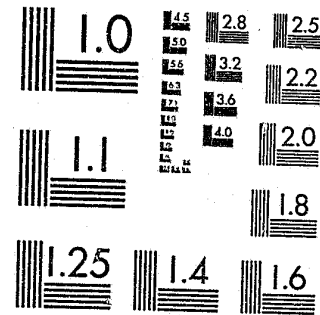


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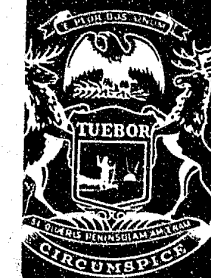
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MICHIGAN

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Analysis of 1979 Michigan and National
Juvenile Custodial Practices



OFFICE OF CRIMINAL JUSTICE
DEPARTMENT OF MANAGEMENT AND BUDGET

94490

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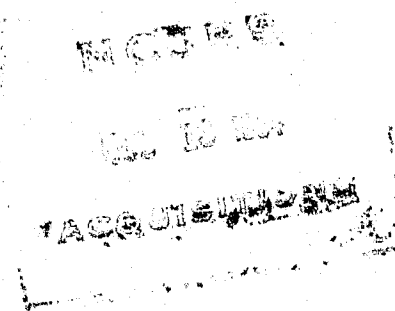
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Analysis of 1979 Michigan and National
Juvenile Custodial Practices



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August, 1982

Analysis of 1979 Michigan National Juvenile Custodial Practices

Summary

An analysis of the 1979 national public facility Children In Custody survey data was conducted to determine how Michigan public custody practices compared with other states for that year.

The analysis includes presentations for all states (except Vermont) of admissions, admission rates, average length of stay, total child care days and child care rates for six categories of placement types (detention, shelter care, reception-diagnostic facilities, training schools, ranch/camp/farm, and group home/halfway house). Staffing levels associated with the various placements were also examined. The data analyzed did not include private placements or adult jail and lock up data.

The major findings of the report were that significant relationships exist between a) state population size and the number of custodial admissions, b) state population size and the number of types of placements available in that state, and c) the number of placement types and the total number of admissions.

Other findings include documentation of the apparent wide variability between states in a) the number of placement types available, b) the rate of use of various out of home placements and all placements and c) staffing for various placements.

MICHIGAN CUSTODIAL PRACTICES WERE FOUND TO BE UNUSUAL IN SEVERAL RESPECTS:

- 1) Michigan is one of only 3 states which had all six indicated placement types available.
- 2) Michigan's average length of stay is longer than the national median for all placements except group homes/halfway houses.
- 3) Michigan's use of detention is very high in comparison with other states for admissions (6th highest) admission rate (20th highest), length of stay (2nd), total days of care (2nd), and total days of care rate (3rd).
- 4) Michigan use of training schools is low in comparison with other states for child care day rate (43rd) and admission rate (47th), close to the national median for total days of care (22nd) and number of admissions (31st); and very high for average length of stay (5th).
- 5) And Michigan total use of out of home placements was high (6th) as was the total days of care (7th) but adjusted for population the Michigan use of out of home care was close to the national median.

ON THE BASIS OF THE ANALYSIS IT IS RECOMMENDED THAT THE STATE:

- 1) enact detention screening criteria in statute and/or court rules;
- 2) develop contingency plans to assume future administration of a limited number of existing detention facilities when and if necessary;
- 3) establish a maximum per diem rate based on the cost of care at the state regional detention system in Genesee County;
- 4) Investigate the feasibility and practicality of a state-wide detention transportation-conveyor system;
- 5) encourage greater use of in home detention and shelter care in lieu of detention, and
- 6) consider its present support for the many types of public placements it now currently makes available.

Analysis of 1979 Michigan and National
Children and Custody Data

Introduction

The removal of a juvenile from the home is an important, often even drastic step for the child, the family and society. The potential negative impact of removal from the home on the child and his or her parents and siblings whether because of alleged abuse-neglect or due to alleged delinquent activity seems self evident. The impact of removal from the home on society and government, however, is not as immediately clear, but it is nonetheless significant. In financial terms alone, the decision to place a youth out of home may cost well over one hundred dollars each day the child is in care. The cost of maintaining a detention center or training school bed for a full year at \$100 per day requires \$36,500 per bed.¹ The public expenditure of funds in this quantity for these purposes in these days of limited resources must only be made when and if the costs can be justified and only when and if the out of home services are required.

In light of the importance of custody placements suggested above, it is surprising that very little is generally known about the characteristics of the system of out of home placements. What is even more surprising and disappointing is that what data are available in this important area have received so little attention.

For example, the Children In Custody (CIC) survey of all known public facilities has been conducted by the U.S. Census Bureau on a biennial basis from 1971 to 1979.

1. The 1982 MDSS training school per diem is \$83.86, at 95% occupancy the annual cost per bed is \$29,078; the MDSS regional detention center per diem is \$120 per diem, at 85% occupancy the annual cost is \$37,230 per bed.

The 1979 survey collected data on 49 of the 50 states (Vermont did not report) and the District of Columbia. The CIC survey collects a one day count of the facility population as well as other total budgetary, staffing and programming information. The respondent is the facility administrator or his designee. The 1981 CIC was not conducted and only an up date is anticipated for 1982. Therefore, until the 1982 up-date is completed, the 1979 survey is the most current data available and this survey material has never been fully analyzed.

In order to better appreciate the Michigan and national juvenile custodial system, the CIC 1979 data was carefully reviewed and this report was prepared. It is believed that the included tables and discussion present an opportunity to better understand the Michigan public juvenile custodial system in comparison with that of other states. It is further hoped that this report will be of assistance to policy makers in consideration of the appropriateness of our present system and perhaps, in exploration of what changes in it may be beneficial.

There are major cautions the reader should bear in mind when reviewing the 1979 CIC data provided in this report. The first is the Michigan child care fund cap legislation (P.A. 328 of 1980) which limited the state funding available to each county for out of home care (the Michigan system provides 50% state and 50% local funding for out of home care). This legislative action and the Michigan economic downturn has necessitated state and local budget modifications which have doubtlessly affected public placements practices. The capacity of the state's training school system, for example, has been reduced since 1980 in reaction, in part, to budget pressure.

Another major caution is that the following analysis does not include private facility placements. Since 1974, the U.S. Census Bureau has conducted a

survey of private facilities similar to that of the public facility survey. The 1979 CIC private facility data was not made available at the time this report was prepared. It is hoped that it will soon be available for inclusion in a future draft. The importance of private placements in fully understanding the total juvenile custodial system can be appreciated by the fact that more delinquent state wards are in private institutions during the January - June, 1982 period than in the state's training schools. Other placement influences since 1979 which may have impacted Michigan placement practices include substantial drops in juvenile apprehensions for virtually all crime categories² and reduced numbers of adolescent youth³. The decline in the population at risk can be attributed to both economic prompted out-migration and lower birth rates in earlier years. Another important series of constraints relate to the assignment of too much significance to the CIC data without careful consideration of differences in the laws concerning juvenile justice in the various states, differences which may exist in the quality of the placements throughout the country and differences in outcome those placement stays may produce or influence.

These important differences could have a direct and important impact on the data. For example, the public training school admission rates of Massachusetts have been greatly affected by the virtual elimination of public secure institutions in favor of private and non secure facilities. The New York rate reflects the limit of age of juvenile jurisdiction to persons 15

2. The reductions in 1979 to 1981 Michigan State Police Uniform Crime Reports for juvenile apprehensions were substantial. For all offenses juvenile apprehensions declined by 25.9% over the period. Reductions for all non status offenses were 27.0%; 18.8% involving status offenses and 17.2% for all Type I felonies murder, robbery, aggravated assault, arson, rape and other sex offenses)

3. Per Michigan Department of Management and Budget demographic analysis.

years of age and under (in contrast to Michigan's 16 and under and the 17 and under common in many other states) and the high use by New York of waiver of juveniles to the adult system.

Despite the above constraints and qualifications, it is felt that there is value in the examination of the characteristics of the 1979 Michigan and national public juvenile placement systems as is believed that the present systems are fundamentally similar to their earlier versions. There may have been significant changes for a few states, however in the main, there is considerable evidence that states tend to maintain their historic views regarding appropriate placement practices with only slight modification. For example, previous CIC survey results have demonstrated the consistency of state placement practices over time. The rank order correlational comparisons between the states for detention admissions for 1973 and 1979 demonstrate negligible change ($r=.999$) over the seven year period. With respect to the other noted cautions, the reader is urged to explore apparent differences between the state's placement practices carefully and not necessary attributed value judgements to those differences.

