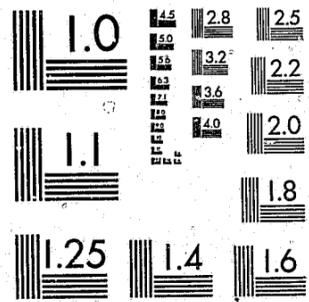


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OFFICE OF CRIMINAL JUSTICE
DEPARTMENT OF MANAGEMENT AND BUDGET

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MICHIGAN
DEPARTMENT OF SOCIAL SERVICES
INSTITUTIONAL CAPACITY STUDY

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ACQUISITIONS

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Institutional Capacity Study

Executive Summary

The present institutional expansion study was conducted by the Office of Criminal Justice (OCJ) in response to a request from the Executive Office received in November, 1979.

Concern regarding the institutional capacity issue has come from various areas of the state and from a number of groups in recent years; however, the primary impetus for the present study came from the Public Sector Coalition through its transmittal regarding this matter to the Governor. The Public Sector Coalition requested a 160 bed expansion of the current 648 secure bed institutional capacity.

In 1977, based on a study conducted by the Department of Social Services, Institutional Services Division, Dr. John Dempsey proposed a 231 secure bed expansion of the then 578 bed institutional capacity. This proposal resulted in appropriations for the reopening of 70 previously closed beds, but not the construction of 161 new secure beds.

In 1978, a subsequent DSS study (Michigan Residential Facilities Study) examining the adequacy of the DSS secure capacity determined that with projected declines in the juvenile population, the 648 bed size was sufficient for the immediate future. This study based its findings primarily on national population trends. It noted that the needed secure capacity was, however, more a function of justice system/DSS policy decisions than any other single factor.

The following summary presents major sections of the present study: A) analysis of the institutional problem capacity question; B) factors which contribute to the current situation; C) factors which may impact on the problem in the future; D) optional methods of addressing the issue; and E) recommendations.

A. Problem Analysis

1. The present DSS secure institutional capacity has remained unchanged since 1977-78, attaining 648 beds (568 male/80 female) in that year.
3. The number of delinquent wards admitted to department institutional beds, including 123 non-secure beds, increased by over 8 percent from 1977 to 1979.
3. A major contributing factor to institutional capacity problems is the substantial reduction in truancy or unauthorized leaves from the training schools. The number of youth on truancy status declined from 19 percent on January 1, 1976 to 10.3 percent (January 1, 1978) and 9.1 percent (April 1, 1979). The number of youth actually in training school beds rose from 545 to 583 and 720 respectively on these dates.

4. The number of delinquent wards awaiting placement in training schools has increased from less than 100 to in excess of 160 over the 1976-80 period. The placement delay is presently between two to three months as opposed to the department's 15 day placement objective.

It should be noted this study did not examine whether referrals for training school placements were being made for appropriate youth.

B. Factors Contributing to Pressure on the Institutions

1. Felony I/Status Offender Policy - In 1976 the department issued a policy which prohibited the placement of status offenders in secure beds and required the placement of selected seriously delinquent wards in training schools. This policy has apparently significantly increased institutional referrals for Wayne County males. Referrals for non-Wayne County males and females, and Wayne County females have also increased, but only marginally.
2. Truancy Reduction - As noted above, improved training school performance in this area has resulted in increased pressure on the department's institutional capacity.
3. Other factors:
 - a. Length of Stay - The training schools' average length of stay has increased in recent years from earlier periods. Prior to 1974-75, the average length of stay was less than 10 months; the average is now over 11 months. This 9.1 percent increase, represents a reduction of 70.7 youth that can be held per year with a 648 bed training school capacity.
 - b. Greater Reliance on state Juvenile Justice Services - There is some evidence that a larger proportion of all delinquent youth are being committed to the department than in earlier years.
 - c. Underutilization of Department/Private Alternatives to Institutionalization - There is considerable evidence that department community residential care placements are being underutilized at the present time. Private agency placements may also be used less often than would be appropriate.
 - d. Greater Reliance on Secure Placement for Delinquents - The previously noted increase in reliance on secure placements has not occurred as a result of increased juvenile crime.

Juvenile crime, as measured by arrest, has declined dramatically since 1974 through 1978. Total juvenile apprehensions for all non-status offenders have decreased from over 70,000 in 1974 to less than 50,000 in 1978. Juvenile apprehensions for offenses included within the department's Felony I Offender Policy have likewise declined substantially over the period.

C. Factors Which May Impact the Institutional Capacity in the Future

1. Juvenile Population Decline - The Department of Management and Budget projects a noteworthy reduction in the population with the greatest probability of training school referral--males in the 12-16 age group. This group is projected to decline from 1980 to 1990 by 18.1 percent and not re-attain the present level until after the year 2000. The number of minority males in this age group however, may increase slightly (4 percent) from 1980 to 2000.
2. Revised Juvenile Code - Provisions of the proposed new juvenile code (HB4774 H-4) were analyzed to determine the possible impact on secure treatment needs.
 - a. Waiver of Juveniles to Adult Courts - No impact is anticipated resulting from this section, as HB4774 incorporates language already contained in the present Supreme Court Rules.
 - b. Direct Sentencing to Training Schools - No impact related to this section is foreseen as youth who would most likely be sentenced to institutions are currently covered by the Felony I Offender Policy.
 - c. Mandatory Judicial Notification of Institutional Release - The revised code provides for fixed sentences for certain offenders unless the Youth Parole and Review Board (PRB) agrees to early release of a youth covered by this section. If the sentencing judge objects to the release, the PRB must unanimously agree to the release decision. The impact of this provision is expected to have a slight adverse effect on training school population.
 - d. Mandatory Training School Release at 19.5 years - The present age of mandatory release (19) would be increased under HB4774 to 19.5 in certain cases. Virtually no youth are currently held until the present mandatory release age and so minimal impact is anticipated resulting from this section. Some increase in the average length of stay, however, may occur.
 - e. Other - Several other provisions of HB4774 could have modest effects on the secure capacity. These include the statewide availability of 24-hour crisis intervention services, the construction of regional detention centers and the virtual prohibition against juvenile jailings. These code changes are not expected to have any appreciable effect on the long-term secure beds needed in the future.
3. Michigan Economy - The possible effect of the state's recession economy on the future need for secure beds was briefly assessed. The impact anticipated is believed to be minimal. Since the juvenile unemployment rate has been and continues to be at such high levels, further increases should have a modest effect. Furthermore, juveniles generally have the option of remaining in school rather than entering

the job market, (i.e., in future adverse economic times the dropout rate will probably go down and high school completion and entrance to higher education may increase). Some short-term impact here however, is possible.

4. Other Possible Future Developments -

- a. Community Service Workers (CSW) - Improved training and clarified role definition of department CSW's which will be undertaken in the near future may result in lower training school reliance. A federally funded study will examine the role of the CSW in the state delinquency service network in 1980-81.
- b. Detroit/Wayne County Case Assessment Committee (CAC) - The CAC is an effort to facilitate the placement of youth held in the Wayne County Youth Home with private agencies. Although this effort has not achieved noteworthy success over its brief tenure, it holds some promise of increasing the use of private placements as opposed to state training school referrals in the future. The CAC may also serve as a first step in the development of a central screening and referral program for the Detroit/Wayne County area. A central screening and referral project is currently being proposed by Detroit Metropolitan Area United Community Services agency.

D. Optional Methods of Addressing the Issue

1. Construction of 160 New Secure Beds - This option is estimated to require \$5.8 - 8.2 million in state funding and approximately 30 months of planning and construction before the beds could be available.

The estimated annual operating costs for these beds at the current per diem rate (\$66.40) would be \$3.9 million (one-half of this amount would be from state general fund appropriations).

This option requires either the assumption that a reduction in the state's total juvenile population will not result in a significant reduction in the need for secure beds or there will be no reduction in the state's juvenile population. This alternative also requires substantial state capital outlay during the present economic recession.

2. No Action - This response would be appropriate only if the projected 12-16 age group population decline is expected to result in a rapid reduction in the need for secure beds. This option would ignore the current overcrowding, inappropriate programming and high expense associated with maintaining state delinquent wards in local detention centers pending placement in training schools.

No action on this issue may also invite civil legal action.

3. Initiate a Concerted Effort to Make Optimal Use of Existing Resources - This alternative has several components:

- a. Increase the Use of Department Community Residential Care (CRC) Alternatives to Institutionalization.

Currently these placement (DSS group homes and half-way houses) are not being used to capacity. In part, the reason for the present underutilization relates to the department's method of administering these placements through local county offices. More centralized coordination of CRC placements may result in a more acceptable utilization rate.

It is noted that the department's Decentralized Delinquency Services in Michigan study found community placements (including the return of a youth to his/her home) were the most cost-effective of all placements.

- b. Expanded Use of Private Agency Resources - The current use of private agencies by the department is believed to be significantly below the potential level. Unfortunately, information concerning the availability of private placements is even less adequate than that for the public sector. There are indications, however, that the department could increase its use of private placements beyond the existing level.

