. The FFT clinical model concentrates on decreasing risk factors and on increasing protective factors that directly affect adolescents, with a particular emphasis on familial factors.	Human Services Agencies, Community Organizations
Effective	Guiding Good Choices	A family competency training program for parents of children in middle school that gives parents the skills needed to reduce their children's risk for using alcohol and other drugs. Children are taught peer resistance skills. Parents are instructed on: (a) identification of risk factors for adolescent substance abuse and a strategy	Human Services Agencies, Schools

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		to enhance protective family processes; (b) development of effective parenting practices, particularly regarding substance use issues; (c) family conflict management; and (d) use of family meetings as a vehicle for improving family management and positive child involvement. <i>Alternative Program Area: Substance and Alcohol Abuse.</i>	
Evidence- Based Rating	Program/ Practice Title	Program Description	Stakeholders
Indian Tribe Programs			
Programs to address youth justice and delinquency prevention issues for Indian Tribes and Alaska Natives.			
Promising	Juvenile Diversion Programs	Programs that provide alternatives to court processing, support youth in their families and communities, and connect youth to culture-affirming programs.	Human services agencies, families, cultural leaders
	Treatment in Out of Home Placements	Out of home placement options that are alternatives to detention. Especially programs that support youth's connection to their community, and culture and address family dysfunction.	Human services agencies, mental health professionals
	Addiction Treatment and Rehabilitation	Programs that address addiction and drug abuse risk factors to youth delinquency.	Mental health professionals, human services agencies
Effective	Nontargeted Brief Alcohol Interventions for Substance Use for Juveniles	Brief alcohol interventions include multiple therapeutic components that provide skills or enhance motivations for behavior change. This includes various combinations of components such as baseline assessments used to personalize feedback on substance use levels, generic information about substance use, local/national norm referring of substance use levels, goal-setting exercises (e.g., setting target consumption levels), decisional balance exercises (e.g., listing pros and cons of substance use), identifying high-risk situations, information on the consequences of heavy substance use, risk factors for substance use disorder or related consequences, discussion of moderation strategies (e.g.,	Mental health professionals, public health professionals, physicians.

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		tips for alternating alcoholic drinks with water), and basic provision of information (e.g., how to calculate blood–alcohol concentration, money spent on substances).	
Effective	Family-Based Treatment for Adolescent Delinquency and Problem Behaviors	A wide range of interventions that are designed to change dysfunctional family patterns that contribute to the onset and maintenance of adolescent delinquency and other problem behaviors.	Families, community members, school professionals.
Supported	Multidimensional Family Therapy	Multidimensional Family Therapy (MDFT) focuses on addressing the needs of adolescents and young adults with substance use, delinquency, mental health, and emotional problems. MDFT is an integrated therapy model that incorporates and supports parents, families, and community partners (e.g., child welfare, schools). MDFT seeks to enhance coping, problem solving, and communication skills; stabilize mental health issues; reduce youth substance use; and improve school achievement among adolescents and young adults. MDFT also aims to improve parenting skills, parental functioning, family communication, attachment, and to reduce parenting stress.	Families, community members, mental health professionals, detention staff.
2021 Purpose Area Model Programs			
Evidence-Based Rating	Program/ Practice Title	Program Description	Stakeholders
<p>Community-Based Programs and Services:</p> <p>Programs and services to work with status offenders, other youth, and the parents and other family members of such offenders and youth to strengthen families, including parent self-help groups, so that juveniles may remain in their homes; juveniles during their incarceration and their families to ensure safe return of juveniles to their homes and to strengthen the families; and parents with limited English-speaking ability, particularly in areas where there is a large population of families with limited English-speaking ability.</p> <p>Community-based programs that provide follow-up post-placement services to adjudicated juveniles, to promote successful reintegration into the community.</p> <p>Community-based programs and services to work with juveniles, their parents, and other family members during and after incarceration in order to strengthen families and reduce the risk of recidivism. Spending Requirement under 34 U.S.C. § 11133(a)(9)(B), (N), and (R),</p>			
Effective	Generation PMTO (Parent Management)	A parent training intervention that can be used in family contexts including two biological parents, single-parent, re-partnered, grandparent-led, reunification,	Families, schools, and communities

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	Training- The Oregon Model	adoptive parents, and other primary caregivers. This behavioral family systems intervention can be used as a preventative program and a treatment program. Program goals include reducing and preventing out-of-home placements in youth and promoting reunification of families with youngsters in care.	
Effective/Supported	Family Centered Treatment (FCT)	FCT's home based treatment reduces the need for out of home placements. It has been refined based on research, experience and evidence of effectiveness. FCT is extremely cost effective and stabilizes traumatized youth and families. In addition, FCT is one of few home-based treatment models that has extensive experience with families and youth who move between the child welfare, mental health, and juvenile justice systems, otherwise known as "crossover youth." <i>Alternative Program Area: Child Abuse and Neglect, Delinquency Prevention, Racial and Ethnic Disparities.</i>	Human Services Agencies, Community Organizations
Promising	Transition to Independence Process (TIP) Model	The Transition to Independence Process (TIP) Model was developed for working with youth and young adults (14-29 years old) with emotional/behavioral difficulties (EBD) to: a) engage them in their own futures planning process; b) provide them with developmentally appropriate, non-stigmatizing, culturally competent, trauma-informed, and appealing services and supports; and c) involve the young people, their families (of origin or foster), and other informal key players, as relevant, in a process that prepares and facilitates their movement toward greater self-sufficiency and successful achievement of their goals. <i>Alternative Program Areas: Positive Youth Development, Delinquency Prevention.</i>	Human Services Agencies, Detention Facilities
	Wraparound Services	Programs that support youth and families of youth involved in the juvenile justice system. This can include a broad variety of services including mentoring for siblings, community supervision or home confinement guidance.	Human services agencies,