Michigan and National Custodial Placements

Table 1 includes the total admissions by type of out of home placement reported by each state for 1979. The types of placement include detention, shelter care, reception diagnostic facility, training school, ranch/camp/farm, and group home/halfway house. Each state's rank of use of the various placement types is provided in parenthesis. From Table 1 it can be seen that Michigan makes extensive use of the various placement types, only training school admissions are relatively low in comparison with other states. The Michigan use of group home placements ranks 5th, secure detention 6th, and shelter care 8th highest among the states. Total juvenile custody admissions

TABLE 1

National Juvenile Admission Analysis 1979

	Detention	Shelter Care	Recep/ Diagn.	Training Schools	Ranch Camp/Farm	Group Home/ Halfway House	TOTAL
	(N=44)	(N=15)	(N=16)	(N=49)	(N=24)	(N=36)	
Alabama (5)	4,273(22)	1,311(2)	726(8)	669(28)	0 (N/A)	311(10)	7,290(21)
Alaska (2)	196(44)	0 (N/A)	0 (N/A)	1,315(16)	0 (N/A)	0 (N/A)	1,511(42)
Arizona (3)	10,173(13)	0 (N/A)	0 (N/A)	1,700(7)	0 (N/A)	163(14)	12,036(14)
Arkansas (4)	3,733(26)	202(12)	1,039(6)	868(22)	0 (N/A)	0 (N/A)	5,842(23)
California (6)	133,285(1)	103(15)	2,524(1)	13,573(1)	10,905(1)	75(21)	160,465(1)
Colorado (5)	9,727(15)	0 (N/A)	64(14)	421(38)	142(20)	20(30)	10,374(16)
Connecticut (2)	2,376(34)	0 (N/A)	0 (N/A)	425(37)	0 (N/A)	0 (N/A)	2,801(36)
Delaware (3)	1,192(41)	0 (N/A)	0 (N/A)	510(36)	0 (N/A)	10(34)	1,712(41)
Florida (4)	28,252(3)	0 (N/A)	0 (N/A)	2,747(3)	154(18)	1,780(1)	32,933(3)
Georgia (3)	14,076(8)	0 (N/A)	0 (N/A)	1,677(8)	0 (N/A)	56(23)	15,809(10)
Hawaii (3)	2,266(35)	0 (N/A)	0 (N/A)	252(45)	0 (N/A)	12(33)	2,530(37)
Idaho (2)	2,102(36)	0 (N/A)	0 (N/A)	231(46)	0 (N/A)	0 (N/A)	2,333(38)
Illinois (4)	11,817(11)	0 (N/A)	0 (N/A)	1,546(12)	271(10)	149(16)	13,783(12)
Indiana (4)	9,180(16)	0 (N/A)	0 (N/A)	2,181(5)	195(14)	200(11)	11,756(15)
Iowa (4)	1,253(38)	975(4)	0 (N/A)	1,112(19)	0 (N/A)	5(36)	3,345(35)
Kansas (4)	3,658(27)	0 (N/A)	0 (N/A)	856(24)	64(23)	43(26)	4,621(29)
Kentucky (5)	3,841(23)	423(9)	0 (N/A)	1,603(11)	308(8)	340(9)	6,515(22)
Louisiana (3)	3,793(24)	0 (N/A)	0 (N/A)	1,467(14)	0 (N/A)	45(25)	5,305(26)
Maine (1)	0 (N/A)	0 (N/A)	0 (N/A)	704(27)	0 (N/A)	0 (N/A)	704(47)
Maryland (4)	3,282(30)	0 (N/A)	0 (N/A)	4,131(2)	268(11)	108(19)	7,789(20)
Massachusetts (3)	3,581(28)	0 (N/A)	0 (N/A)	15(49)	455(4)	0 (N/A)	4,051(32)
Michigan (6)	15,264(6)	489(8)	384(10)	630(31)	231(13)	625(5)	17,623(6)
Minnesota (5)	5,876(19)	628(7)	0 (N/A)	1,924(6)	240(12)	144(18)	8,812(18)
Mississippi (4)	2,618(31)	1,249(3)	0 (N/A)	663(29)	0 (N/A)	17(31)	4,547(30)
Missouri (5)	9,905(14)	0 (N/A)	108(13)	1,231(18)	189(15)	871(2)	12,304(13)
Montana (3)	0 (N/A)	0 (N/A)	34(15)	360(41)	0 (N/A)	62(22)	456(48)
Nebraska (3)	1,599(37)	0 (N/A)	0 (N/A)	543(35)	0 (N/A)	30(29)	2,172(40)
Nevada (4)	4,894(21)	0 (N/A)	0 (N/A)	354(42)	144(19)	16(32)	5,408(25)
New Hampshire (1)	0 (N/A)	0 (N/A)	0 (N/A)	970(21)	0 (N/A)	0 (N/A)	970(44)
New Jersey (6)	10,288(12)	4,281(1)	122(12)	605(32)	32(24)	801(4)	16,129(9)
New Mexico (4)	3,792(25)	140(13)	580(9)	339(43)	0 (N/A)	0 (N/A)	4,851(28)
New York (4)	8,011(17)	0 (N/A)	0 (N/A)	661(30)	570(2)	555(6)	9,797(17)
North Carolina (4)	3,287(29)	115(14)	0 (N/A)	1,408(15)	0 (N/A)	78(20)	4,880(27)
North Dakota (3)	609(43)	0 (N/A)	0 (N/A)	185(47)	0 (N/A)	35(28)	829(45)
Ohio (5)	30,850(2)	0 (N/A)	1,250(5)	2,538(4)	538(3)	198(12)	35,374(2)
Oklahoma (5)	2,461(33)	250(11)	0 (N/A)	598(34)	437(5)	37(27)	3,783(33)
Oregon (4)	7,111(18)	0 (N/A)	0 (N/A)	274(44)	295(9)	146(17)	7,828(19)
Pennsylvania (3)	14,776(7)	0 (N/A)	0 (N/A)	1,300(17)	382(7)	0 (N/A)	16,458(8)
Rhode Island (2)	0 (N/A)	0 (N/A)	174(11)	605(33)	0 (N/A)	0 (N/A)	779(46)
South Carolina (4)	992(42)	0 (N/A)	1,718(3)	851(25)	0 (N/A)	161(15)	3,722(34)
South Dakota (3)	1,217(40)	0 (N/A)	0 (N/A)	112(48)	159(17)	0 (N/A)	1,488(43)
Tennessee (5)	13,081(9)	259(10)	1,420(4)	1,633(9)	0 (N/A)	411(8)	16,804(7)
Texas (5)	21,511(4)	0 (N/A)	1,900(2)	1,624(10)	388(6)	445(7)	25,868(4)
Utah (3)	5,126(20)	0 (N/A)	0 (N/A)	391(39)	0 (N/A)	51(24)	5,568(24)
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia (5)	11,832(10)	918(5)	23(16)	1,510(13)	0 (N/A)	867(3)	15,358(11)
Washington (5)	18,413(5)	0 (N/A)	763(7)	865(23)	119(21)	169(13)	20,329(5)
West Virginia (3)	1,246(39)	0 (N/A)	0 (N/A)	841(26)	165(16)	0 (N/A)	2,252(39)
Wisconsin (5)	2,499(32)	765(6)	0 (N/A)	1,082(20)	102(22)	7(35)	4,455(31)
Wyoming (1)	0 (N/A)	0 (N/A)	0 (N/A)	362(40)	0 (N/A)	0 (N/A)	362(49)

Source: U.S. Census Bureau, 1979 Children In Custody.

in Michigan for 1979 total 17,623, the 6th highest number of any state.

Table 1 demonstrates that the full range of placement types are provided in Michigan. Michigan is one of only 3 (6.1%) states, for example, indicating admissions in all 6 types of placements included in the CIC survey. Twelve (24.4%) states surveyed provided admissions in 5 of the 6 placement categories, 15 (30.6%) states had 4 types of placements, 12 (24.5%) states reported 3 placement types, 4 (8.2%) had 2 types, 3 (6.1%) reported 1 type of placement, and 1 state (Vermont) did not participate in the survey. The most frequent placement types reported in descending order were training schools (100%), detention (89.8%), group home/halfway house (73.5%), ranch/camp/farm/ (49%), followed by reception-diagnostic (32.7%) and shelter care (30.6%).