The department's Office of Children and Youth Services (OCYS) is presently negotiating the block purchase of 60 private beds to be used for wards that would otherwise go to a department training school. This purchase, which is expected to be finalized in June, 1980, should positively impact the need for long term placements, provide relief to the local detention center overcrowding problem and may be less expensive than holding wards in detention centers.

- c. Other Department Options -

- 1) In-Home Detention Programs - Development of these programs in areas containing detention centers with the highest concentration of delinquent wards could significantly reduce detention facility overcrowding.

In-home detention returns youth who would otherwise be detained in a local facility, but do not pose a substantial risk to public safety, to their own homes under close supervision. These programs have been pioneered in this state in Berrien County. They have demonstrated considerable success and substantial cost saving, with minimal risk.

The large number of state wards currently being detained in the Wayne County Youth Home with a per diem cost of \$92.00 per youth represents a major expense for the state. There is evidence that many of these youths could be placed on an in-house detention program at considerable savings. The average length of time in detention for state wards in the Wayne County Youth Home is 37.6 days, for an average cost of \$3,462 per youth.

- 2) More Expeditious Placement of Wards - Considerable time in certain local detention centers is being recorded for state wards that are eventually returned to their own homes (Wayne County wards average 16 days). This unnecessary delay contributes to local detention center overcrowding and state/local expenses. Department attention to this problem may have positive results.
- 3) Reduce the Average Length of Institutional Stay - As noted earlier, the average length of stay (LOS) is an important variable in determining the institutional capacity. Efforts to reduce the LOS would increase the annual training school capacity.

A number of approaches to address the LOS issue have been proposed.

First, the annual Parole and Review Board (PRB) hearing could be held after a youth has been in the training school placement for 10 months versus the present 12 months. This method will be initiated on an experimental basis for youth held at the Adrian Training School.

Second, institutional center directors may be given new authority to release certain low risk classes of youth subject to PRB review.

A third approach would be to heighten attention and accountability to the LOS issue within the institutional services division. This method proved to be effective in reducing previously high rates of institutional truancy.

A fourth method would be to initiate training school intake screening procedures. Currently, department institutions do not systematically review placement requests to determine the appropriateness of those requests. It is believed that some screening at the point of referral may insure that alternatives to training school placement are thoroughly considered prior to institutionalization.

A final approach is improved community service worker (CSW) training and monitoring. As has been noted previously, the CSW holds a key role in the placement of youth in the training school setting and in returning the youth to the community.

It is believed that major improvements in CSW performance could be accomplished with minimal department attention, and that CSW improvements will have a significant impact on the institutional capacity question.

E. RECOMMENDED COURSES OF ACTION

The following recommended courses of action are suggested by the OCJ analysis. It is believed that the recommendations are workable and realistic and would be cost-effective.

1. An expansion of the present institutional capacity is not recommended at this time.

The current pressure on institutional bed space is viewed as a temporary phenomenon, that can be modified in the short term, by policy changes which need not reduce public safety and in the long term, by expanded alternatives to institutionalization and a decline in the juvenile population. This recommendation is only partially based on the extremely high cost of secure institutional construction and the budget constraints currently experienced by this state. As has been noted, institutional capacity expansion is not only expensive, it is also a lengthy, time consuming process. A decision to build additional secure beds will not alleviate institutional pressures for many months.

Recommended Action to Immediately Lessen Current Pressure on the Training Schools - It is believed that the recommendations in this section could provide sufficient secure and non-secure beds to accommodate the state delinquent population.

2. It is recommended that the department make a concentrated effort to reduce the average length of institutional stay from present levels, especially for female wards. Present efforts under consideration such as holding the parole and review board hearing at the 10 month point in a youth's training school stay and institutional center director release for certain offender groups are supported.
3. Department efforts to purchase blocks of private agency placements are supported. The department is encouraged to expand its use of this practice if initial efforts prove to be successful.
4. It is recommended that the department develop a more centralized and uniform community residential care program with a state-level referral clearinghouse capacity.

Recommendations for New Programming and Administrative Procedural or Policy Changes Related to the State Secure Treatment Needs

5. It is recommended that DSS initiate an institutional intake review process to insure that alternative placements for youth eligible to be exempted from Type I Felony Offender policy and other youth recommended for institutional placements have been thoroughly considered.

6. It is recommended that available public and private community placements be used to the fullest extent possible consistent with legitimate concerns for public safety and the appropriate treatment needs of youth. The principle of least restrictive most cost-beneficial treatment option should be a primary determinant of placement choice.
7. It is recommended that the department develop delinquency commitment guidelines for local juvenile courts. It is also recommended that the department review its internal policies (MDSS Service Manual #B-330) concerning out-of-home placements for delinquent state wards.
8. It is recommended that community service worker (CSW) performance be more closely monitored, especially those CSW services that are directed at youth who have been discharged from institutions and those CSW activities related to processing of youth into and out of department institutions.
9. It is recommended that measures to increase post institutional youth productivity (i.e., school enrollment, job training and employment) be expanded.
10. It is recommended that the state move affirmately to develop a comprehensive justice services information system. It is believed that such an information system is necessary for significant improvements in justice system efficiency, effectiveness and accountability to occur.
11. It is recommended that new community-based alternatives to institutional programming for chronic delinquents, such as the Chicago Unified Intervention Services (UDIS) Program, be explored and implemented.

Recommendations to reduce local detention center overcrowding caused by state wards.

12. It is recommended that efforts of the Wayne County area Case Assessment Committee (CAC) be continued and strengthened. The CAC and other central screening and referral mechanisms should be examined and implemented or expanded where appropriate.
13. It is recommended that the department develop an in-home detention program in Wayne County and elsewhere for state wards that do not pose a serious risk to public safety, but are being detained in local detention centers awaiting training school or other placements.
14. It is recommended that accused and adjudicated status offenders (other than those youth involved in subsequent status offense while on local probation for non-status offenses or state P. A. 150 wards) not be detained in secure local detention centers.

I. BACKGROUND

The current Public Sector Coalition request for 160 additional institutional beds is the latest in a series of such requests. Studies on the question of institutional expansion were conducted by the Department of Social Services in 1977 and again in 1978. The 1977 analysis called for the expansion of the maximum institutional capacity of the Department from 578 to 809 through the funding of 70 existing beds (these beds had previously been closed because of low institutional intake rates) and the construction of an additional 161 beds. The requested 231 bed expansion resulted in authorization for the funding of 70 existing beds, but not the construction of 161 new beds.

The 1978 study, entitled "The Michigan Residential Facilities Project" concluded that institutional expansion was not justified. This study based its findings primarily on projected declines in the national juvenile population through the year 2000. The population analyses and general conclusions of this study are examined later in this report (pages 32-36).

The present DSS institutional capacity of 771 beds (see Table 1), was attained in FY78 and includes 95 non secure beds in camps located in northern Michigan and 28 beds in Arbor Heights Center. The total number of DSS secure beds currently equals 648.

It should be noted that in 1969 there were 1,130 secure beds. The closing of the Lansing Boys Training School (330 beds) and reduction by 140 beds of the Adrian Training School capacity (previous capacity 280 beds) brought the total secure institutional capacity to the current number of secure beds.

Table 2 presents the number of juveniles admitted to department institutions by sex, referring jurisdiction (Wayne County and non-Wayne County), and by quarter since 1976. The table suggests the pressure on DSS institutions has grown over the period at a rate which exceeds the increase in institutional capacity of 70 beds in 1977 described above.

The number of Wayne County males coming into the system can be seen to have increased substantially with the establishment of the DSS Felony I/Status Offender policy in July, 1976. This higher level of Wayne County referrals has varied somewhat since 1977, but has remained consistently higher than pre-July, 1976 levels with the exception of the fourth quarter, 1978. In this quarter, the department experienced reporting problems which distorted and drastically underestimated Wayne County reported intakes.

Non-Wayne County institutional male referrals have also increased somewhat since the Felony I Offender policy was initiated, but to a much lesser extent. Female referrals appear to have been less affected by the felony policy than for males, except for Wayne County female referrals in 1977. In general, female referrals have remained very low during the period, especially in comparison with male referrals.

In summary, the volume of referrals to State institutions has increased in recent years, while the institutional capacity has remained essentially static. This imbalance in requests for public secure placements and the inability of DSS to accommodate this volume of requests with the existing resources has resulted in a perceived need to expand the existing resources.