GJJC Recommended Programs: Non-Funded Purpose Areas

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Evidence-Based Rating	Program/ Practice Title	Program Description	Stakeholders
Diversion			
Promising	Family Group Conferencing	A restorative justice diversion program for young, first-time juvenile offenders. The goal was to break the cycle of offending before it reached the stage of repeat offending. The criteria used to determine eligibility for participation in the project required that a youth:	Human Services Agencies, Community Organizations
Promising	Front-End Diversion Initiative	This is a pre-adjudication diversion program designed to divert juveniles with mental health needs away from the juvenile justice system through specialized supervision and case management.	Human Services Agencies, Judicial Partners, Community Organizations
Promising	Independence Youth Court	The Independence Youth Court (IYC) is a diversion program for young offenders. The primary goal of the IYC is to reduce the occurrence of juvenile crime by diverting youth from the traditional juvenile justice system and providing an alternative to formal processing.	Human Services Agencies, Judicial Partners, Community Organizations
Juvenile Justice System Improvement			
Not Rated	Strategies for Youth: Policing the Teen Brain	A training program that provides officers with the information and skills they need to effectively interact with youth. The training translates cutting edge psychiatric practice and neurological research into practical skills for officers to improve, facilitate and help de-escalate interactions with children and youth. These trainings are targeted for patrol officers as well as specialized units, such as school resource officers.	Law enforcement
Promising	Crossover Youth Practice Model	A model that uses a conceptual plan and organizational framework to strengthen collaborations between child welfare and juvenile justice system professionals and partners to prevent or reduce youths' involvement in the juvenile justice system or related systems of care.	Human Services Agencies
Evidence-Based	Standard Program Evaluation Protocol	Provides local jurisdictions with an evidence-based tool to rate services delivered to youth in the juvenile justice system based on their potential to reduce recidivism. Evaluates services by the type	Judiciary

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		of service, quality of service, service dosage, and the risk level of participating youth.	
Not rated	Bench Cards Example	Educational materials developed to educate judicial professionals on relevant best practices, new statutory requirements from the JJDPA, and other informative research on adolescent development and trauma.	Judiciary
Not rated	Youth Justice judicial stakeholder trainings and education	High-quality, interactive, practice-focused training sessions on a broad range of topics for juvenile justice professionals. Topics include detention advocacy, competency, or adolescent development. Training programs can vary in length from hours to several days, depending on the needs of the attorneys.	Judiciary
Mental Health Services			
Effective	Neurosequential Model of Therapeutics (NMT)	The Neuro-sequential Model is a way to organize a child’s history and current functioning. The goal of this approach is to structure assessment of a child, the articulation of the primary problems, identification of key strengths and the application of interventions (educational, enrichment and therapeutic) in a way that will help family, educators, therapists, and related professionals best meet the needs of the child.	Mental Health and Substance Abuse Practitioners, Human Services Agencies, Schools
Effective	Trauma-Focused Cognitive Behavioral Therapy (TF-CBT)	A mental health intervention designed to help 3- to 18-year-olds and their parents overcome the negative effects of traumatic life events such as child sexual or physical abuse. TF–CBT aims to treat serious emotional problems such as posttraumatic stress, fear, anxiety, and depression by teaching children and parents new skills to process thoughts and feelings resulting from traumatic events.	Mental Health and Substance Abuse Practitioners, Human Services Agencies, Schools
Effective	Trauma Affect Regulation: Guide for Education and Therapy (TARGET)	A strengths-based approach to education and therapy for survivors of physical, sexual, psychological, and emotional trauma. TARGET teaches a set of seven skills (summarized by the acronym FREEDOM (Focus, Recognize triggers, Emotion self-check, Evaluate thoughts, Define goals, Options, and Make a contribution) that can be used by trauma survivors to regulate extreme emotional	Mental Health and Substance Abuse Practitioners, Human Services Agencies, Schools