Analyses were run on the rank-order correlational relationships between (1) a state's population size and the number of custodial admissions; (2) a state's population size and the number of placement types available in that state; and, (3) the number of placement types and the total number of admissions. These analyses suggested that more populous states place a greater number of youth than do less populous states ($r^2=.822$); more populous states provide more types of placements than smaller states ($r^2=.638$); and those states with the highest number of placement types available also place the highest number of youth ($r^2=.725$). These relationships are all statistically significant at the .01 level and are of moderate strength. Perhaps the most noteworthy of the findings is the relationship between the number of placement types and the number of admissions. This relationship, however, may be a statistical artifact arising from the earlier noted and stronger correlation between state population rank and state juvenile admission rank. The relationship between the number of placement types and admissions if valid, would suggest that caution may be appropriate when considering the expansion of the types of

placements available in a given state, and lends some credence to concerns about system net widening when "alternatives" are added to the service system.

Table 2 converts the data in Table 1 to a rate per 100,000 of the total state population (using 1970 census estimates). Again in this table, each state's rank is provided for each placement. This table also demonstrates the low admission rate associated with training schools in Michigan in comparison with other states. It is noted that the training school admission rate for Alaska is over 48 times higher than Michigan's and over 1,264 times higher than Massachusetts the lowest training school admission state. This tremendous variability in training school rates suggests the wide range of practices exhibited by the states in making training school placements.

Table 2 also includes the median placement rate for all placement types and each state. In comparison with the median rates, Michigan makes relatively high use of detention, group home/halfway houses and total out of home placements. Michigan makes low or very low use of all other placements. It would appear that Michigan's moderately high total use of out of home custodial care in 1979 resulted primarily from the frequent use of secure detention. To determine if the significant relationship between number of placement types and admissions noted earlier would remain with the state population size controlled, a second analysis was conducted using national admission rates. The relationship between these variables was reduced considerably with this adjustment ($r^2=.33$) but remained statistically significant at the 5% confidence level.

Table 3 presents a comparison of another component of out of home care, the average length of stay characteristic of each type of placement for each state. Interpretation of this chart should be approached with some care.

TABLE 2

National CIC 1979 Juvenile Placement Rate^{1.}

	Detention	Shelter Care	Recep/ Diagn.	Training Schools	Ranch/ Camp/Farm	Group Home/ Halfway House	TOTAL
Alabama	109.8(27)	33.7(3)	18.7(5)	17.2(38)	0	8.0(7)	187.4(26)
Alaska	49.0(41)	0	0	328.75(1)	0	0	377.8(6)
Arizona	374.3(4)	0	0	62.5(8)	0	6.8(9)	442.8(4)
Arkansas	163.4(21)	8.84(10)	44.5(2)	38.0(18)	0	0	255.7(17)
California	563.1(2)	.44(15)	10.7(10)	57.3(9)	46.1(1)	.32(34)	678.0(1)
Colorado	336.6(6)	0	2.2(13)	14.6(40)	4.9(12)	.69(32)	359.0(9)
Connecticut	76.4(36)	0	0	13.7(41)	0	0	90.1(41)
Delaware	200.3(17)	0	0	85.7(4)	0	1.69(25)	287.7(14)
Florida	290.1(8)	0	0	28.2(24)	1.58(23)	18.3(1)	338.1(10)
Georgia	257.6(12)	0	0	30.7(22)	0	1.02(31)	289.3(13)
Hawaii	234.8(13)	0	0	26.1(29)	0	1.2(29)	262.2(16)
Idaho	222.9(14)	0	0	24.5(32)	0	0	247.4(19)
Illinois	103.5(30)	0	0	13.5(42)	2.37(21)	1.3(26)	120.7(36)
Indiana	167.2(19)	0	0	39.7(16)	3.55(14)	3.64(15)	214.1(23)
Iowa	43.0(43)	33.4(4)	0	38.2(17)	0	.17(35)	11.5(49)
Kansas	155.0(22)	0	0	36.3(19)	2.7(18)	1.8(23)	195.8(24)
Kentucky	104.9(28)	11.6(8)	0	43.8(13)	8.4(7)	9.29(5)	178.0(30)
Louisiana	90.2(33)	0	0	42.9(15)	0	1.1(30)	126.2(34)
Maine	0	0	0	62.6(7)	0	0	62.6(46)
Maryland	77.8(35)	0	0	97.9(3)	6.4(9)	2.6(20)	184.6(27)
Massachusetts	62.3(38)	0	0	.26(49)	7.9(8)	0	70.5(45)
Michigan	164.8(20)	5.3(13)	4.15(12)	6.8(47)	2.5(20)	6.75(10)	190.3(25)
Minnesota	144.0(24)	15.4(7)	0	47.2(10)	5.9(10)	3.5(17)	216.0(21)
Mississippi	103.9(29)	49.6(2)	0	26.3(28)	0	.67(33)	180.4(29)
Missouri	201.3(16)	0	2.2(14)	25.0(31)	0	17.7(2)	250.1(18)
Montana	0	0	4.3(11)	45.8(11)	3.8(13)	7.9(8)	58.0(47)
Nebraska	101.8(31)	0	0	34.6(21)	0	1.9(22)	138.3(32)
Nevada	612.5(1)	0	0	44.3(12)	18.0(3)	2.0(21)	676.8(2)
New Hampshire	0	0	0	105.4(2)	0	0	105.4(39)
New Jersey	139.8(25)	58.2(1)	1.66(15)	8.2(46)	.43(24)	10.9(4)	219.1(20)
New Mexico	291.9(7)	10.8(9)	44.6(3)	26.1(30)	0	0	373.4(7)
New York	45.6(42)	0	0	3.76(48)	3.25(15)	3.16(18)	55.8(48)
North Carolina	56.0(39)	1.96(14)	0	24.0(33)	0	1.3(27)	83.3(42)
North Dakota	93.4(32)	0	0	28.4(23)	0	5.4(12)	127.1(33)
Ohio	285.7(9)	0	11.6(9)	23.5(34)	4.98(11)	1.8(24)	327.6(11)
Oklahoma	81.2(34)	8.25(11)	0	19.7(37)	14.4(4)	1.2(28)	124.9(35)
Oregon	270.4(11)	0	0	10.4(45)	11.2(5)	5.6(11)	297.6(12)
Pennsylvania	124.5(26)	0	0	10.95(44)	3.2(16)	0	138.7(31)
Rhode Island	0	0	18.3(7)	63.7(6)	0	0	82.0(43)
South Carolina	31.8(44)	0	55.1(1)	27.3(26)	0	5.2(13)	119.3(37)
South Dakota	176.4(18)	0	0	16.2(39)	23.0(2)	0	215.7(22)
Tennessee	285.0(10)	5.5(12)	30.9(4)	35.6(20)	0	8.95(6)	366.1(8)
Texas	151.2(23)	0	13.4(8)	11.4(43)	2.7(19)	3.1(19)	181.8(28)
Utah	351.1(5)	0	0	26.8(27)	0	3.5(16)	381.4(5)
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia	221.2(15)	17.2(5)	.43(16)	28.2(25)	0	16.2(3)	287.1(15)
Washington	445.8(3)	0	18.5(6)	20.9(36)	2.9(17)	4.1(14)	492.2(3)
West Virginia	63.9(37)	0	0	43.1(14)	8.5(6)	0	115.5(38)
Wisconsin	53.1(40)	16.2(6)	0	23.0(35)	2.2(22)	.15(36)	94.6(40)
Wyoming	0	0	0	77.0(5)	0	0	77.0(44)
Median	151.2	11.6	13.4	28.2	3.8	3.16	190.3