TABLE 1

MICHIGAN DEPARTMENT OF SOCIAL SERVICES JUVENILE INSTITUTIONS

<u>Institutional Center</u>	<u>Security Level</u>						<u>Total</u>			
	<u>Maximum</u>		<u>Secure</u>		<u>Non-Secure</u>		<u>Male</u>	<u>Female</u>	<u>Total</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>				
W. J. Maxey Training School										
Green Oak Center	100							100	100	
Olympic Center			120					120	120	
Sequoyah Center			116					116	116	
Summit Center			120					120	120	
Reception Center	52							52	52	
Adrian Training School			60	80				60	80	140
Arbor Heights Center					21	7	21	7	28	
Camps					95		95		95	
TOTALS	152	-	416	80	116	7	684	87	771	

TABLE 2

INSTITUTIONAL INTAKE BY QUARTERS, 1976 - 1980

	Wayne County		Non Wayne County		Michigan Total		Total
	Male	Female	Male	Female	Male	Female	
<u>1976</u>							
1st Quarter	24	N.A.	68	N.A.	92	N.A.	N.A.
2nd Quarter	36	N.A.	70	N.A.	106	N.A.	N.A.
3rd Quarter	44	N.A.	77	N.A.	121	N.A.	N.A.
4th Quarter	74	N.A.	53	N.A.	127	N.A.	N.A.
TOTAL	178	13	268	36	446	49	495
<u>1977</u>							
1st Quarter	77	6	59	13	136	19	155
2nd Quarter	63	5	58	10	121	15	136
3rd Quarter	59	7	75	16	134	23	157
4th Quarter	64	14	71	8	138	22	160
TOTAL	266	32	263	47	529	79	608
<u>1978</u>							
1st Quarter	52	7	74	11	126	18	144
2nd Quarter	67	4	86	7	153	11	164
3rd Quarter	60	9	59	11	119	20	139
4th Quarter	28	1	83	12	111	13	124
TOTAL	207	21	302	41	509	62	571
<u>1979</u>							
1st Quarter	62	2	73	11	135	13	148
2nd Quarter	60	4	95	7	155	11	166
3rd Quarter	76	7	87	4	163	11	164
4th Quarter	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	181
TOTAL	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	659
<u>1980</u>							
1st Quarter	N.A.	N.A.	N.A.	N.A.	207	12	219

N.A. = Not Available

Source: DSS Institutional Center Reports

II. OVERVIEW OF ANALYSIS

The following analysis examines the issue of the Department of Social Services institutional capacity. This issue is viewed from a variety of perspectives.

The initial section of the report attempts to determine the extent to which certain factors contribute to the perceived need for an expanded training school capacity.

Factors included in this section are:

- A. Institutional truancy
- B. Average length of institutional stay
- C. Institutional intake/discharge processing
- D. Type I felony offender policy
- E. Private agency placements
- F. Community service workers and training school placements
- G. Training school waiting list
- H. Increased reliance on state delinquency services
- I. Alternatives to institutionalization

Each of these factors are believed to directly or indirectly influence the present need for secure beds. The majority of these elements are also subject to policy or administrative intervention. In general, the factors covered in this section currently effect the institutional capacity, i.e., they appear to contribute to the perceived need for more secure beds. It is believed that these factors, however, could be neutralized with policy changes or administrative action.

The second major section examines factors which may impact on the institutional capacity question in the future. These factors include:

- A. The projected decline in the juvenile population
- B. Trends in juvenile apprehensions
- C. Economic trends
- D. Revised juvenile code (HB4774 H-4)

These factors are clearly much less amenable to the department or juvenile court influence, but can be expected to impact on the juvenile justice system and need for secure out-of-home placement to some extent.

The third major report section reviews the results of training school placements in terms of:

- A. Educational achievement
- B. Post institutional release recidivism
- C. Post institutional release and the adult corrections system
- D. Post institutional productivity (i.e., youth involvement in post release employment, vocational training and/or education)

This section briefly presents various aspects of institutional programming and their impact on training school youth.

The fourth section describes the rates of institutionalization and deinstitutionalization in Michigan in comparison with the rates of other states. This review is intended to provide a point of reference to guide consideration of Michigan's present rate of use of secure placements. Information in this section provides the range of reliance on secure and community based placements prevalent in 1974 in states across the country.

The final section summarizes the information and findings contained in this report and makes recommendations concerning the institutional capacity question.

Each of the sections briefly examines salient information pertaining to the above factors and their relationship to the adequacy of the present secure institutional size. The study is not exhaustive of all the factors which contribute to pressure on the training schools, nor are the contributing factors that are included in this report covered in great depth. However, it is believed the issue is analyzed in sufficient detail to firmly support the actions recommended in the final section of the report.

The primary weakness of the present study is in the inadequacy of the information and data that were available on the key variables of the system noted above. Despite this problem, it was possible in most instances to indirectly if not directly assess the quantitative and qualitative aspects of most aspects of each of the variables under study.

The present study did not attempt to determine which youth should be placed in secure settings and for how long. These major questions were not directly examined due to their complexity and the inadequacy of current data as noted above. Exploration of these questions in the future is strongly recommended.

III. FACTORS RELATED TO PRESSURE ON THE INSTITUTIONAL CAPACITY

A. INSTITUTIONAL TRUANCY DECLINE

Secure juvenile institutions have historically been justified as places to securely confine young persons apart from society either to protect the community from dangerous youth; or to hold youth who have repeatedly broken the law and for whom all other less restrictive alternatives have been tried without success.

The capacity to effectively hold youth within the secure setting must be considered a prime purpose of institutions.

In the early 1970's, DSS institutions experienced a significant truancy problem. This problem resulted in a loss of confidence in these institutions by courts and the public. The 1980 Michigan Office of Criminal Justice Crime in Michigan opinion survey found, for example, public confidence in "Youth Detention Homes" to be the lowest of any criminal justice agency/organization.

The public's confidence in juvenile detention is believed to be similar to its confidence in juvenile institutions. (It is noted that the public confidence in jails and prisons is also very low).

To address the truancy problem, DSS increasingly held institutional staff accountable for truancy incidents involving youth under their supervision. They also held youth in training school positive peer cultural (PPC) groups responsible for truancy incidents among their group members. These efforts plus concentrated efforts to return truanting youth to institutions as rapidly as possible, have made a noteworthy impact on truancy in recent years.

Table 3 presents the numbers of youth in DSS institutions on truant status on January 1st over the 1972-78 period and on April 1st for 1979. From this presentation it can be seen that the number and percentage of institutional truants on this series of one day surveys have declined substantially since 1972. The reduction in youth on truant status from 396 in 1972 to 72 in 1979 is a decrease of 81.8 percent. The number of youth actually in institutions on the days sampled on the other hand has increased only 13.0 percent from the 1972 level.

It should be noted that the previous high rates of truancy did have one positive aspect, it enabled the department to exercise much greater flexibility with respect to its capacity. Obviously, if a youth was on truant status, his/her bed in the institutional center was available for a new admission if the need arose.

The argument has been advanced that if institutional truancy today approximated the rates of 1972-74, there would be no requests for an expansion of institutional capacity. The data provided in Table 3 appears to support that position.

Table 3
DSS INSTITUTIONAL TRUANCY

<u>YEAR</u> ¹	<u>ACTIVE</u>		<u>TRUANT</u>		<u>TOTAL</u>	
1972	637	(61.7%)	396	(38.3%)	1,033	(100.0%)
1973	463	(55.6%)	270	(44.4%)	833	(100.0%)
1974	558	(68.6%)	256	(31.4%)	814	(100.0%)
1975	562	(77.7%)	161	(22.3%)	723	(100.0%)
1976	545	(81.0%)	128	(19.0%)	673	(100.0%)
1977	583	(87.0%)	87	(13.0%)	670	(100.0%)
1978	669	(89.7%)	77	(10.3%)	746	(100.0%)
1979 ²	720	(90.9%)	72	(9.1%)	792	(100.0%)

¹January 1st of each year

²April 1, 1979

Source - DSS Institutional Centers Report, December, 1979.

B. AVERAGE LENGTH OF INSTITUTIONAL STAY

An important variable in determining the capacity of an institutional system is the average length of time a person is held in that system. The rate of inmate turnover greatly influences the number of persons that can be held within a fixed capacity system over a given period of time. Table 4 presents the numbers of youth that can be served with various average lengths of stay (LOS) given the present capacity of DSS institutions (771) and the capacity with 160 additional beds (931).

It should be noted that youth in DSS institutions are placed for an indeterminate length of time. Release may occur at any point up to the age of 19 when release is mandatory. DSS institutional release procedures and processing are described in a later section of this report.

From Table 4 it can be seen that the average LOS has a direct impact on the numbers of youth the DSS institutional facilities can accommodate. For example, the present DSS system could serve an additional 257 youth per year if a 12 month average LOS could be reduced to a nine month LOS.

The institutional services division has recently attempted to address the LOS issue by reducing the proportion of youth held over 11 months.

Table 5 from the December, 1979 Institutional Centers Report presents training school releases over the 1974-79 period by length of stay. This table suggests that the percentage of males released after 11 months has increased substantially since 1974. This trend was not found among training school females. The female percentage held over 11 months declined somewhat in the 7/77-12/78 period before returning to the previous high levels. The percentage of females held longer than 11 months has been consistently and significantly higher than males over the time period included in the table.