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		states, manage intrusive trauma memories, promote self-efficacy, and achieve lasting recovery from trauma.	
Effective	Cognitive Behavioral Intervention for Trauma in Schools (CBITS)	A program designed for use in schools for children ages 10–15 who have had substantial exposure to violence or other traumatic events and who have symptoms of posttraumatic stress disorder (PTSD) in the clinical range. The CBITS program has three main goals: 1) to reduce symptoms related to trauma, 2) to build resilience, and 3) to increase peer and parent support.	Mental Health and Substance Abuse Practitioners, Human Services Agencies, Schools
Gang			
Effective	Operation Ceasefire	A problem-solving police strategy that seeks to reduce gang violence, illegal gun possession, and gun violence in communities. The goals of the program are to carry out a comprehensive strategy to apprehend and prosecute offenders who carry firearms, to put others on notice that offenders face certain and serious punishment for carrying illegal firearms, and to prevent youths from following the same criminal path.	Law Enforcement, Human Services Agencies
Job Training			
Promising	YouthBuild Offender Program	A full-time, comprehensive program for low-income youths who have committed offenses. Participants live, learn, and work in a family-like environment, where there are various work and educational opportunities available. The goals of YouthBuild are to provide opportunities that lead to productive livelihoods and community leadership.	Human Services Agencies, Detention Facilities
No Federal Program Area			
Promising	Family Group Decision Making (FGDM)	An innovative approach that positions the family groups as leaders in decision making about their children’s safety, permanency, and well-being. Children and their parents are nested in a broader family group: those people to whom they are connected through kinship and other relationships. Agency decision-making practices that are planned and dominated by professionals and focused narrowly on children and parents can deprive those children and parents of the support and assistance of their family group” and can	Human Services Agencies, Community Organizations

		deprive agencies of key partners in the child welfare process.	
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C. Project Design and Implementation

The objectives within the 2021-2023 Three-Year Plan describe implementation steps to be taken by Wisconsin DOJ and the GJJC over the next three years. Please refer to Appendix B: Wisconsin DOJ 2021-2023 Three-Year Plan and OJJDP Requirements Crosswalk for additional details regarding how Wisconsin demonstrates that it satisfies the 33 requirements listed in 34 U.S.C section 11133(a).

1. Plan to Eliminate Certain Restraints per 34 U.S.C. § 11133(a)(7)(B)(ix)

Wisconsin has been working on these two requirements for years. Progress to date includes:

1. WI DOC Division of Juvenile Corrections has implemented policy to prohibit the use of restraints on pregnant females. DJC Policy #500.70.10, Mechanical Restraints – Dated February 1, 2017.
2. The WI DOC Division of Juvenile Corrections has agreed to the Consent Decree and Permanent Injunction authorized by the United States District Court for the Western District of Wisconsin. Signed May 25, 2018
3. County Juvenile Detention Centers also have policies, manuals, and directives that govern the use of restraints and isolation. Training is provided for staff.
4. The DOC Administrator of Juvenile Corrections attends the quarterly GJJC meetings and provides updates on DOC’s progress with meeting the terms of the Consent Decree and Permanent Injunction. Updates routinely include information about staff training on behavior management techniques.

5. The Wisconsin Supreme Court considered and granted (effective July 1, 2022) Petition 21-04 to amend Wis. Stats. Section 48.299 and 938.299 Regulating the Use of Restraints in Children and Juvenile Court. The new rule creates a statewide presumption against the shackling of children and youth in juvenile court.

The GJJC meetings will continue to be a forum to learn about progress on the Consent Decree, particularly as it pertains to this requirement of the JJDP.

2. Reentry Planning for Juveniles per 34 U.S.C Sec. 11133(a)(31)

Chapter 938 (Juvenile Justice Code) of the Wisconsin Statutes designates the Wisconsin Department of Corrections, Division of Juvenile Corrections' (DJC) Office of Juvenile Offender Review (OJOR) as the release and decision-making authority for youth placed in a state-run Type 1 secured juvenile correctional facility. OJOR issues Department Orders regarding a youth's movement in and out of a Juvenile Correctional Institution (JCI). OJOR's Joint Planning and Review Committee (JPRC) determines the broad goals for the youth and engage in planning for the youth's return to the community. OJOR is the statutorily authorized release authority.

A primary DJC goal is for youth to complete a period of successful community supervision in the living situation in which the youth will remain after the termination of his or her correctional supervision. Some youth require an extension of the initial court commitment to participate in a needed continuum of services and levels of supervision to accomplish this goal.

JPRC members make recommendations to the OJOR reviewers regarding goals, movement of the youth out of the JCI, an extension of supervision, and discharge from supervision. The OJOR reviewers issue the Department Order within 7 days of a formal or routine conference. For additional information regarding this review and re-release and post-

release planning processes for state-run facilities, please see the following:

<https://doc.wi.gov/Pages/AboutDOC/JuvenileCorrections/OJOR.aspx>.

3. Identification, Documentation, and Diversion of Victims and Youth at Risk of Human Trafficking

Wisconsin's state agency level efforts on Human Trafficking to date have focused on awareness campaigns and law enforcement efforts. Several sets of legislation have been enacted since 2015. The first-ever state-level [Anti-Human Trafficking Task Force \(AHTTF\)](#) operated from January 2015 through December 2017. The Task Force was followed by a broad-based Advisory Council chaired by the Department of Children and Families' Anti-Human Trafficking Coordinator which was in place since January 2017 was tasked with developing cross-system efforts to combat trafficking. As a result of these efforts, the task force developed a cross-system, trauma-informed service and response systems for minors who have been trafficked or are at risk of being trafficked.

In September 2017, a bureau of human trafficking was announced within Wisconsin DOJ's Division of Criminal Investigation (DCI). The bureau includes the Internet Crimes Against Children Bureau (which partner with OJJDP through ICAC grant funding) and the Digital Forensic Unit, as the work of these units often overlaps with human trafficking investigations. Also, an existing, vacant special agent position was reassigned to create the special agent in charge position to lead the bureau. The fight against human trafficking is a fight that requires a comprehensive, multidisciplinary approach.