1. Rate: Admissions per 100,000 total population

TABLE 3

1979 Children In Custody Survey
Average Length of Stay (in days) by Placement Type

	TOTAL	Detention	Shelter Care	Recep/ Diagn.	Training Schools	Ranch/ Camp/Farm	Group Home/ Halfway House
Alabama	83(33)	13(11)	20(5)	21(12)	212(24)	-	142(24)
Alaska	192(2)	7(23)	-	-	377(1)	-	-
Arizona	42(47)	7(23)	-	-	162(40)	-	-
Arkansas	51(44)	3(42)	11(12)	17(15)	137(44)	-	90(30)
California	108(23)	12(13)	4(15)	33(8)	243(15)	156(17)	158(20)
Colorado	123(13)	6(29)	-	32(9)	348(6)	259(2)	90(30)
Connecticut	41(48)	5(32)	-	-	150(42)	-	-
Delaware	101(27)	14(10)	-	-	210(25)	-	60(36)
Florida	99(28)	11(16)	-	-	174(37)	153(18)	151(23)
Georgia	66(40)	17(6)	-	-	193(30)	-	155(21)
Hawaii	45(45)	6(29)	-	-	95(47)	-	73(33)
Idaho	121(17)	4(38)	-	-	237(18)	-	-
Illinois	114(20)	11(16)	-	-	244(14)	169(15)	64(35)
Indiana	85(32)	11(16)	-	-	190(31)	165(16)	175(13)
Iowa	71(36)	5(32)	25(4)	-	200(28)	-	107(29)
Kansas	135(9)	17(6)	-	-	224(17)	190(11)	135(26)
Kentucky	135(9)	5(32)	17(8)	-	160(41)	176(14)	170(15)
Louisiana	123(13)	12(13)	-	-	195(29)	-	540(1)
Maine	67(39)	-	-	-	67(48)	-	-
Maryland	174(4)	20(4)	-	-	123(45)	243(3)	264(2)
Massachusetts	45(45)	23(3)	-	-	240(16)	30(22)	-
Michigan	114(20)	26(2)	27(3)	43(4)	349(5)	201(10)	157(20)
Minnesota	116(19)	9(20)	14(11)	-	143(43)	100(21)	197(7)
Mississippi	66(40)	7(23)	11(12)	-	208(26)	-	180(10)
Missouri	137(8)	11(16)	-	38(6)	208(26)	168(15)	166(16)
Montana	164(5)	-	-	45(3)	238(17)	-	159(18)
Nebraska	141(6)	8(21)	-	-	255(10)	-	180(10)
Nevada	110(22)	5(32)	-	-	247(12)	186(13)	180(10)
New Hampshire	120(18)	-	-	-	120(45)	-	-
New Jersey	79(35)	15(8)	20(5)	90(1)	360(2)	480(1)	159(19)
New Mexico	55(42)	3(42)	20(5)	63(2)	252(11)	-	-
New York	180(3)	15(8)	-	-	288(7)	238(5)	203(6)
North Carolina	107(24)	7(23)	52(1)	-	189(32)	-	208(5)
North Dakota	123(13)	3(42)	-	-	360(2)	-	185(9)
Ohio	97(29)	12(13)	-	30(10)	215(21)	230(6)	195(8)
Oklahoma	135(9)	7(23)	6(14)	-	179(36)	207(9)	165(17)
Oregon	71(36)	8(21)	-	-	185(33)	103(20)	90(30)
Pennsylvania	54(43)	13(11)	-	-	168(38)	190(11)	-
Rhode Island	32(49)	-	-	34(7)	30(49)	-	-
South Carolina	140(7)	33(1)	-	30(10)	270(8)	-	119(27)
South Dakota	93(30)	6(29)	-	-	213(23)	120(19)	-
Tennessee	127(12)	5(32)	51(2)	21(12)	216(20)	-	141(23)
Texas	104(26)	5(32)	-	15(16)	356(4)	207(9)	114(28)
Utah	69(38)	6(29)	-	-	180(35)	-	235(3)
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia	105(25)	15(8)	15(9)	41(5)	246(13)	-	154(22)
Washington	81(34)	7(23)	-	21(12)	259(9)	210(8)	173(14)
West Virginia	123(13)	18(5)	-	-	185(33)	240(4)	-
Wisconsin	93(30)	7(23)	15(9)	-	218(19)	211(7)	213(4)
Wyoming	215(1)	-	-	-	215(21)	-	-
Median	105	7	17	21	210	186	159

States which operate only a few types of custodial placement may use the placements they do have differently than other states which have additional placement types available to them. For example, states with few placement options may use detention centers for both pre adjudicational and post dispositional placement. This practice would increase the average length of stay associated with their detention centers as post dispositional placements usually have average lengths of stay which are longer than detention for pre adjudicatory holding.

According to the data in Table 3 Michigan's custodial care system tends to hold youth in each placement type longer than the national median length of stay. The Michigan length of stay (LOS) associated with detention is in fact the 2nd longest in the nation. The Michigan shelter care LOS is the 3rd longest, reception-diagnostic LOS is the 4th longest; and training school LOS is the 5th longest. These Michigan placement settings are all among the top 10% for all states operating those types of custody.

Table 4 presents the total number of days of care associated with each placement type for all states (admissions x average length of stay). The Michigan total number of days of care is again greater than the national median for each placement type. To control for population size, Table 5 presents the total number of days care per 100,000 for each state by placement type (1970 census). Controlled for population, the Michigan total use of out of home care is only slightly below the national median. Michigan's 28th rank can largely be attributed to the very high rate of detention use (4th highest, over 3 times the national median).

Custodial Staffing Ratios

The final tables (6, 7 and 8) present training staffing information. From these tables it would appear that Michigan's staff resident to ratios are

TABLE 4
1979 Children In Custody Survey
Total Days of Care by Placement

	<u>TOTAL</u>	<u>Detention</u>	<u>Shelter Care</u>	<u>Recep/ Diagn.</u>	<u>Training Schools</u>	<u>Ranch/ Camp/Farm</u>	<u>Group Home Halfway House</u>
Alabama	283,005(25)	55,549(22)	26,220(2)	15,246(10)	141,828(29)	-	44,162(11)
Alaska	491,127(16)	1,372(44)	-	-	495,755(5)	-	-
Arizona	361,281(20)	71,211(16)	-	-	275,400(13)	-	14,670(20)
Arkansas	150,000(33)	11,199(39)	2,222(13)	17,663(7)	118,916(32)	-	-
California	32,036,013(1)	1,599,420(1)	412(15)	83,292(1)	3,298,239(1)	1,701,180(1)	25,353,470(1)
Colorado	245,496(28)	58,362(20)	-	2,048(14)	146,508(28)	36,778(11)	1,800(32)
Connecticut	75,630(43)	11,880(37)	-	-	63,750(42)	-	-
Delaware	124,388(37)	16,688(35)	-	-	107,100(34)	-	600(35)
Florida	1,081,092(5)	310,772(4)	-	-	477,978(6)	23,562(19)	268,780(3)
Georgia	571,633(11)	239,292(5)	-	-	323,661(11)	-	8,680(25)
Hawaii	38,412(47)	13,596(36)	-	-	23,940(46)	-	876(34)
Idaho	63,155(45)	8,408(40)	-	-	54,747(43)	-	-
Illinois	562,546(12)	129,987(9)	-	-	377,224(8)	45,799(9)	9,536(24)
Indiana	582,545(10)	100,980(14)	-	-	414,390(7)	32,175(12)	35,000(13)
Iowa	253,575(27)	6,265(32)	24,375(3)	-	222,400(21)	-	535(36)
Kansas	271,895(26)	62,186(19)	-	-	191,744(25)	12,160(24)	5,805(28)
Kentucky	1,444,634(2)	19,205(31)	7,191(10)	-	256,480(16)	54,208(7)	1,107,550(2)
Louisiana	355,881(21)	45,516(24)	-	-	286,065(12)	-	24,300(17)
Maine	11,238(49)	-	-	-	47,168(44)	-	-
Maryland	1,111,836(4)	65,640(17)	-	-	991,440(2)	26,244(16)	28,512(15)
Massachusetts	99,613(40)	82,363(15)	-	-	3,600(49)	13,650(23)	-
Michigan	791,005(7)	396,864(2)	13,203(7)	16,512(8)	219,870(22)	46,431(8)	98,125(8)
Minnesota	389,176(19)	52,884(23)	8,792(9)	-	275,132(14)	24,000(18)	28,368(16)

TABLE 4
1979 Children In Custody Survey
Total Days of Care by Placement (Cont.)