The average length of institutional stay in DSS facilities is presented in Table 6. During the 1978-79 period, the LOS of males released from secure placements approximated 11 months, while the female ward LOS fluctuated between 12 and 14 months. The average LOS for the total secure population (including males and females) was 11.7 months during the January 1979-June, 1979 period. This is in contrast to the average 11.1 months during the July 1979-December 1979 period and average LOS of the 10.6 months recorded during the 1974-75 period. The additional .8 month served by male and female youth in the 648 secure beds (Table 6 1974-79 change) translates to 52 fewer youth served in institutions annually with the 1979 LOS of 11.4 months in comparison with the 1974-75 LOS of 10.6. Fifty-two placements would accommodate approximately 50 percent of the youth on the institutional waiting list.

Conversely, 160 additional beds would serve only 173 youth per year with a maintenance of the 7/79-12/79 11.1 month average LOS.

It should be noted that in the years prior to 1974-75, the DSS LOS was around nine to ten months.

TABLE 4
ANNUAL INSTITUTIONAL CAPACITY BY AVERAGE LENGTH OF STAY (LOS)

<u>Length of Stay (Months)</u>	<u>Institutional Capacity 771 Beds (No. of Youth)</u>	<u>Institutional Capacity 931 Beds (No. of Youth)</u>
1	9,252	11,172
2	4,626	5,586
3	3,084	3,724
4	2,313	2,793
5	1,850	2,234
6	1,542	1,862
7	1,322	1,582
8	1,157	1,396.5
9	1,028	1,238
10	925	1,117
11	841	1,016
12	771	931
18	514	623
24	385.5	465.5

TABLE 5

TRENDS IN INSTITUTIONAL LENGTH OF STAY*

Male

Percentage released in:	Baseline	7/76 -	1/77 -	7/77 -	1/78 -	7/78 -	1/79 -	7/79 -
	7/74 - 6/76 N = 727	12/76 N = 191	6/77 N = 162	12/77 N = 223	6/78 N = 231	12/78 N = 218	6/79 N = 262	12/79 N = 233
0 - 3 mos.	1%	1%	0%	0%	0%	1%	2%	0%
4 - 7 mos.	28%	18%	19%	14%	14%	17%	16%	21%
8 - 11 mos.	41%	47%	42%	42%	42%	45%	36%	39%
Over 11 mos.	30%	34%	39%	44%	44%	37%	46%	40%

Female

Percentage released in:	Baseline	7/76 -	1/77 -	7/77 -	1/78 -	7/78 -	1/79 -	7/79 -
	7/74 - 6/76 N = 211	12/76 N = 29	6/77 N = 27	12/77 N = 36	6/78 N = 31	12/78 N = 32	6/79 N = 41	12/79 N = 18
0 - 3 mos.	3%	0%	0%	0%	0%	0%	0%	6%
4 - 7 mos.	7%	0%	15%	36%	19%	12%	5%	11%
8 - 11 mos.	28%	38%	19%	14%	32%	38%	29%	22%
Over 11 mos.	62%	62%	66%	50%	49%	50%	66%	61%

*Excluding Camps and Arbor Heights

Source: DSS Institutional Centers Report, December, 1979

TABLE 6
 AVERAGE LENGTH OF INSTITUTIONAL STAY 1974-1979
 (in months)

	<u>Secure</u>					Change 74-79
	<u>Baseline</u> 7/74 - 12/75	1/78 - 6/78	7/78 - 12/78	1/79 - 6/79	7/79 - 12/79	
Male	9.9	11.0	11.0	11.3	11.0	+ 1.1
Female	13.0	12.3	13.2	13.9	12.2	- .8
TOTAL	10.6	11.2	11.3	11.7	11.1	+ .5
<u>Non-Secure</u>						
Male	5.2	5.4	5.8	6.0	5.7	+ .5
Female	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
TOTAL	5.2	5.4	5.8	6.0	5.7	+ .5
<u>Total Institutional Average (including camps)</u>						
Male	8.5	10.1	9.9	10.5	9.5	+ 1.0
Female	13.0	12.3	13.2	13.9	12.2	- .8
TOTAL	9.3	10.4	10.3	11.0	9.8	+ .5

Source: DSS Institutional Centers Report, December, 1979

The LOS information discussed to this point does not include youth held in DSS camps or in Arbor Heights. The LOS for youth in these placements is considerably shorter than for youth held in a more secure center. The LOS for youth released from camps was 5.7 months for the July 1979 - December 1979 period. The LOS for camps increased every recent reporting period since the July 1974 - December 1975 baseline was established, with the exception of the most recent six month period (5.2 months in July 1974 - December 1975, 5.4 months for January 1978 - June 1978, 5.8 months for July 1978 - December 1978). The camp increase, however, was much less than for those youth held in secure beds.

Youth released from the Arbor Heights Center had LOS of 21.0 months for July 1974 - December 1975, but this LOS declined to 15.4 months for January 1978 - June 1978, 8.0 months for July 1978 - December 1978 and 7.7 months for January 1979 - June 1979. Arbor Heights is the only institutional center with a decreasing LOS. As noted in another section of this report (page 2), Arbor Heights has a capacity of 28, the camps can hold 95 youth.

The LOS reported by the department reflects only time served at the institutional center from which the youth was released. It does not include time served in previous institutional centers, such as the Reception Center which usually subsequently transfers youth to another secure placement. The reported LOS also does not include time served in a local secure detention home. This DSS reporting method, therefore, underestimates the actual time a youth spends in a secure setting under the nominal supervision of the department.

This problem is greatest for youth held in Green Oaks Center. Many of these youth are transferred into Green Oaks after an unsuccessful stay in their initial institutional placement.

Considerations germane to this aspect of the institutional capacity question relate to the relationship of LOS to a successful institutional experience. Research, however, has not been able to consistently demonstrate a relationship between post release recidivism and the length of institutional stay. Some studies have found a relationship between longer length of institutional stay and lower recidivism; others have found no relationship. Research has, however, found longer lengths of stay make managing institutions more difficult. (Sarri, 1976, p. 89).

It is noteworthy that females are detained substantially longer than male institutional wards, despite the fact that females are sent to institutions for generally less severe offenses, and after fewer previous adjudicated offenses and fewer court appearances. Females, as a group, are also younger at institutional admission than males.

The Institutional Services Division has indicated that the females held in department facilities have a greater likelihood than males to have histories of mental health problems and previous mental health placements. The females also are believed by Institutional Services to have serious personal problems that are more difficult to program for and which require a more lengthy treatment approach.

It is noted, however, that even if the female institution wards are more difficult to work with than their male counterparts; in general, the female population has had a longer average length of stay than the most problematic group of male wards (Green Oak Center youth) for every six month reporting period since 1974 except July 1979 - December 1979.

It is not known why females receive harsher treatment, at least in terms of length of stay, than males; however, this male-female LOS disparity should be addressed by the department.

C. DSS INSTITUTIONAL INTAKE/DISCHARGE PROCESSING

1. DSS Institutional Discharge Processing

The LOS issue is directly related to institutional intake and discharge processing. Appendix B provides a schematic presentation of this processing as described by DSS in the July 1979 Final Report of the Task Force on Management and Administration of the W. J. Maxey Training School. Pages B1-6 in the Appendix includes processing procedures into and out of the open program at the Maxey Training School (Summit, Sequoya, and Olympic Centers); pages B-7 and B-8 the Reception Center and pages B-9-11 describe Green Oak Center (maximum security) processing.

From these charts it can be seen that out processing is influenced by the youth group (positive peer group), the staff team (includes youth group leader, one teacher, and several youth specialists), the county community service worker supervisor, the youth's community service worker, and ultimately, the Youth Parole and Review Board (PRB). The release decision may also be influenced by the sentencing juvenile judge. Release may occur as a result of Parole and Review Board action at the youth's annual review hearing or at a release hearing.

At either of these hearings the PRB may choose to continue a youth's placement, grant a leave of absence (LOA) and/or release the youth to a community placement. Exit processing for Green Oak Center youth usually includes a 90 day LOA stay in a DSS half-way house. Release for youth in the Individual Treatment Program (ITP) located in the Reception Center is similar to the general process described for youth in the open programs except there is no youth group involvement.

Significant factors in the PRB release decision include the youth's progress in placement (determined by monthly evaluation reports and unusual incident reports), the circumstances of the immediate and previous offenses which resulted in state wardship, and the release plan (to be submitted by the youth's community service worker). This material is contained in the release summary report.

2. Intake Processing

The institutional intake process begins with the commitment of a youth to the state by a juvenile court judge.

Following this commitment, the youth is assigned to a community service worker or CSW who develops an individual treatment plan. As indicated earlier, youth committed to the state because of conviction for a Type I Felony, unless exempted, will be assigned to the institutional waiting list. Youth committed to the state for offenses other than Type I Felonies may or may not be considered for training school placement. This decision is made by the CSW and his supervisor, not by the institutional staff. Appendix B, page 1 implies that the training school accepts or rejects youth; this screening process is not actually performed at institutional intake.