As a result, Wisconsin DOJ, and particularly DCI, as well as its Office of Crime Victim Services, have been active partners in this original Task Force and have built on its recommendations and developed further resources and a webpage related to human trafficking, which can be found here: <https://www.doj.state.wi.us/ocvs/human-trafficking>. It should also be noted that a number of policies, best practices, and the legal resources related to human trafficking can be found through this resource. Wisconsin DOJ's Bureau of Justice Information and Analysis also created a report in 2019 related to a Law Enforcement Assessment on Sex Trafficking in Wisconsin, including an analysis of available data and current gaps.

Building on these efforts, Wisconsin DOJ's DCI also applied for and received a FY20 discretionary OJP grant designed to develop and strengthen programs for victims of human trafficking, including enhancing the capacity of law enforcement and other stakeholders to identify victims, and provide justice for those victims through the investigation and prosecution of their traffickers, as well as building data capacity. As part of this grant program, DCI will develop a task force similar to the original Anti-Human Trafficking Task Force noted above.

As detailed above, DOJ Juvenile Justice staff, through its strong partnerships with both DCF as well as DOJ DCI's human trafficking bureau and the Office of Crime Victim Services, will be able to share information on these efforts with the GJJC, sub-committees, and other partners in order to encourage collaboration and ultimately, work toward diverting youth to appropriate services and programs.

4. Consultation and Participation of Units of Local Government:

Wisconsin DOJ coordinates the following GJJC Subcommittees that consist of appointed commissioners and non-commissioners. State agencies, counties, tribes, youth, non-profit organizations, and community members are represented within the subcommittees.

Subcommittees actively engage an array of system stakeholders to present and participate in monthly meetings. The feedback gathered through the diverse local stakeholders comprising these subcommittee efforts drove the development and finalization of the 2021-2023 Three-Year Plan.

The subcommittees are detailed as follows:

GJJC Subcommittee	Description
Executive	The Executive Subcommittee is comprised of the Commission Chair and the Subcommittee Chairs. This subcommittee acts on behalf of the GJJC for purposes specifically authorized by the GJJC and/or in emergency situations. The Executive Subcommittee provides oversight to the collective work of all subcommittees and planning for quarterly full-commission meetings.
Ethnic and Racial Disparities (ERD)	The Ethnic and Racial Disparities (ERD) Subcommittee focuses on state compliance in addressing and reducing racial and ethnic disparities in the juvenile justice system in Wisconsin. The committee reviewed and affirmed Wisconsin DOJ data collection and system improvement planning as it relates to disparities identified across the spectrum of five contact points with the juvenile justice system. These contact points include arrest, diversion, pre-trial detention, secure confinement, and transfers to adult court. This subcommittee is responsible for applying an ERD lens to all GJJC recommendations.
Policy, Legislation, and Compliance (PLC)	The Policy, Legislation, and Compliance (PLC) Subcommittee is responsible to address the non-ERD core requirements of the JJDP and Wisconsin-specific policy and legislative changes needed to maintain compliance with the JJDP. This subcommittee develops policy and legislative recommendations for full-commission approval.

In addition to the GJJC’s formal subcommittee work, Wisconsin DOJ participates in ongoing collaboration and consultation with the following Wisconsin stakeholders:¹²

¹² This vast list of stakeholders and partner organizations allow Wisconsin DOJ and the GJJC to provide for the coordination and leveraging of resources to maximize the utilization of evidence-based and promising juvenile

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delinquency programs, programs operated by public and private agencies and organizations, and other related programs (such as education, special education, recreation, health, and welfare programs) throughout the state. Partners will continue to engage in research and analysis of key topics, trainings, presentations, meetings, and discussions that impact the three-year plan, priorities for funding, and education on JJDP requirements.

- 72 County Human Services Departments
- 11 federally recognized tribes
- Governor's Office
- Department of Children and Families
- Department of Corrections
- Department of Health Services
- Department of Public Instruction
- Juvenile Detention Superintendents
- Juvenile Officers Association
- Office of Children's Mental Health
- Child Abuse & Neglect Prevention Board
- Office of the Public Defender
- Office of State Courts
- Statewide Prosecutors Education and Training Program
- District Attorneys
- Police Chiefs and Executive Group
- Sheriff's and Deputy Sheriff's Association
- Wisconsin County Human Service Association
- Wisconsin Juvenile Court Intake Association
- Wisconsin Juvenile Justice Network
- Current Wisconsin Department of Justice – Juvenile Justice Subgrantees