	<u>TOTAL</u>	<u>Detention</u>	<u>Shelter Care</u>	<u>Recep/ Diagn.</u>	<u>Training Schools</u>	<u>Ranch/ Camp/Farm</u>	<u>Group Home Halfway House</u>
Mississippi	173,029(32)	18,326(32)	13,739(5)	-	137,904(31)	-	3,060(29)
Missouri	545,445(14)	108,955(12)	-	4,104(13)	256,048(17)	31,752(13)	144,586(4)
Montana	97,068(41)	-	-	1,530(15)	85,680(37)	-	9,858(23)
Nebraska	180,497(31)	39,152(25)	-	-	138,465(30)	-	2,880(30)
Nevada	141,572(35)	24,470(28)	-	-	87,438(36)	26,784(15)	2,880(31)
New Hampshire	116,400(38)	-	-	-	116,400(33)	-	-
New Jersey	611,439(9)	154,320(8)	85,620(1)	10,980(11)	217,800(24)	15,360(22)	127,359(6)
New Mexico	136,144(36)	11,376(38)	2,800(12)	36,540(4)	85,428(37)	-	-
New York	558,858(13)	120,165(11)	-	-	190,368(26)	135,660(2)	112,665(7)
North Carolina	311,325(23)	23,009(29)	5,980(11)	-	266,112(15)	-	16,224(19)
North Dakota	74,902(44)	1,827(43)	-	-	66,600(41)	-	6,475(26)
Ohio	1,115,720(3)	370,200(3)	-	37,500(3)	545,670(4)	123,740(3)	38,610(12)
Oklahoma	222,333(29)	17,227(34)	1,500(14)	-	107,042(35)	90,459(4)	6,105(27)
Oregon	146,445(31)	56,888(21)	-	-	46,032(45)	30,385(14)	13,140(21)
Pennsylvania	483,068(17)	192,088(6)	-	-	218,400(23)	72,580(6)	-
Rhode Island	24,066(48)	-	-	5,916(12)	18,150(48)	-	-
South Carolina	333,205(22)	32,736(26)	-	51,540(2)	229,770(19)	-	19,159(18)
South Dakota	50,238(46)	7,302(31)	-	-	23,856(47)	19,080(21)	-
Tennessee	523,113(15)	65,405(18)	13,209(6)	29,820(5)	356,728(10)	-	57,951(9)
Texas	845,245(6)	107,555(13)	-	28,500(6)	578,144(3)	80,316(5)	50,730(10)
Utah	113,121(39)	30,756(27)	-	-	70,380(40)	-	11,985(22)
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia	697,171(8)	177,480(7)	13,770(4)	943(16)	371,460(9)	-	133,518(5)
Washington	423,176(18)	128,891(10)	-	16,023(9)	224,035(20)	24,990(17)	29,237(14)
West Virginia	217,613(30)	22,428(30)	-	-	155,585(27)	39,600(10)	-
Wisconsin	287,857(24)	17,493(33)	11,475(8)	-	235,876(18)	21,522(20)	1,491(33)
Wyoming	77,830(42)	-	-	-	77,830(39)	-	-
Median	283,005	45,516	11,475	16,023	191,744	31,752	16,224

TABLE 5

1979 Children In Custody
Days of Care Rate by Placement Type

	<u>TOTAL</u>	<u>Detention</u>	<u>Shelter Care</u>	<u>Recep/ Diagn.</u>	<u>Training Schools</u>	<u>Ranch/ Camp/Farm</u>	<u>Group Home Halfway House</u>
Alabama	7,277.1(33)	1,428.2(20)	674.1(2)	392.0(6)	3,646.9(37)	-	1,135.6(9)
Alaska	69,919.4(2)	193.0(43)	-	-	69,726.4(1)	-	-
Arizona	11,207.0(16)	2,209.0(14)	-	-	8,543.0(12)	-	455.1(21)
Arkansas	6,566.9(38)	490.0(38)	97.3(13)	773.3(3)	5,206.0(29)	-	-
California	135,243.8(1)	6,752.1(1)	1.7(15)	351.6(8)	13,923.9(5)	7,181.7(1)	107,032.7(1)
Colorado	8,513.5(29)	2,023.9(15)	-	71.0(15)	5,080.8(31)	1,275.4(7)	62.4(34)
Connecticut	2,438.1(48)	383.0(41)	-	-	2,055.0(44)	-	-
Delaware	20,902.0(5)	2,804.2(9)	-	-	17,997.0(3)	-	100.8(31)
Florida	11,098.4(18)	3,190.4(6)	-	-	4,906.8(33)	241.9(22)	2,759.3(4)
Georgia	10,464.7(23)	4,380.6(2)	-	-	5,925.1(23)	-	158.9(29)
Hawaii	3,978.5(45)	1,408.2(23)	-	-	2,479.5(42)	-	90.7(32)
Idaho	6,690.9(36)	890.8(31)	-	-	5,800.3(25)	-	-
Illinois	4,912.2(43)	1,135.1(28)	-	-	3,294.0(40)	399.9(21)	83.3(33)
Indiana	10,603.3(21)	1,838.0(18)	-	-	7,543.0(17)	585.6(15)	637.1(17)
Iowa	6,638.1(37)	164.0(44)	638.1(3)	-	5,822.0(24)	-	14.0(36)
Kansas	11,530.7(11)	2,637.2(10)	-	-	8,131.2(14)	515.7(17)	246.2(26)
Kentucky	39,470.9(3)	524.7(37)	196.5(10)	-	7,008.0(19)	1,481.1(6)	30,260.9(2)
Lousiana	10,405.9(24)	1,330.9(24)	-	-	8,365.5(13)	-	710.5(13)
Maine	11,237.8(15)	-	-	-	11,237.8(7)	-	-
Maryland	21,081.5(4)	1,244.6(26)	-	-	18,798.4(2)	497.6(19)	540.6(20)
Massachusetts	1,726.4(49)	1,427.4(21)	-	-	62.4(49)	236.6(23)	-
Michigan	8,538.5(28)	4,283.9(3)	142.5(11)	178.2(12)	2,373.2(43)	501.2(18)	1,059.2(10)
Minnesota	9,548.0(27)	1,297.4(25)	215.7(8)	-	6,746.6(21)	588.8(14)	695.0(15)
Mississippi	6,863.5(35)	726.9(34)	545.0(4)	-	5,470.4(26)	-	121.4(30)

TABLE 5

1979 Children In Custody
Days of Care Rate by Placement Type

	<u>TOTAL</u>	<u>Detention</u>	<u>Shelter Care</u>	<u>Recep/ Diagn.</u>	<u>Training Schools</u>	<u>Ranch/ Camp/Farm</u>	<u>Group Home Halfway House</u>
Missouri	11,077.3(19)	2,212.7(13)	-	83.3(14)	5,200.0(30)	644.8(11)	2,936.4(3)
Montana	12,148.7(10)	-	-	191.5(11)	10,717.2(9)	-	1,233.8(8)
Nebraska	11,504.0(13)	2,495.3(11)	-	-	8,823.0(11)	-	183.6(28)
Nevada	17,718.6(6)	3,062.6(8)	-	-	10,942.1(8)	3,352.2(2)	360.5(22)
New Hampshire	12,609.7(9)	-	-	-	12,609.7(6)	-	-
New Jersey	8,287.3(30)	2,091.6(17)	1,160.5(1)	148.8(13)	2,952.0(41)	208.2(24)	1,726.2(6)
New Mexico	10,472.6(22)	875.1(32)	215.4(9)	2,810.8(1)	6,577.2(22)	-	-
New York	3,178.9(46)	683.5(35)	-	-	1,082.9(48)	771.7(10)	640.9(16)
North Carolina	5,306.4(42)	392.2(39)	101.9(12)	-	4,536.1(35)	-	276.5(25)
North Dakota	11,505.7(12)	280.6(42)	-	-	10,224.0(10)	-	994.6(11)
Ohio	10,330.7(25)	3,427.8(4)	-	347.2(9)	5,052.5(32)	1,145.7(9)	357.5(23)
Oklahoma	7,411.1(32)	574.2(36)	50.0(14)	-	3,526.3(38)	3,015.3(3)	203.5(27)
Oregon	6,127.4(40)	2,380.3(12)	-	-	1,924.0(46)	1,271.3(8)	549.8(19)
Pennsylvania	4,066.2(44)	1,616.9(19)	-	-	1,837.9(47)	610.9(12)	-
Rhode Island	2,587.7(47)	-	-	636.1(5)	1,951.6(45)	-	-
South Carolina	10,689.9(20)	1,050.2(30)	-	1,653.5(2)	7,371.0(18)	-	614.7(18)
South Dakota	7,259.8(34)	1,055.2(29)	-	-	3,449.5(39)	2,757.2(4)	-
Tennessee	11,404.3(14)	1,425.9(22)	288.0(5)	650.1(4)	7,689.6(16)	-	1,263.4(7)
Texas	5,931.5(41)	754.8(33)	-	200.0(10)	4,058.4(36)	563.6(16)	356.0(24)
Utah	7,753.3(31)	2,108.0(16)	-	-	4,824.0(34)	-	821.5(12)
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia	13,019.1(8)	3,314.3(5)	257.1(7)	17.6(16)	6,937.2(20)	-	2,493.3(5)
Washington	10,224.1(26)	3,114.1(7)	-	387.1(7)	5,413.1(27)	603.8(13)	706.4(14)
West Virginia	11,153.9(17)	1,149.6(27)	-	-	7,973.5(15)	2,030.8(5)	-
Wisconsin	6,512.6(39)	395.8(40)	259.6(6)	-	5,336.6(28)	486.9(20)	33.7(35)
Wyoming	17,295.6(7)	-	-	-	17,295.6(4)	-	-
Median	10,330.7	1,425.9	215.7	347.2	5,822.0	603.8	549.8