It is generally believed that youth who are committed to the department for Type I felonies are placed in training schools, while youth committed to the department for other offenses are not placed in secure settings initially. The latter type of youth is believed to be placed in an institution only after at least one subsequent offense while under state wardship. The training school population is primarily comprised of non-Type I Felony youth. Therefore, the failure rate of non-Type I Felony wards in non-training school settings is high and/or these youth are placed in the training schools immediately at the initial DSS commitment. Perhaps the overriding reason for the greater proportion of non-Type I Felony offenders in the institutions is the greater number of non-Type I Felony offenders committed.

Youths who for whatever reason(s) are inappropriately referred to an institutional center are of considerable concern and relevance to this study. These youth would probably not be out-processed until his/her file material is received by the institution and until the convening of 30 day conference and subsequent Parole and Review Board action.

While it is not believed that substantial numbers of youth are placed in institutions when non-institutional placements would be more appropriate, it may well be that youth who are in the greatest need of long term institutional care are not placed as soon as they might be with a different, more priority-oriented, process.

The present process has its emphasis on a chronological waiting list placement, not on need. Furthermore, with the current placement process, the need of a given youth is not fully known except in rare cases until he/she and the file reaches the institution. It should be noted that the youth's case file can arrive from the CSW at any point in the intake process, including after a youth has arrived at the Center.

Currently, the assignment of a youth to a particular institutional center is primarily dictated by the area of the state making the commitment except for Wayne and Genesee County youth. Youth from these counties may be placed in any available center. Youth from other areas of the state are placed in centers "aligned" with the transmitting area.

The department currently has not developed advisory guidelines to juvenile judges to assist them to determine when the commitment of a delinquent youth to the state would be appropriate. It is believed that such guidelines would be an added useful criterion for the judge to use in the disposition/commitment decision process. These guidelines could result in greater statewide commitment uniformity and equity. Similar treatment guidelines for local probation officers and DSS CSW's may be useful to assist these workers determine when various treatment options may be appropriate, including those involving out of home placements. It is noted that the Department of Corrections has developed guidelines for the adult corrections system in these areas.

At least three factors should be considered at this point. First, the proportion of youth placed in secure beds may increase with an expanded institutional capacity. Here the question of the use of least restrictive out-of-home placement options and the legitimate provision for public safety is raised. It is not known whether the present system errs on the side of the least restrictive option or on the side of public protection; however, it seems reasonable to speculate that with the present institutional capacity, the use of the least restrictive alternative operates to a greater extent than would be the case with an expanded institutional capacity. There is concern that because the institution represents a relatively easy option for the CSW to use, it may be used more frequently than appropriate. It is certainly less trouble for a CSW to recommend institutionalization than it is to find an alternative private placement in most cases. The lack of systematic incentives to find alternative placements to institutions may be a major source of the problem and is of concern. Very little beyond speculation can be advanced in answer to this very important issue, however, it is believed CSW performance in the area of treatment plan development and placement recommendations deserves close monitoring and review. As noted earlier, at the present time the institutions do not screen incoming cases to determine the appropriateness of the placement, and so the CSW placement treatment decision is extremely important.

A second factor here is the Type I Felony Offender policy adopted by social services in 1976.

The third factor is the use of public and private non-secure placements in lieu of institutionalization. These factors will be examined in the following two sections.

D. DSS TYPE I FELONY OFFENDER POLICY

The Type I Felony Offender policy adopted by the Department of Social Services in June 1976 was developed in response to public concern regarding the 1976

"Cobo Hall incident". It required that any youth committed to the state for a serious felony (Homicide, Assault, Criminal Sexual Conduct, Robbery, Kidnapping or Arson) be placed in a secure department institution. Although procedures to gain exceptions to this policy are provided, available evidence suggests that exceptions are relatively rarely approved by the county DSS offices. Department reports do not currently include the total number of exceptions that were requested but were not approved by the local county DSS Director or by the PRB. (The Felony Offender Policy is contained in Appendix D.)

It is hoped that the department will initiate a review to determine if exceptions to the Felony I Offender Policy are granted as frequently as they should be given the present exception criteria, and whether the present criteria are too restrictive, i.e., result in the institutionalization of youth that do not represent a substantial risk to public safety.

It is interesting to note that the "success" (defined as recidivism within three months) experienced by youth exempted via the exception process from the felony offender policy, has been very good in comparison with other delinquent youth under DSS supervision. During the 1976-77 period, 33 or 15.1 percent of all youth committed to DSS for Type I Felonies were excepted from state institutionalization. Eighty percent of these youth made a satisfactory adjustment, i.e., no recidivism in their alternative placement. For 1977-78, 48 or 19.5 percent of all Type I felony youth received exceptions and were not placed in state secure institutions. Seventy-five percent of these youth were successful in avoiding subsequent arrests.

Although the number and percentage of youth placed under the Type I Felony Offender policy increased during 1977-78, it is not known at this time from the available data whether exceptions are requested and granted as frequently as they should be.

The second major change included in the 1976 Felony I/Status Offender policy involved the elimination of status offenders (i.e., youth convicted of crimes from which adults are exempted, such as runaway, truancy, etc.) from secure institutional bedspace. This policy was implemented in part as a response to the previously referenced federal Juvenile Justice and Delinquency Prevention Act which prohibited status offender institutionalization. Although a few status offenders may remain in DSS camp programs, the secure beds formerly filled by status offenders became available to more seriously delinquent youth following the implementation of this policy.

E. PRIVATE AGENCY PLACEMENTS

There exists in Michigan a large number of private placements for delinquent juveniles. The Michigan Federation of Private Child and Family Services in its May 1979 report entitled In Partnership with the Public - the story of non-profit, non-government child care and placement agencies of Michigan, estimated that there are 125 non-government agencies providing residential care and foster care placement in Michigan. Approximately 80 of these agencies offer residential care and provide an estimated 2,000 beds (from 1979 Michigan OCJ Comprehensive Plan). An unknown number of these beds are available for

adolescent delinquent youth. The present absence of a juvenile service information system limits our knowledge of the number and type of these placements that are available at any given time.

Since 1979 a coalition of 27 private agencies in the southeast Michigan area have met with DSS staff and the Wayne County Juvenile Court as a case assessment committee to maximize public agency use of private delinquency placements.

These agencies have attempted to respond to the relatively high population of Wayne County youth home detainees who are state wards awaiting placements. This coalition of agencies has a licensed capacity of 700-800 beds and reportedly have from 50-60 beds available for placements at any given time. The vacancy level among these programs has not been appreciably reduced since the Case Assessment Committee was established and these beds remain available for placements.

This situation is believed to reflect an ongoing tension between public and private service providers. Public agencies seem to feel private agencies are less accountable than public institutions, too treatment oriented (i.e., they minimize security/public safety concerns), are too selective (i.e., they want the easy cases), and do not have qualified personnel. The private agencies describe themselves as equally accountable as public agencies, more flexible than public institutions, less expensive, more innovative and ready and able to take on virtually any case.

It seems clear that private agency placements are currently a major resource for courts and the Department of Social Services in delinquency cases. It would also appear that this resource is presently been under-utilized. If this is true and the department and juvenile courts make more extensive use of private placements in the future, the apparent need for additional public secure beds may be reduced. In any event, it is believed that out-of-home services to youth in Michigan would be substantially improved if public and private agencies developed a closer and better working relationship.

A recent development concerning future department use of private placements is the present OCYS proposal to purchase a block of 60 private agency beds for youth who would otherwise go to the training schools. This effort, which may make the additional beds available in June 1980, is viewed as a promising method to cope with the present out-of-home placement needs of the state and more fully use existing placement resources.

F. COMMUNITY SERVICE WORKER AND TRAINING SCHOOL PLACEMENTS

As was suggested earlier, except for youth covered under the Type I Felony Offender policy, CSW's largely determine the type of treatment and placement of youth on their caseloads. These workers are under the direct supervision of the county DSS directors, and the MDSS Field Services Administration (FSA), although they are budgeted and nominally work within the DSS Office of Children and Youth Services.

There is evidence that some, perhaps many CSW's, are hired without adequate behavioral science qualifications or appropriate prior experience and do not receive sufficient job orientation or in-serve training to satisfactorily

perform their duties. Furthermore, there is currently no adequate information system to monitor the job performance of these workers.

The role of the CSW in developing treatment plan for delinquent wards, including making recommendations concerning out-of-home placements for these youth, working with institutionalized youth to facilitate their re-entry to the community and their work with post-institutionalized youth, suggest the key role of the CSW in the institutional capacity question. If these workers perform their duties in an efficient and effective fashion, the necessary institutional capacity will be substantially less than if CSW's perform otherwise.

The questionable adequacy of current CSW screening, training and monitoring and resulting job performance represents a major unknown factor in the determination of the appropriate institutional capacity.

The absence of an information system to monitor youth in the state service delivery system is another problem as this hinders effective management of CSW's and precludes the optimum use of other state, public and private resources for the benefit of these youth and the public.