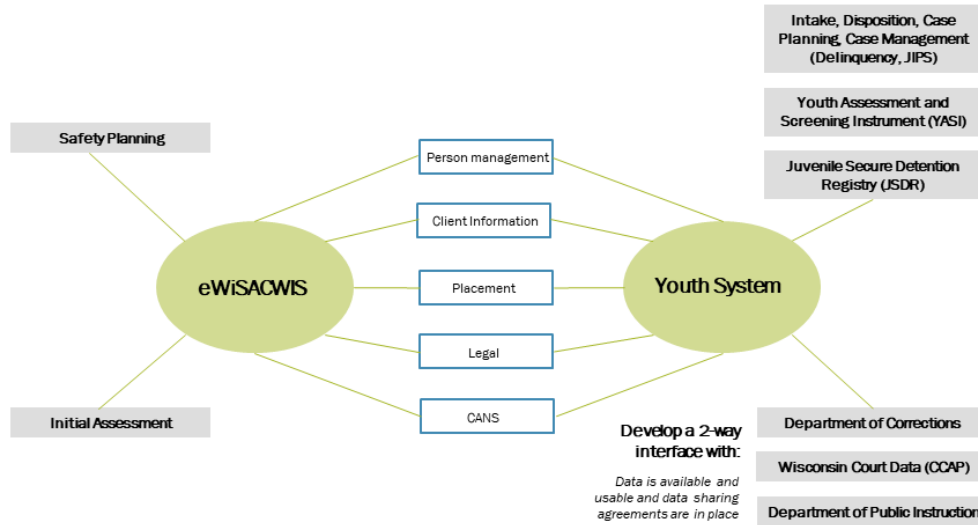
5. Collecting and Sharing Juvenile Justice Information

Wisconsin DOJ coordinates with multiple state agencies, counties, tribes, and local law enforcement agencies to collect the necessary data that drives priorities of the 2021-2023 Three-Year Plan.

Information Sharing with Wisconsin DCF

Wisconsin DCF assumed responsibility for the fiscal and programmatic oversight of the county-run, state-administered child welfare and juvenile justice system in 2016, while Wisconsin

DOJ remains the DSA for the OJJDP Title II Formula Grant Program. Wisconsin DOJ works collaboratively with Wisconsin DCF, as state compliance with the JJDPA intersects with the data systems and programming at Wisconsin DCF.



Recent eWiSACWIS enhancements enable county juvenile justice workers to increase the proportion of casework they can do in a single system, permit cases and persons to be linked with other eWiSACWIS data structures, improve the ability to see youth’s cross-systems involvement, and identify common challenges to better target technical assistance and policy development.

In addition to general case management functions, Wisconsin DCF has integrated the Juvenile Secure Detention Registry (JSDR), which tracks youth placements in juvenile detention facilities, into eWiSACWIS. The JSDR fulfills data collection requirements mandated by the JJDPA. In addition to improving the statewide picture of juvenile detention facility operation and youths’ degree of contact with them, this eWiSACWIS enhancement informs workers when a youth on their caseload has been placed at a juvenile detention facility.

Information Sharing with Wisconsin DOC

Wisconsin DOJ works with the Wisconsin DOC to collect and share juvenile justice data to make necessary system improvements and three-year plan recommendations. The Division of Juvenile Corrections (DJC) within the Wisconsin DOC operates two youth correctional facilities: Lincoln Hills and Copper Lake Schools. DJC also provides community supervision throughout Wisconsin after a youth leaves Lincoln Hills and Copper Lake Schools. Wisconsin DOC supports the Office of Detention Facilities (ODF), which has the statutory responsibility to regulate and provide oversight of the 13 county-run juvenile detention centers. The data collected and provided by Wisconsin DOC assists Wisconsin DOJ compliance staff in facility monitoring plans and complying with JJDPA reporting requirements.

Information Sharing with Wisconsin's Governor's Office

Wisconsin DOJ also coordinates strategic planning with the Governor's Office. The GJJC submitted policy recommendations and a biennial report to the Governor and Legislature over the past year to bring Wisconsin into better compliance with the JJDPA. Many components of these recommendations were incorporated in the 2021-2023 State Budget Proposal. The following system improvements include:

Alternatives to Incarceration

- Community-Based Services Grant Program to allow counties to significantly elevate their case management practices and use intensive, evidence-based treatment services.
- Residential Services Grant Program to secure placements of youth who cannot safely remain in their own communities by instead providing dedicated placement resources to serve this population with the staffing and services needed to meet their treatment needs.

Realigning Juvenile Justice

- Repeal the Serious Juvenile Offender (SJO) program and replace it with an extended jurisdiction approach that will provide courts with additional options to better serve youth in the juvenile justice system.
- The Extended Juvenile Jurisdiction (EJJ) model would allow a court to sentence an individual to both a juvenile disposition and an adult disposition. The EJJ model allows the youth to receive a juvenile correctional disposition, to be served in either a state or county-run secure facility, along with the mechanism for transition to the adult correctional system if the court determines it to be needed when the juvenile is 18.

Secure Confinement Model of Treatment

- Single-tier secure confinement model in which Type 1 facilities are eliminated and Secure Residential Centers for Children and Youth (SRCCYs) are run by either the state or individual counties. A single model of post-dispositional secure confinement would eliminate detention for long-term post-dispositional placements.

Jurisdiction

- Eliminate automatic original adult court jurisdiction for youth under the age of 18 and modify conditions under which a youth under the age of 18 may be waived into adult court.
- Increase the age of delinquency from 10 years of age to 12 years of age.
- Transfer 17-year-olds to the juvenile justice system. Wisconsin is one of three states that automatically treats 17-year-olds as adults for the purposes of criminal prosecution.