generally appropriate. The lowest ratio (fewest youth per staff or stated differently, more staff per youth) is for shelter care. A low ratio for any given placement could be indicative of an inappropriately high number of staff, low occupancy, a need for high surveillance, and/or special care. For example, as shelter care facilities tend to have relatively low occupancy levels, the low resident to staff ratios indicated for this placement type are not necessarily inappropriate. Note the range of ratios for this placement type nationally (.1-.8) is consistent with low occupancy levels.

The Michigan staffing ratios indicated for reception-diagnostic and detention (.6) are also within the middle range for those types of placements nationally. The national reception-diagnostic range (.2 - 1.1), is somewhat broader than that of shelter care and represents a staffing factor difference between the states of California (.2) and Missouri (1.1) of over 5 per resident. The significance of this difference can be appreciated by the following example.

If a California reception-diagnostic center with the resident to staff ratio indicated in the table had an average daily population of 5 youth, that center would have 25 staff. If each staff member was paid an annual salary of \$20,000, the per diem cost per youth would be \$1,370. The same number of youth in a Missouri R-D center would be supervised by 4.5 staff (1.1 resident to staff ratio), at the same rate of pay the Missouri youth per diem cost would be nearly \$250.

The national detention staffing range (.1-1.1) closely resembles that for reception-diagnostic placements. The Michigan detention and reception diagnostic staffing ratios are identical to the national medians for both

types of placements.

To summarize Table 6, in comparison with the national medians Michigan has considerably more staff per youth in its camps, fewer in its training schools, and an equivalent number in its group homes and halfway houses. Neither the Michigan camp or training school staffing are significantly at variance with the national norms. Overall, it would appear that Michigan custodial staffing closely resembles that of other states and the national median.

Tables 7 and 8 are included to examine in greater detail the staffing associated with two placements (of particular interest is training schools and detention). The data in table 7 is again presented as a ratio of numbers of staff per resident. The table provides an indication that various states staff their training schools very differently. For example, there are 26.4 youth for every administrator in Michigan, but only 4.1 youth for every treatment and education staff. In contrast, Utah has somewhat fewer youth per administrator (25.5), but many more youth per treatment staff (11.3).

States with a similar or identical overall resident to staff ratio may allocate those staff to functions very differently. Note the Minnesota and Kansas staffing components for supervision and treatment and education.

In comparison with the national median, Michigan training schools have fewer staff overall per resident, in every category.

The final column in this table presents per capita training school costs for each state i.e. annual costs per resident youth. Michigan's 1979 costs considerably exceed the national median in this category, despite the relatively low level of staffing noted earlier. It is believed this is because of the high salaries paid in Michigan. The 1979 per diem costs associated with Michigan training schools were \$60.99 in contrast to \$45.72

TABLE 6

1979 National Census
Ratio of Residents to Total Staff by Placement Type

	TOTAL	Detention	Shelter Care	Recep/ Diagn.	Training Schools	Ranch/ Camp/Farm	Group Home/ Halfway House
Alabama	.7	.6	.4	.3	1.0	-	.7
Alaska	1.1	.6	-	-	1.1	-	-
Arizona	.7	.6	-	-	.8	-	.6
Arkansas	.7	.2	.1	.5	.9	-	-
California	.5	.7	.7	.2	.3	.9	.6
Colorado	1.1	.6	-	.8	1.3	2.1	2.0
Connecticut	.7	.2	-	-	.8	-	-
Delaware	1.2	.4	-	-	1.5	-	2.3
Florida	1.1	1.0	-	-	.9	1.6	2.0
Georgia	1.0	.7	-	-	1.1	-	1.0
Hawaii	.9	.8	-	-	1.2	-	.2
Idaho	1.2	.8	-	-	1.3	-	-
Illinois	.6	.5	-	-	.6	.9	1.2
Indiana	1.1	.8	-	-	1.2	2.1	1.1
Iowa	.7	.3	.3	-	.8	-	.4
Kansas	.8	.4	-	-	.9	1.3	1.4
Kentucky	1.0	.4	.6	-	1.4	1.4	.8
Louisiana	1.0	.5	-	-	1.1	-	.9
Maine	.7	-	-	-	.7	-	-
Maryland	.9	.8	-	-	1.3	1.5	1.5
Massachusetts	.4	.5	-	-	.1	.1	-
Michigan	.8	.6	.5	.6	1.2	.9	1.0
Minnesota	.7	.5	.4	-	.9	1.1	.8
Mississippi	.6	.2	.1	-	1.0	-	.8
Missouri	.8	.5	-	1.1	.9	1.0	1.0
Montana	.9	-	-	.9	.9	-	1.0
Nebraska	.8	.6	-	-	.9	-	1.3
Nevada	1.2	.5	-	-	1.7	1.5	1.5
New Hampshire	1.0	-	-	-	1.0	-	-
New Jersey	.6	.5	.3	.5	.9	.6	1.0
New Mexico	1.1	.6	.5	.9	1.5	-	-
New York	.5	.3	-	-	.5	.8	.6
North Carolina	.6	.2	.8	-	.7	-	.9
North Dakota	.8	.1	-	-	1.0	-	.8
Ohio	.6	.5	-	.7	.6	.6	1.0
Oklahoma	.6	1.1	.3	-	.7	.5	1.0
Oregon	1.1	.7	-	-	1.1	1.6	1.9
Pennsylvania	.7	.4	-	-	.8	1.8	-
Rhode Island	.5	-	-	.6	.5	-	-
South Carolina	.8	.6	-	.5	1.0	-	.7
South Dakota	1.0	.7	-	-	1.0	1.4	-
Tennessee	.8	.8	.6	.8	.8	-	.9
Texas	1.0	.5	-	.9	1.3	.7	1.5
Utah	.8	.6	-	-	1.0	-	1.0
Vermont	NR	NR	NR	NR	NR	NR	NR
Virginia	.7	.5	.6	.7	.9	-	.8
Washington	.6	.4	-	.4	.8	1.8	1.4
West Virginia	.9	.5	-	-	.9	1.3	-
Wisconsin	.9	.6	.2	-	1.1	.7	1.3
Wyoming	1.7	-	-	-	1.7	-	-
Median	.8	.6	.5	.7	.9	1.3	1.0

Source: U.S. Census Bureau, 1979 Children In Custody.