The CSW question will be explored in a FY 81 federally supported study. This study will examine the role of the CSW in state service delivery to delinquent youth. It may also address CSW caseload size; consider the benefits of an offender-service classification system; attempt to determine the adequacy of CSW selection, training, and administration procedures; and recommend changes where appropriate. The study may also examine the relationship of the CSW to local juvenile courts and public and private out-of-home placements, including institutions.

G. TRAINING SCHOOL WAITING LIST

The total number of wards on the institutional waiting list since January 1978 to the present has ranged from 70 to 145. This list includes youth on "active" and on "hold" status.

Youth on active status are those juveniles who are waiting placement in state operated institutional settings. These youth have been recommended by their community service workers (CSW) for state institutional programming. Table 7 presents the number of these youth on the waiting list for various weeks sampled from the January 1978 to April 1980 period.

The "hold" listing represents those youth for whom state institutional placement may be appropriate pending "administrative action." This administrative action may be a PRB hearing or staff effort to place the youth in an alternative to a state institution (such as a private school, group home, foster home, half-way house, in a relative's home, or return to the youth's home). OCYS Institutional Services Division records indicate that approximately 25 percent of the "hold" youth are eventually placed in state institutional beds. The number of youth on hold status included in the institutional waiting list results in a substantial overestimate of the actual need for state institutional beds. When the waiting list is adjusted for that

TABLE 7

INSTITUTIONAL CARE WAITING LIST

12/30/77 - 2/18/80

Week Ending (date):	ACTIVE WAITING LIST	Holds*	Total	Estimated Youth eventually placed in State Institution
12/30/77	NA	NA	92	NA
2/10/78	NA	NA	89	NA
3/17/78	71	25	96	77
4/14/78	58	32	90	66
5/5/78	34	35	69	43
6/2/78	24	51	75	37
6/30/78	36	44	80	47
8/4/78	51	48	99	63
9/29/78	64	41	105	74
10/27/78	67	42	109	78
11/24/78	69	39	108	79
12/29/78	79	37	114	88
2/2/79	70	47	117	82
4/20/79	72	46	118	84
6/29/79	79	45	124	90
8/27/79	84	36	120	93
9/5/79	85	39	124	95
11/7/79	76	40	116	86
11/31/79	97	48	145	109
4/18/80	127	51	178	152

* Youth referred, but unavailable to active waiting list for a variety of reasons including truancy, pending court hearing, pending Youth Parole and Review Board hearing, illness, etc.

Source: DSS Institutional Centers Report, December, 1979; Institutional Services Division

portion of the "hold" group that were not placed in state institutions, the number of youth in local detention awaiting a state secure bed is still very high, but not as high as is generally reported. It should also be noted that the use of local detention facilities to hold state wards temporarily is extremely expensive. For example, per diem costs for wards in the Wayne County Youth House is \$92 in contrast to the \$69 per diem the facility reports as its cost for non-state wards and substantially higher than the \$66.40 state institutional per diem. Currently youth in local detention facilities may wait two to three months before they are placed in an institutional center. The DSS objective is to complete placement within 15 working days. The discrepancy between this objective and the actual placement time is most acute in Wayne County. The Wayne County Youth Home overcrowding problem is presented in the following section.

H. WAYNE COUNTY YOUTH HOME OVERCROWDING

Since 1977, the Wayne County Youth Home has held a substantial and increasing number of state wards, as well as a large number of status offenders (youth accused or convicted of crimes applicable only to juveniles, such as runaway, school truancy, etc.).

This mixing of offender types and youth in various stages of the adjudication/disposition process greatly complicates the provision of adequate sex and offender type segregation, security and programming. Local detention centers are not intended to provide programming for a diverse offender population or for the length of time DSS wards are currently in detention awaiting placement or administrative action.

During the November 1977 - March 1980 period, the Wayne County Youth Home operated at or beyond its designed capacity on 45.1 percent of all days sampled. This probably represents an underestimate of the actual portion of days the facility is at or exceeding its capacity. The daily roster during the study period ranged from 170 to 268 during the last two months of 1977 (averaging 234.6 youth); from 168 to 237 in 1978 (averaging 203.9 youth); from 73 to 261 in 1979 (averaging 213.7 youth) and 209 to 252 in the first three months in 1980 (averaging 220.3 youth).

During the January 1979 - March 1980 period, the proportion of the Wayne County Youth Home population who were new or aftercare state wards, ranged from 22.3 percent to 54.7 percent and averaged approximately 42.0 percent (92.8 youth) of the total population. The Wayne County DSS office (Al Katzman, September 5, 1979 memo to Public Sector Coalition) estimates that approximately 25 percent of the state wards in the Wayne County Youth Home have been accused or convicted of Type I Felony offenses, 25 percent status offenses and 50 percent lesser felonies or misdemeanors. The placement outcomes of a sample of Wayne County state wards released from the Youth Home in June and July 1979 are presented in Table 8 together with the average waiting time from commitment to placement for these youth.

It should be noted that the time spent in the Youth Home prior to DSS commitment is not included in the table.

WAYNE COUNTY STATE WARD PLACEMENTS

Table 8

<u>Placement</u>	<u>Percentage Placed</u>	<u>Average Time before Placement</u>
Home	30%	16 days
Private Agencies	18%	32 days
DSS Training Schools	35%	55 days
DSS Community Residential Care (Shelters)	12%	46 days
DSS Community Residential Care (halfway and group homes)	5%	27 days
Total	100%	36.7 days

Source: Wayne County DSS Office (Al Katzman Memo dated September 5, 1979)

The large number of wards that are returned home may be a response to the present limited number of secure beds available for placement. The success of these youth in home placements is not known.

The Wayne County Youth Home clearly has several major problems and problems which are exacerbated by the large number of state wards held in that facility. Although the Youth Home is not the focus of this report, problems with this facility have been instrumental in the call for an expanded institutional capacity. For this reason, the overcrowding problem in the Wayne County facility was reviewed for possible solutions.

One obvious means of reducing the population is the removal of status offenders from the facility. In response to the federal Juvenile Justice and Delinquency Prevention Act. (JJJPA) mandate to remove status offenders and non-offenders from secure confinement, detention facilities in Michigan have dramatically reduced the numbers of these youth in their populations. The Wayne County Youth Home reduction in these "offender" groups was also significant, 70.3 percent from 1975 to 1979; however, 57 status offenders were detained in the Wayne County Youth Home in June 1979. The federal standard for compliance with the JJJPA for 1980 is the complete elimination of status/non-offenders from detention. The state will not be in compliance with the federal act without Wayne County's cooperation and the county's cooperation in this area would reduce the present pressure on the Youth Home capacity.

In another area, (from Table 8) it can be seen that wards that are returned home spend an average of 16 days awaiting release. It would seem that these youth could be returned home in a shorter time period than is presently the case, especially when these youth are being detained at \$92 per day.

It is believed that wards that are eventually placed in DSS Community Residential Care (CRC) facilities likewise could be removed from the Youth Home more rapidly than the average 40.4 days delay characteristic for these placements. Wayne County CRC facilities are under the supervision of the Wayne County DSS Office, so administrative delays with the exception of PRB involvement should be minimal. Statewide surveys of CRC sites have found they consistently operate under capacity.

It is hoped that the Wayne County Case Assessment Committee (CAC) with its Wayne County DSS, Wayne County Juvenile Court and private agency participation will eventually reduce the present length of time for DSS private agency placements. The CAC is discussed further in a later section of this report.

Other measures that may reduce the proportion of Wayne County state wards which remain in the Youth Home and are eventually institutionalized, include the development of intensive community based alternatives such as in-home detention and programs such as the Chicago United Diversion Intervention Services (UDIS). The UDIS program is described in a later section of this report (page 28).

In-home detention programs return high risk youth to their own homes or the homes of the youth's relatives under close supervision.

These programs provide low caseworker-caseload ratios of 5-10 youth to one worker for maximum surveillance and support. These programs in conjunction with careful screening can provide a cost-effective method of maintaining selected youth in the community. A program of this sort has been operated by the Berrien County Juvenile Court with considerable success since 1975. These programs are also included in the DSS regional detention plan (1979).

It is noted that the significant number of state wards that are eventually placed in a community setting (47 percent of the sample in Table 8) would be potential candidates for future DSS in-home detention programs. The possible savings of such a program with the present per diem cost (50 percent state/50 percent local cost) charged by the Youth Home for state wards are obvious. For example, the total cost of maintaining 100 state wards in the Youth Home for the average 36.7 days between commitment and placement (Table 8) is \$337,640. If those youth eventually placed in a community setting were instead released to the community on an in-home detention program with a 5 youth to one worker ratio, the pre-placement cost of care could be reduced substantially. The estimated savings are presented in Table 9. It should be noted that the large number of DSS wards that are returned to their homes probably reflects the limited number of institutional placements available. The success of these youth in their own homes is not known by the department.

The implementation of an in-home detention program in Wayne County for DSS wards who are presently returned home could free up 12-25 percent of the Youth Home's total capacity and virtually eliminate overcrowding at the facility.