Reducing Use of Detention

- Eliminate the Valid Court Order (VCO) exception. Under current Wisconsin law, youth who have committed status offenses may be placed in detention for a VCO.

Best Practices

- Create a sentence adjustment procedure for individuals who commit criminal offenses prior to the age of 18 and create certain mitigating factors that a court must consider when sentencing an individual who committed a criminal offense prior to the age of 18. The Wisconsin State Assembly and State Senate proposed legislation to this end but the bills did not pass.¹³
- Eliminate the life without the possibility of extended supervision for juvenile offenders. The Wisconsin State Assembly and State Senate proposed legislation to this end but the bills did not pass.
- Prohibit the use of restraints on anyone under the age of 18, when appearing before a juvenile or criminal court, unless the court orders their use after finding that their use is necessary under certain conditions. The Wisconsin Supreme Court considered and granted (effective July 1, 2022) Petition 21-04 to amend Wis. Stats. Section 48.299 and 938.299 Regulating the Use of Restraints on Children and Juvenile Court. The new rule creates a statewide presumption against shackling of children and youth in juvenile court.

6. Plans for Compliance

Please see the Annual Compliance Monitoring Timetable in the Wisconsin DOJ Compliance Manual, uploaded in the OJJDP CMT. Wisconsin DOJ's Justice Programs Supervisor, Juvenile Justice Specialist, the Compliance Monitors, and the Justice Programs Coordinator meet annually (July/August) to review the Wisconsin DOJ Compliance Manual and compliance monitoring tasks. As new compliance requirements take into effect, Wisconsin DOJ will partner

¹³ Assembly Bill 856/Senate bill 862 2021.

with the GJC and Policy, Legislation, and Compliance Subcommittee to expand outreach and activities to ensure compliance with changes occur.

D. Plan for Collecting the Data Required for This Solicitation's Performance Measures

Wisconsin DOJ is experienced and equipped to collect all data required for the OJJDP FY21 Title II Formula Grant Program. The performance measures provided by OJJDP align with the goals and objectives described in the Wisconsin DOJ 2021-2023 Three-Year Plan and the data collection requests of the GJC. All subawards will be required to submit detailed programmatic and fiscal reports on a quarterly basis in Wisconsin DOJ's Egrants system. All performance measures will be captured in this system to be transferred to JustGrants.

Outputs of individuals served, service delivery percentages, training and technical assistance, and program outcomes will be collected from subgrantees quarterly. Specific prevention and intervention outcomes will be measured quantitatively and qualitatively, as well. Wisconsin DOJ staff will evaluate program quality alongside the GJC. Lastly, the protective factors, productive lives, and victimization outcomes will be monitored and evaluated.

Lastly, the Wisconsin DOJ Bureau of Justice and Information Analysis (BJIA) serves as the Statistical Analysis Center (SAC) for Wisconsin and will provide feedback and input if needed regarding the development of the evaluations and data to be collected and analyzed from subgrantees. These evaluations may also serve as a tool to identify technical assistance needs for subgrantees. The Wisconsin DOJ Juvenile Justice staff will utilize this information to guide other initiatives and priorities as it relates to juvenile justice programming in Wisconsin.

Attachments

Attachment A: Juvenile Delinquency Crime Analysis.

Attachment B: Additional JJDP Requirements 2022

Attachment C: JJDP State Plan Crosswalk

Attachment D: 2022 3-Year Plan Revisions List



GOVERNOR'S JUVENILE JUSTICE COMMISSION

TONY EVERS, GOVERNOR
JENNIFER GINSBURG, CHAIR

To: Members of the Joint Committee on Finance
From: Governor's Juvenile Justice Commission
Re: Governor's 2021 – 2023 Biennial Budget (Assembly Bill 68/Senate Bill 111)
Date: April 28, 2021

The Governor's Juvenile Justice Commission (GJJC) supports the provisions of the Governor's 2021 – 2023 State Budget proposal that address juvenile justice reform. The juvenile justice proposals in the budget include important substantive changes that are good for Wisconsin children and are long overdue. The proposals have an important fiscal impact that are appropriately addressed in the budget process.

The GJJC was re-created by Executive Order #43 on September 3, 2019. The GJJC serves as the State Advisory Group (SAG) to the Governor and the Legislature on matters critical to juvenile justice, under the federal Juvenile Justice and Delinquency Prevention Act (JJDP). The GJJC is comprised of juvenile justice professionals, including law enforcement, corrections professionals, attorneys, judges, mental health practitioners, and members of non-profit organizations dedicated to improving outcomes for youth. The GJJC also includes justice involved youth members and individuals with lived experience within the juvenile justice system.