TABLE 7
Children In Custody
1979 National Training School Staffing Levels

	Ratio of Juvenile Residents to Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Culinary	Other	Total Expenditures per Capita
Alabama	.3	1.3	38.5	16.1	4.3	2.9	12.0	385	\$ 13,921
Alaska	1.1	1.1	17.4	13.9	11.6	1.8	8.7	139	28,594
Arizona	.8	1.2	24.7	15.5	3.7	2.6	13.3	371	13,660
Arkansas	.9	.9	23.3	13.3	2.6	2.4	6.7	280	14,025
California	.3	.8	9.4	10.8	1.7	4.5	5.5	2,602	14,486
Colorado	1.3	1.5	51.9	25.9	4.3	3.5	10.1	363	13,769
Connecticut	.8	.9	11.8	17.2	7.0	1.5	5.1	224	31,178
Delaware	1.5	1.8	44.8	25.6	17.9	2.3	179.0	179	13,865
Florida	.9	.9	6.7	13.0	3.3	2.5	7.7	820	15,669
Georgia	1.1	1.2	36.3	15.6	4.9	2.3	8.9	798	11,898
Hawaii	1.2	1.2	28.0	16.8	7.0	2.2	6.5	8.4	19,462
Idaho	1.3	1.3	42.5	17.0	3.5	4.0	5.5	170	16,687
Illinois	.3	.8	16.1	8.6	3.8	1.5	7.6	807	18,263
Indiana	1.2	1.2	40.5	11.7	5.5	3.0	5.9	229.3	11,858
Iowa	.8	.9	19.5	9.7	2.4	2.7	5.3	331	20,107
Kansas	.9	1.0	27.5	14.1	4.2	1.9	6.1	522	18,646
Kentucky	1.4	1.6	25.4	18.7	5.8	3.4	12.7	356	11,108
Louisiana	1.1	1.1	37.7	18.4	5.4	2.1	6.7	867	13,965
Maine	.7	.8	36.2	15.1	3.4	1.7	3.9	181	20,170
Maryland	1.2	1.3	28.5	19.6	5.7	2.7	7.7	626	11,877
Massachusetts	.1	.1	4.0	2.0	.5	.3	1.0	4	111,825
Michigan	1.2	1.2	26.4	18.7	4.1	2.8	8.4	581	22,260
Minnesota	.9	1.2	21.2	13.7	2.5	4.9	7.7	467	18,923
Median	.9	1.0	25.5	17.5	3.8	2.6	7.0	371	\$ 16,687

TABLE 7
Children In Custody
1979 National Training School Staffing Levels (Continued)

	Ratio of Juvenile Residents to Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Culinary	Other	Total Expenditures per Capita
Mississippi	1.0	1.0	38.4	17.1	3.0	3.0	6.3	20.5	\$ 11,193
Missouri	.9	1.0	21.3	9.8	3.7	3.0	4.8	491	18,003
Montana	.9	.9	17.3	17.3	3.1	2.1	5.6	156	21,539
Nebraska	.9	1.0	16.0	10.4	3.3	2.9	4.3	176	15,411
Nevada	1.7	1.7	32.1	28.1	13.2	2.7	17.3	225	14,341
New Hampshire	1.0	1.0	12.1	18.2	2.3	3.2	12.1	182	17,003
New Jersey	.9	1.0	41.2	11.9	4.2	2.3	5.7	453	17,915
New Mexico	1.5	1.5	26.8	17.8	4.7	3.1	17.8	214	11,086
New York	.5	.6	31.3	7.2	2.5	1.0	6.4	470	29,774
North Carolina	.7	.9	28.3	19.8	2.9	2.0	7.0	652	14,365
North Dakota	1.0	1.0	11.1	22.3	3.2	3.0	5.6	89	18,547
Ohio	.6	1.0	27.3	16.9	3.4	2.1	6.0	1,472	15,388
Oklahoma	.7	.7	18.0	7.1	3.1	1.6	2.9	306	18,573
Oregon	1.1	1.1	31.2	18.0	4.7	2.1	8.5	593	18,580
Pennsylvania	.8	.9	10.1	10.9	2.3	2.8	8.2	609	25,810
Rhode Island	.5	.5	16.8	8.4	1.5	.9	5.2	67	41,809
South Carolina	1.0	1.4	53.7	32.2	3.8	3.2	9.1	483	8,733
South Dakota	1.0	1.0	23.3	35.0	3.2	2.2	7.0	70	15,466
Tennessee	.8	1.1	16.7	17.5	3.5	2.7	6.4	769	12,721
Texas	1.3	1.3	49.9	17.4	5.1	2.7	10.0	1,098	12,582
Utah	1.0	1.1	25.5	14.6	11.3	1.8	7.3	102	22,081
Vermont	NR	NR	NR	NR	NR	NR	NR	NR	NR
Virginia	.9	1.0	27.4	17.8	4.2	2.1	5.9	657	16,036
Washington	.8	.9	20.6	12.0	2.6	2.6	5.8	171.3	24,353
West Virginia	.9	.9	18.1	9.1	4.0	2.4	4.1	127	13,111
Median	.9	1.0	25.5	17.5	3.8	2.6	7.0	371	\$ 16,687

TABLE 7 Children In Custody 1979 National Training School Staffing Levels (Continued)									
	Ratio of Juvenile Residents to Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Cul.	Other	Total Expenditures per Capita
Wisconsin	1.1	1.2	49.1	14.4	4.4	2.4	10.5	589	\$ 16,501
Wyoming	1.7	1.7	35.4	25.3	5.5	4.2	10.4	177	11,421
Average	1.0	1.1	26.9	16.1	4.6	2.5	11.1	445	\$ 19,358

Source: U.S. Census Bureau, 1979 Children In Custody.

TABLE 8

Children In Custody
1979 National Detention Staffing Levels

	Ratio of Juvenile Residents to total Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Culinary	Other	Number of Facil.	Total Expend.
Alabama	.6	.7	7.3	10.6	3.3	1.5	5.3	138	6	\$21,265
Alaska	.6	.6	3.0	3.0	3.0	.6	3.0	3.0	6	14,567
Arizona	.6	1.0	10.2	12.9	6.5	1.6	11.4	194.0	1	54,627
Arkansas	.2	.2	2.2	.8	.6	.6	5.5	11.0	13	18,780
California	.7	1.1	18.9	15.9	4.0	2.3	8.6	583.2	3	30,493
Colorado	.6	.7	10.4	9.6	3.1	1.3	12.3	135.0	44	16,800
Connecticut	.2	.4	3.5	21.0	21.0	.5	10.5	21.0	7	13,309
Delaware	.4	.5	9.0	9.0	18.0	.6	18.0	18.0	3	33,349
(District of Columbia)	.6	.6	16.5	8.3	.8	33.0	5.5	33.0	1	37,448
Florida	1.0	1.0	19.2	23.4	18.7	1.5	4.7	654.0	20	13,267
Georgia	.7	.8	10.5	22.5	5.4	1.3	4.7	337.0	16	13,170
Hawaii	.8	.9	4.8	38.0	7.6	1.6	12.7	38.0	2	17,714
Idaho	.8	1.0	12.5	25.0	3.6	1.9	12.5	25.0	1	17,923
Illinois	.5	.6	9.1	10.9	4.1	.9	4.1	24.8	12	27,590
Indiana	.8	1.0	11.8	17.6	5.9	1.7	6.9	282.0	9	12,131
Iowa	.3	.4	3.0	6.0	4.5	.8	4.5	18.0	3	31,085
Kansas	.4	.6	7.3	10.9	3.8	1.1	3.6	87.0	5	18,741
Kentucky	.4	.5	3.3	4.3	3.1	1.0	3.6	43.0	5	19,838
Louisiana	.5	.6	7.1	8.2	6.2	1.1	2.0	106.0	7	20,251
Maine	-	-	-	-	-	-	-	-	-	-
Maryland	.8	.8	12.6	9.9	5.0	1.6	4.6	139.0	4	23,553
Massachusetts	.5	.5	5.1	10.8	3.9	.8	6.0	108.0	8	28,316

Source: U.S. Census Bureau, 1979 Children In Custody.

TABLE 8

Children In Custody
1979 National Detention Staffing Levels (Continued)

	Ratio of Juvenile Residents to total Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Culinary	Other	Number of Facil.	Total Expend.
Michigan	.6	.9	11.7	21.1	3.6	1.7	7.7	821.0	20	\$22,770
Minnesota	.5	.9	12.1	10.1	4.2	1.6	8.1	121.0	5	17,866
Mississippi	.2	.4	4.7	14.0	2.8	.8	3.1	28.0	4	18,482
Missouri	.5	.8	10.0	21.1	3.4	1.5	6.8	190.0	10	13,897
Montana	-	-	-	-	-	-	-	-	-	-
Nebraska	.6	1.0	15.0	15.0	7.5	1.4	45.0	45.0	2	30,845
Nevada	.5	.6	8.3	14.5	1.6	1.1	9.7	58.0	4	16,352
New Hampshire	-	-	-	-	-	-	-	-	-	-
New Jersey	.5	.7	9.7	8.6	3.4	1.1	7.0	377.0	17	22,554
New Mexico	.6	.6	9.7	29.0	2.9	1.4	2.4	29.0	2	13,798
New York	.3	.5	16.3	7.5	4.2	.9	2.7	343.0	13	36,488
North Carolina	.2	.3	2.8	8.3	1.5	.5	3.3	33.0	8	22,408
North Dakota	.1	.4	1.3	4.0	4.0	.8	4.0	4.0	3	23,033
Ohio	.5	.8	8.8	14.5	5.1	1.4	5.8	654.0	30	15,254
Oklahoma	1.1	1.1	11.5	23.0	46.0	1.4	15.3	46.0	2	12,493
Oregon	.7	1.3	16.5	22.0	22.0	1.7	22.0	132.0	6	16,307
Pennsylvania	.4	.6	6.7	10.4	2.6	1.1	3.9	383.0	21	26,472
Rhode Island	-	-	-	-	-	-	-	-	-	-
South Carolina	.6	.9	7.0	21.0	10.5	1.2	10.5	21.0	2	11,963
South Dakota	.7	1.3	8.3	25.0	1.7	25.0	25.0	25.0	2	14,660
Tennessee	.8	.9	18.2	10.1	4.8	1.6	8.3	91.0	4	11,279
Texas	.5	.8	8.9	17.9	7.1	1.2	8.1	67.0	16	14,601
Utah	.6	1.6	6.6	46.5	23.3	2.8	23.3	93.0	7	14,738
Virginia	.5	.9	6.5	22.3	5.0	1.7	5.0	357.0	18	16,727