The implementation of an in-home detention program has the additional advantage of being capable of implementation by the Wayne County DSS Office relatively rapidly for state wards. A similar program operated by the Wayne County Juvenile Court for court wards could further reduce the facility's population and would be equally feasible.

It should be noted that the elimination of status offender detention coupled with in-home detention programming would dramatically reduce the facility's overcrowding problem and perhaps even enable the closing of part of the Youth Home or the establishment of a longer term treatment program at the facility.

The proposed alternatives suggested in this section are clearly workable. They have been operationalized in other areas and have demonstrated efficacy. They would reduce or eliminate current overcrowding in the Wayne County facility and significantly decrease a salient rationale for institutional expansion. They have the additional benefits of reducing costs and are capable of rapid implementation.

Table 9

WAYNE COUNTY IN-HOME DETENTION PROGRAM

Home Detention Worker Cost salary and fringe	\$30,000.00
Cost per day (with 230 working days/year)	130.43
Cost per day per ward (Youth Home)	\$92.00
Cost per day per ward (5 youth per workers)	<u>30.50</u>
In-Home detention per day per youth savings	\$61.50

Comments on the table:

-If all youth eventually placed in the community from Table 8 are released on in-home detention immediately following commitment, the savings would be \$71,770.50 of the \$107,364 currently spent to hold these youth.

Computation:

\$61.50 per diem per youth saving X 30 youth eventually returned home (16 days) X 12 youth eventually placed in CRC Shelters (46 days) X 5 youth eventually placed in CRC facilities (27 days) = \$71,770.50.

-If all youth eventually placed in the community are released on in-home detention supervision after serving 50 percent of current time between commitment and placement, the savings would be: 50 percent X \$71,770.50 = \$35,885.25.

It should be noted that a 50 percent reduction in the length of time in the Wayne County Youth Home between commitment to the state and placement among 47 percent of the wards presently in the facility would reduce the average time between commitment and placement or release to 30.84 days per youth (a reduction of 16 percent).

I. INCREASED RELIANCE ON STATE INSTITUTIONAL SERVICES FOR DELINQUENT YOUTH

There is some evidence that the projected decline in the Michigan youth population and reduction in youth crime, discussed later in this report, will not result in a direct, proportional decrease in state services including institutional out-of-home placements for delinquent youth.

The 1978 DSS study referenced earlier examined January 1976 to July 1977 caseload changes by ward legal status and agency. Table 10 presents the results of this study. The DSS delinquent ward caseload declined slightly (1.0%) during this period, while the local courts caseload were reduced by over four times that amount (4.1%). Although the study period was rather brief and the changes in caseload relatively minor, the data suggests that changes in the risk population may be disproportionately carried by the state.

If the state proportionally receives more cases when the risk population increases, or if the state/local mix is shifting toward state service delivery with a static risk population, the state delinquent service delivery system could be quickly overburdened.

Table 11 provides a view of the DSS and local court caseload for 1977. It can be seen from this table that only 23.7 percent of all delinquency cases are being handled by the state. It is interesting to note that the local courts make substantially greater use of private than institutional placements than does the state. Local courts had 346 youth in private placements and only 157 in institutions (31.2 percent of these placements). The state, on the other hand, had 218 youth in private placements and 631 (74.3 percent of these placements) in institutional placements. Although DSS by definition works with more difficult youth, the contrasting use of institutions and private placements by DSS and the courts is striking.

Unfortunately, the elimination of the Child Placement Information System in 1978 and the failure to develop a replacement information system limits our knowledge of the current DSS and court placement practices. Table 12 is provided to compare the DSS use of placement options for three years (1972, 1975 and 1977). Data on other years were not available. It can be seen that the use of institutions increased from 1975 to 1977, while the number of youth under DSS supervision declined. The percentage of DSS wards placed in their own homes (including relative and guardian placements) and foster homes declined. The DSS use of community placements (i.e., Parents/Relative/Guardian, Foster Homes, Group Homes, Halfway Houses and Shelter Homes) declined from over 60 percent (1972) to 59 percent (1975) and 53 percent in 1977.

In summary the data suggests that the mix of state/local delinquency services is shifting somewhat toward the state and that the state is making increasing use of non-community placements.

TABLE 10

EIGHTEEN MONTH¹ CASELOAD PERCENTAGE DECLINE BY WARD
LEGAL STATUS AND BY AGENCY

	<u>Neglect</u>	<u>Delinquent</u>	<u>Total</u>
DSS	- 5.1	-1.0	-3.8
Court	-15.5	-4.1	-6.7
Total	- 7.8	-3.1	-5.3

Source:
Michigan Residential Facilities Project, 1978.

1. January 1976 to July 1977. CCPIS CCP-R41 Reports.

TABLE 11

STATE PLACEMENT TOTALS
BASELINE (1977)

Placement ³	DSS Caseload ¹			Court Caseload ²			TOTAL
	Neglect	Delinquent	Other	Neglect	Delinquent	Other	
Family	148	1,348	4,390	1,676	9,185	184	16,931
Foster	959	151	3,556	1,527	469	90	6,752
Private	110	218	548	211	346	110	1,543
Group	42	189	51	80	131	20	513
Shelter	14	43	98	24	57	0	236
Halfway	3	92	0	0	0	0	95
Detention	0	231	9	46	426	0	712
Institutions	0	631	0	25	157	0	813
Other	249	526	804	215	274	610	2,678
TOTAL	1,525	3,429	9,456	3,804	11,045	1,014	30,273

1. Includes court wards under Department of Social Services' supervision and secondary caseload.
2. Does not include those under Department of Social Services' supervision.
3. Family: Parents, relatives, guardian (CCPIS codes 01, 02, 03)
Private: Includes boarding school (codes 12, 32)
Group: (codes 13, 14, 20)
Shelter: (codes 15, 16)
Detention: Includes jail (codes 25-29)
Institutions: Includes camps and court treatment facilities (codes 24, 40-45, 50-53)
Other: Medical, mental, others, etc. (codes 11, 18, 19, 30, 31, 33-35, 45-49)

Source: Michigan Residential Facilities Project, 1978.

TABLE 12
 CLIENT POPULATION IN DSS PLACEMENT ALTERNATIVES
 FOR DELINQUENCY WARDS
 STATE OF MICHIGAN - 1972, 1975 and 1977

PLACEMENT	1972		1975		1977	
	#	%	#	%	#	%
Parents/Relative/Guardian	1,514	49	1,518	42	1,348	39
Foster Homes	149	5	309	9	151	4
Group Homes	110	4	154	4	189	6
Halfway Houses	72	2	106	3	92	3
Shelter Homes	9	*	34	1	43	1
Detention Facility (Includes Jails)	102	3	173	5	231	7
Youth Rehabilitation Camps, Training Schools, Arbour Heights Center	515	17	513	14	613	18
Other Treatment Facilities (Includes private facilities, independent living, mental health, medical and boarding schools)	589	19	778	20	744	22
TOTAL	3,060	100	3,585	100	3,429	100

*Less than 1%

1972 Source: Office of Youth Services Annual Report for 1972
 1975 Source: Child Care Placement Information System Report CCPR41
 1977 Source: Michigan Residential Facilities Project, 1978

J. ALTERNATIVES TO INSTITUTIONALIZATION

Even without policy requirements for the institutionalization of certain classes of offenders, public safety requires the isolation of some youth. For example, the Massachusetts deinstitutionalization program which closed all that state's reform schools between 1969 and 1973, provided for the purchase of treatment within a secure setting from private service providers. It is believed that the Massachusetts Department of Youth Services (DYS) serves a similar, although smaller, population than does MDSS. The Massachusetts DYS estimated in 1973 that fewer than 5 percent of its population required a secure treatment (i.e., institutional) setting. More recently in 1980, the DYS raised this estimate to 11 percent of its client population. While this percentage is considerably lower than the 15.8 percent of all Michigan DSS youth in public institutional settings in 1977, it does support the position that security is required in some cases.

To provide alternatives to institutional care in Michigan, half-way house and group home capacities have been increased in recent years.

For example, DSS half-way house beds have expanded from 125 in January 1978 to the present 145 beds and DSS group homes have grown from 125 beds in January 1978 to over 160 in June of 1979.

Over the January 1978 - December 1979 period, the occupancy rate for DSS half-way houses has ranged from a high of 85 percent of all beds in June 1979 to a low of 68 percent in March 1979. For DSS group homes, the utilization rate reached a high of 70 percent during the October-December 1978 period and in December 1979 and a low of 55 percent in June 1979.

It is noted that the number of available community out-of-home placements has ranged from a low of 76 beds in January 1979 to a high of 109 in June 1979. The 76 beds in January would have accommodated nearly one-half of the requested institutional expansion of 160 beds and two-thirds of the 114 youth awaiting DSS placement in detention facilities. The 109 community placements available in June 1979 could have accommodated 88 percent of the 124 youth on DSS waiting list in that month. Table 13 presents DSS Community Residential Care information for the January - March 1980 period.