As significant stakeholders, the GJJC proposes adoption of the juvenile justice reform measures included in the Governor's budget. The three-year plan recently adopted by the GJJC on February 9, 2021 includes a recommendation for comprehensive revision of the current juvenile justice code to address changes in juvenile constitutional law, scientific developments in juvenile brain science, and changing best practices for children involved in the justice system. Many important and needed reforms are contained in the Governor's budget. The GJJC recommends the enactment of steps that will provide the most effective programs for youth and that will modernize our statutes, with emphasis on the following:

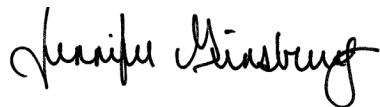
1. Raise the age of juvenile court jurisdiction to all persons under the age of 18. The GJJC has officially supported raising the age of jurisdiction for many years. Wisconsin is one of only three remaining states to automatically treat children under 18 as adults for purpose of criminal prosecution. Funding is necessary to support counties during the transition of cases and services to juvenile court for 17-year-olds.
2. Raise the minimum age of delinquency from 10 to 12 years of age so that age-appropriate programs and services can be delivered to the youngest children in the juvenile justice system.
3. Eliminate *automatic* original adult court jurisdiction for certain offenses. Statutes should be amended to allow for transfer of jurisdiction to adult court only after petition, hearing and a judicial determination.
4. Provide funding to implement 2017 Act 185 to complete the closure of Lincoln Hills/Copper Lake Schools and to fund the establishment of Secure Residential Care Centers for Children and Youth (SRCCCYs).
5. Eliminate the use of secure detention for all status offenders. Children involved in conduct that would not be criminal for adults should not be detained or sanctioned in secure detention facilities. The decriminalization of status offenders is a core principle of the JJDP.
6. Reform sentencing laws for children sentenced as adults to eliminate mandatory life without parole and other mandatory penalties that apply to adult offenders.
7. Invest in community-based youth justice services and supports to reduce the need for secure confinement and align with effective youth justice practice.

While other reforms are needed and worthy of attention in order to provide all youth with the tools to be successful, these highlighted portions of the Governor's budget proposal align our state with national trends and practices and are investments to support Wisconsin's youth.

The GJJC would like to thank the Legislature for the opportunity to provide input and recommendations on 2021-23 State Budget. We welcome future opportunities to partner with the Governor, Legislature and other state agencies to guide the large-scale and critical changes necessary for Wisconsin's Juvenile Justice Code to serve youth, families and communities in an equitable, racially-just and evidence-informed manner.

Thank you for your time and consideration to include these recommendations into the 2021 – 2023 State Budget.

Sincerely,

A handwritten signature in black ink that reads "Jennifer Ginsburg". The signature is written in a cursive, flowing style.

Jennifer Ginsburg
Governor's Juvenile Justice Commission, Chair

cc: Governor's Juvenile Justice Commission



GOVERNOR'S JUVENILE JUSTICE COMMISSION

TONY EVERS, GOVERNOR
JENNIFER GINSBURG, CHAIR

To: Supreme Court of Wisconsin
From: Governor's Juvenile Justice Commission
Re: Petition to the Wisconsin Supreme Court to amend Wis. Stats. §48.299 and §938.299 Regulating the Use of Restraints on Children in Juvenile Court
Date: December 13, 2021

The Governor's Juvenile Justice Commission (GJJC) supports Rule Petition 21-04 to the Supreme Court of Wisconsin to amend Wis. Stats. §48.299 and §938.299 Regulating the Use of Restraints on Children in Juvenile Court.

The GJJC was re-created by Executive Order #43 on September 3, 2019. The GJJC serves as the State Advisory Group (SAG) to the Governor and the Legislature on matters critical to juvenile justice, under the federal Juvenile Justice and Delinquency Prevention Act (JJDP). The GJJC is comprised of juvenile justice professionals, including law enforcement, corrections professionals, attorneys, judges, mental health practitioners, and members of non-profit organizations dedicated to improving outcomes for youth. The GJJC also includes justice involved youth members and individuals with lived experience within the juvenile justice system. (see attached list of GJJC Commissioners).

A core function of the GJJC is to act in an advisory capacity to help Wisconsin carry out the functions of the federal Juvenile Justice and Delinquency Prevention Act. Those functions include identifying front end reforms that focus on preventing youth from ever becoming part of the juvenile justice system, promoting evidence-based alternatives and diversion opportunities for youth, and advocating for use of the most trauma-informed practices in juvenile justice. In addition to duties under the JJDP the GJJC is called upon to advise the Governor and the legislature concerning innovations and best practices that Wisconsin should adopt across the entire spectrum of juvenile justice.

We support the petition for the Supreme Court of Wisconsin to initiate a rule that would end the practice of indiscriminately shackling children in juvenile court. The proposed court rule would establish a presumption against shackling, without restricting the authority of a juvenile court to authorize shackling when the safety of court participants is at risk.

The GJJC adopted this position unanimously on November 9, 2021, during our most recent quarterly meeting, for several important reasons.

First, the practice of indiscriminate shackling is harmful to children and contrary to the rehabilitative purposes of the Children's Code and the Juvenile Code. Indiscriminate shackling impacts all children that appear in court from secure custody, including those accused of non-violent offenses and status offenses. Many if not most of the Wisconsin children that appear in juvenile court are victims of trauma and have significant mental health needs that need to be addressed by the juvenile court judge. There is substantial evidence offered by the Petitioners that shackling of children causes needless trauma to children and their families. The GJJC also believes that effective rehabilitation in juvenile court requires "buy-in" from children in a process that they perceive is humane and fair.