TABLE 8

Children In Custody

1979 National Detention Staffing Levels (Continued)

	Ratio of Juvenile Residents to total Staff	Juvenile Residents per FTE	Admin.	Clerical	Treatment & Ed.	Youth Suprv.	Maint./ Cul	Other	Number of Facil.	Total Expend.
Washington	.4	.7	15.2	8.9	4.0	1.3	7.4	320.0	18	\$26,712
West Virginia	.5	.6	5.2	15.5	5.2	.9	5.2	31.0	4	16,352
Wisconsin	.6	.7	4.3	10.2	12.8	1.1	10.2	51.0	3	40,445
Wyoming	-	-	-	-	-	-	-	-	-	-
Average	.54	.75	9.17	15.1	7.14	2.5	8.88	162.62	938.73	\$21,265

Source: U.S. Census Bureau, 1979 Children In Custody.

national median per diem. The Michigan training school per capita expenditure in that year was the 8th highest reported by any state. Here again, high Michigan personnel costs probably account for the high expenditure level.

Table 8 presents the Michigan detention resident to staff ratios associated with various staff functions. The overall Michigan staffing ratio is very similar to the national median, it is less (i.e. more staff per resident) for treatment and education, youth supervision and maintenance/culinary services and it is greater (less staff per youth) for administrative, clerical, and other personnel. The Michigan per capita costs associated with detention in 1979 also exceeded the national median, but by a smaller margin than the Michigan national training school costs.

The estimated detention per diem costs per youth were \$62.38 for Michigan based on the per capita total in contrast to the estimated national median per diem of \$58.26.

Summary and Recommendations

The foregoing analysis was developed as a means of comparing the Michigan public juvenile custodial system with those found elsewhere throughout the country. The analysis is based on the 1979 U.S. Census Bureau's Children in Custody survey. The survey's reliability is not known, and as it uses essentially a self report format there may be errors in the data (for example, the survey includes the Marquette County facility as a detention facility although it is generally considered to be a group home; however, the CIC is believed to be the best data available on this subject. The 1979 period on which the data collected is presumed to be representative of other recent periods of time, although it immediately precedes the present state (and national) economic difficulties.

It should be noted that the presentations and tables which provide rates are based on 1970 state total population census estimates. They, therefore, may over estimate the actual rates for those states with more rapidly growing populations in comparison with states having more modest growth (between 1970 and 1979) and they may underestimate rates for those states with a lower proportion of juveniles.

It should be noted again that private placement facilities are not included in this analysis. Private placements represent an important missing variable if a reasonable understanding of national and Michigan juvenile custodial patterns are to be achieved.

The primary recommendations which seem suggested by this analysis relate to detention. There are indications that the Michigan use of detention is excessive in terms of the number of youth securely detained and the average length of each detention in comparison with other states. As fully 86.6% of all Michigan custodial admissions in 1979 were for detention, and over half (50.2%) of all public custodial days of care involved detention, the importance of detention as a component of total custodial care can be seen. If the Michigan detention rate equaled national median rate of detention days of care, there would have been 262,936 fewer detention days of care in Michigan in 1979. The high rate of Michigan detention use in comparison with other states may be partially explained by two factors. The first is that Michigan makes an unusually high proportion of its detention admissions for post dispositional placements (17.3% of all admissions are for this purpose, this rate is second only to Minnesota's). This usage pattern, which is somewhat surprising given the previously noted wide range of post dispositional placements available in Michigan, and may somewhat inflate the apparent state rate of detention usage. It should be noted, however, that

after controlling for the Michigan use of detention facilities as a dispositional option, the state's use remains very high compared with other states (see Appendix A)

A second factor here could be that other states make greater use of jails and adult lock ups than does Michigan. If this is true, and there is some evidence supporting this,⁴ the Michigan detention rate is made to look higher than the rates of other states because the CIC survey did not collect data on these jail placements for pre adjudicatory custody of juveniles. (Additional discussion of these factors is included in Appendix A). Here again, however, when the Michigan CIC reported use of detention and the estimated Michigan use of jails to hold youth are combined and compared with other states' combined total the Michigan level of juvenile detention/jailing is very high.

It would appear that if 1979 practices have been continued to the present, more youth are being detained in Michigan than are necessary and for longer periods of time than are necessary. The earlier statement that 1979 Michigan juvenile detentions were excessive is also supported by the MDSS Office of Children and Youth Services December, 1979 regional detention intake survey. This survey found that the actual number of youth securely held during the study period in Michigan jails and lock ups and detention centers was nearly twice as great

4. Table 6.14 of the 1981 Criminal Justice Sourcebook presented the number of juveniles reported to be in jails for February, 1978 by state. In calculating the jail rate per 100,000 for each state, with the 1970 census population estimates used elsewhere in this analysis, the median juvenile jailing rate in that month was .9. The Michigan jailing rate was .2, the 10th lowest state of the 45 states included in the table. The highest ranking state was Wyoming (5.3) and the lowest states were Massachusetts, Maryland, and New Jersey, reporting no jailings in that month. The national median rate was 7.

as the number of youth determined to require detention on the basis of national detention screening criteria and intake worker preferences. In other words, on the basis of an objective set of standards (the Federal detention screening criteria), tempered by professional judgement (intake worker ideal placement preference) one half the number of the youth placed in Michigan detention placements should have gone elsewhere-perhaps shelter care or returned home.

Studies of jurisdictions using screening criteria (Community Research Forum, 1980) have found that in comparison with other similar jurisdictions, the jurisdictions with criteria detained a substantially lower number of youth. These studies also found that the recidivism or rearrest rate of those youth released back to the community was significantly less in screening criteria jurisdictions and the rate of youth appearance for subsequent hearings was not significantly different. On the basis of the available evidence, then society is clearly better served when as a result of detention screening the number of youth detained and youth recidivism is concomitantly reduced.

In light of the above, reductions in Michigan detention rates from earlier levels seems appropriate. If the level of detention were to decline, however, perhaps in response to detention screening criteria, with a maintenance of the current number of detention beds - the cost per detention would increase. This would further drive down the level of detentions. The relationship between these variables requires the operation of only those detention beds that are reasonably necessary. Toward this end the state should consider:

1. Implement detention screening criteria in statute and/or court rules.
2. Court rules development of contingency plans concerning which currently county operated detention facilities it should consider

administering assuming that some detention centers will need to be closed due to the infeasibility of continued operation with a lower number of admissions. These plans should be based on 90%, 75%, 60% and 50% of the total days of care of 1979 levels and should maximize geographical proximity and major transportation routes.

3. Establish a maximum detention per diem rate of which the state will fund 50%. There is concern that counties may continue operation of their detention facilities in the face of reduced admissions through drastically increasing their per diem rate. The per diem of the state operated Genesee Regional Detention Center may be an appropriate maximum per diem.

4. The present planning effort to expand detention bedspace in northern Michigan should be reconsidered and probably terminated.

5. Development of a transportation-conveyor system which would move youth to available detention centers as safely, rapidly, and inexpensively as possible.

6. Attempt to encourage greater use of in home detention and shelter care in lieu of detention center placement.

7. The state should consider its present commitment to existing placement types (there may be too many types, too ill defined, too expensive, which are too frequently and inappropriately used).

END