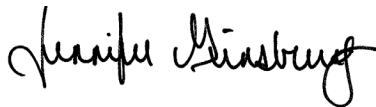
Better rehabilitation leads to safer families and safer communities. It is evident that shackling interferes with the rehabilitative process for children and families and results in less effective outcomes for the citizens of Wisconsin.

Second, the proposed rule is consistent with recognized evidence-based practices and trauma-informed care of children in the juvenile justice system. Currently, 33 states and the District of Columbia have adopted similar limitations of the use of restraints on children in juvenile court.

Third, the proposed rule concerns a matter of court procedure that is best addressed by adoption of a rule by the Court to ensure uniform and consistent application in all juvenile courts in Wisconsin. The rule, if adopted, would not interfere with law enforcement and executive branch functions and responsibilities.

The GJJC supports the proposed rule prohibiting the routine and indiscriminate use of restraints in juvenile court because it promotes the humane treatment of children and strengthens the rehabilitative purpose of the juvenile justice system while maintaining safety. We urge the adoption of Petition 21-04.

Sincerely,



Jennifer Ginsburg
Governor's Juvenile Justice Commission, Chair

cc: Governor's Juvenile Justice Commission
Governor Tony Evers
Wisconsin Legislature

Governor's Juvenile Justice Commission

Secretary Emilie Amundson, Department of Children and Families

Judge Carl Ashley, Milwaukee Co Circuit Court

Monika Audette, Barron Co Restorative Justice Program Operations Leader

Sam Benedict, Former Regional Manager, State Public Defender – Waukesha Co

Secretary Kevin Carr, Department of Corrections

Jennifer Ginsburg (Chair) Executive Director, Safe Harbor Child Advocacy Center

Ben Gonring, Assistant State Public Defender, Madison

Charles Greer, Children's Hospital of Wisconsin, Child Welfare Supervisor

Sharlen Moore, Youth Justice Milwaukee Director

Edjron Pearson, Superintendent, Dane County Juvenile Detention Center

Dorinthia Robinson, Youth Justice Volunteer

Tweed Shuman, Sawyer Co Board Chairman, Lac Courte Oreilles Tribal Council

Melinda Tempelis, Outagamie Co District Attorney

Charles Tubbs, Sr., Director of Dane Co Emergency Management

Revelle Warren, Milwaukee Constituent Services Director, Office of the Governor

Marcus Williams, Youth Member

Sean Wilson, National Organizing Director, Dream Corp Justice

Youth Leadership Team Member, Department of Children and Families

Youth Leadership Team Member, Department of Children and Families



GOVERNOR'S JUVENILE JUSTICE COMMISSION

TONY EVERS, GOVERNOR
JENNIFER GINSBURG, CHAIR

To: Members of the Wisconsin Legislature
From: Governor's Juvenile Justice Commission
Re: Support SB862 and AB856, relating to sentencing for crimes committed by a person who is under the age of 18.
Date: February 9, 2022

The Governor's Juvenile Justice Commission (GJJC) supports companion bills, Assembly Bill 856 and Senate Bill 862, relating to sentencing for crimes committed by a person who is under the age of 18.

The proposed legislation takes up policies the GJJC recommended to incorporate into the 2020 Legislative Interim Research Report on Criminal Sentencing of Juvenile Offenders. As this legislation moves forward, the GJJC reiterates its support of the following recommendations as related to the proposed bills:

Changes to current law related to life sentences imposed on juveniles in the past.

The creation of a new sentence adjustment procedure is recommended for juveniles currently serving life sentences who committed crimes before turning 18, and who have served at least 15 years of their sentences.

Changes to current law related to life sentences imposed on juveniles going forward.

The GJJC supports prohibiting courts from imposing a life sentence, without eligibility for release, on juveniles who commit crimes before turning 18. The GJJC supports the shift towards requiring courts to set a date in which juvenile would be eligible for release to extended supervision.

While other reforms are needed and worthy of attention to provide all youth with the opportunity for accountability and the tools to be successful, the GJJC would like to highlight this legislation that is before the legislature. These changes would be an important step towards reforming the Juvenile Justice Code to reflect current best practice, social science, and hard science relating to adolescent development.

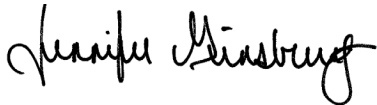
The GJJC was re-created by Executive Order #43 on September 3, 2019. The GJJC serves as the State Advisory Group (SAG) to the Governor and the Legislature on matters critical to juvenile justice, under the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). The GJJC is comprised of juvenile justice professionals, including law enforcement, corrections professionals, attorneys, judges, mental health practitioners, and members of non-profit organizations dedicated

to improving outcomes for youth. The GJJC also includes justice involved youth members and individuals with lived experience within the juvenile justice system.

We welcome future opportunities to partner with the Governor, Legislature, and other state agencies to guide the large-scale and critical changes necessary to serve youth, families, and communities in an equitable, racially-just, and evidence-informed manner.

Thank you for your time and consideration to support SB862 and AB856.

Sincerely,

A handwritten signature in black ink that reads "Jennifer Ginsburg". The signature is written in a cursive, flowing style.

Jennifer Ginsburg
Governor's Juvenile Justice Commission, Chair

cc: Governor Tony Evers
Governor's Juvenile Justice Commission