While it is understood that many youth awaiting DSS placements may not be appropriate candidates for non-secure community placements, this analysis suggests that nearly sufficient out-of-home resources are presently available within the state service delivery system for delinquent youth. Perhaps DSS out-of-home care resources are not available in the appropriate mix of secure and non-secure placements, or perhaps they are currently being inappropriately used, but there are substantial resources presently being underutilized.

Other problems related to the full utilization of DSS community residential care (CRC) placements relate to the administration of these beds. This problem was highlighted in an earlier section of this report.

Each county office develops its own intake release criteria and programming model. Due to this variability, there is very little consistency across given CRC project types operating in various counties and less integration

TABLE 13

STATEWIDE COMMUNITY RESIDENTIAL CARE (CRC)
1/80 - 3/80

<u>CRC Placement (capacity)</u>	<u>Utiliza- tion rate</u>	<u>Release</u>			<u>Total</u>	<u>Efficiency*</u>
		<u>Satisfactory</u>	<u>Truancy</u>	<u>Unsatisfactory</u>		
Half Way Houses (133 beds)	79%	49 (49%)	31 (31%)	20 (20%)	100	38.7%
Shelter Center (32 beds)	85%	26 (84%)	2 (6%)	3 (10%)	31	71.4%
Group Homes (162 beds)	74%	35 (59%)	13 (22%)	11 (19%)	59	43.7%
Shelter Homes (88 beds)	<u>73%</u>	<u>240 (84%)</u>	<u>33 (12%)</u>	<u>12 (4%)</u>	<u>286</u>	<u>56.0%</u>
Totals 415 beds	72.2%	350 73.5%	79 16.6%	46 (9.7%)	476	56.0%

* Efficiency equals utilization rate (beds used of those beds available during the period)
X the satisfactory release rate.

Source: Larry Miesner, DSS Office of Children and Youth Services

of CRC placements into the state delinquent service delivery system than would otherwise be the case. For example, most CRC halfway houses serve as "half way out" placements for youth leaving an institutional placement. Some serve as a placement alternative to the institutional centers (or "half way in" houses). Others serve both populations. This mixing of populations and purposes and the decentralized administration of these programs are believed to have contributed to the existing underutilization of these placements and present unsatisfactory results.

Evidence of CRC problems can be found in the low satisfactory release rate of CRC youth (73.5%) and the related high truancy rate (16.6%) from CRC sites.* It is noteworthy that CRC placements have a substantial potential of providing cost effective treatment alternatives to institutionalization. The low per diem costs of CRC has been presented in earlier sections of this report. The DSS Decentralized Delinquency Services in Michigan Report, published in March 1975, (page 71) indicates that CRC placements are 1.5 times as cost effective as public/private institutional placements. Table 14 from the Decentralization report suggests that ward placements in the youth's own home, a relative's home, independent living or foster homes are nine times as cost effective as institutions and 6.25 times as cost effective as is CRC. The decline in the DSS use of the return home option, noted in Table 12, is not consistent with this 1975 DSS finding. Tables 15 and 16 (from Decentralization Report, page 73) present the relative cost effectiveness of male/female, aggressive/non-aggressive, and community/institutional placements three and six months following release.

From these tables, it can be seen that cost effectiveness is highest among community placed youth, and aggressive youth of both sexes (except for the negligible difference between institutionalized aggressive and non-aggressive females). Differences in effectiveness between placements for both sexes were not statistically significant, however, differences between aggressive and non-aggressive youth were significant.

Other alternatives to public institutionalization such as intensive in-home care programs, such as the Law Enforcement Assistance Administration (LEAA) New Pride Program, intensive foster care, or more extensive use of private institutions have not been fully explored and systematically and vigorously pursued.

Project New Pride, a Denver based LEAA exemplary project, has achieved some success in working with chronic delinquents in their home communities. Fewer New Pride participants recorded arrests during the twelve month period following their program involvement than a comparable control group and the cost of the program per participant was substantially less than it would have been if they had been institutionalized.

Another alternative program, the Chicago Unified Delinquency Intervention Services Program (UDIS) provides a wide range of services to chronic delinquents within their own community setting. Evaluations of this program found essentially equal success among UDIS participants and youth released from institutions and approximately equal costs per youth.

*From Table 13 it can be seen that these problems are greatest for CRC placements most relevant to the institutional capacity question: Halfway houses and Group homes. The average satisfactory release rate for these sites is only 52.8% and the truancy rate is 27.5%. The "efficiency" rate is only 40.2%.

Table 14
RELATIVE EFFECTIVENESS AND COST-EFFECTIVENESS OF INITIAL PLACEMENTS BASED ON THREE-MONTH OUTCOMES

Initial Placement	Relative Effectiveness	Average Cost	Relative Cost Effectiveness
Group Homes, Halfway Houses ¹	.88	\$1,984	.16
Own home, relative's home, independent living, foster home ²	1.00	354	1.00
Institutional Placement			
State and private institutions ³	.97	3,344	.11

1. Halfway house youth represent approximately 66 percent of this category, group homes, 34 percent.
2. Own home placements represent approximately 75 percent of this category
3. State institutions represent approximately 61 percent of this institutional category, private institutions 36 percent, and camps approximately three percent.

Source: DSS Decentralized Delinquency Services in Michigan Report, 1975

TABLE 15
RELATIVE EFFECTIVENESS AND COST-EFFECTIVENESS OF INITIAL PLACEMENT BY OFFENSE CLASS BASED ON THREE-MONTH OUTCOMES

Type of Placement and Offense Class	Relative Effectiveness		Average Cost		Relative Cost Effectiveness	
	Male	Female	Male	Female	Male	Female
Community						
Nonaggressive	.81	.74	\$1,166	\$1,280	.99	.80
Aggressive	1.00	-	1,375	-	1.00	-
Institution						
Nonaggressive	.86	.71	2,648	3,288	.45	.30
Aggressive	1.00	.81	3,680	3,777	.37	.29

TABLE 16

RELATIVE EFFECTIVENESS AND COST-EFFECTIVENESS OF INITIAL PLACEMENT BY OFFENSE CLASS BASED ON SIX-MONTH OUTCOMES

Type of Placement and Offense Class	Relative Effectiveness		Average Cost 2nd 3 Months		Relative Cost Effectiveness	
	Male	Female	Male	Female	Male	Female
Community						
Nonaggressive	1.04	.93	\$1,034	\$1,442	.45	.29
Aggressive	1.14	1.00	1,361	449	.38	1.00
Institution						
Nonaggressive	1.08	1.02	2,906	2,880	.17	.16
Aggressive	1.32	1.44	3,523	3,398	.17	.19

Source: DSS Decentralized Delinquency Services in Michigan Report, 1975

The UDIS evaluation found, however, that arrests among UDIS youth while they were involved in the program were higher than among youth in institutions.

The UDIS evaluators found no evidence that the length of time in either UDIS (averaging eight months) or institutions (averaging nine months) contributed to post release success. They encouraged shorter average lengths of institutional stay and UDIS involvement.

Other non-institutional approaches such as intensive foster care programs designed for chronic status offenders have been implemented in Alpena and Grand Traverse Counties and both programs report excellent results.

The success of these programs suggests that modifying this treatment approach may have some merit for the seriously delinquent youth who is presently institutionalized.

IV. FACTORS WHICH MAY REDUCE PRESSURE ON INSTITUTIONS IN THE FUTURE

A. JUVENILE POPULATION DECLINE

The 1978 DSS study finding that additional institutional beds were unnecessary, was based largely on a projected reduction in the Michigan juvenile population through the year 2000. This assumption is analyzed below.

It is believed that forecasts of the magnitude of a given potential service population provides important information to consider when planning future need for the delivery of those services. Population projections are used by school districts, revenue planners, business and government for these and other purposes. With increasing technical sophistication and smaller projection error margins, population forecasting is becoming a more useful tool in planning.

Population projections developed by both the federal and state governments were examined in this analysis of the need for an expanded institutional capacity.

Table 17 adapted from information provided by the Michigan Department of Management and Budget projects an overall decline of 8.2 percent from 1980 to 2000 in the age group with the highest risk of institutionalization (youth in the 12-16 year age group). This age group is projected to decrease by 18.0 percent from 1980 to 1990 and then increase 12.1 percent from 1990 to 2000.

The 12-16 year old Michigan male subpopulation is projected to decline in comparison with 1980 by 5.1 percent (1985), 18.1 percent (1990), and 8.2 percent for the year 2000.

Table 18 provides a graphic presentation of the 12-16 year age group through the year 2000. This table also includes Wayne County projections for this age group. Wayne County data are provided because nearly half of all institutionalized youth presently come from this area of the state (see Table 2.)

Wayne County males in the 12-16 age group are projected by DMB to increase slightly from 1980 to 1985 before declining substantially through the year 2000.

Previous population projection data used to estimate institutional capacity (1978 DSS study) needs have been criticized for failing to isolate those subpopulation groups with the greatest risk of institutionalization. The previous tables represent an effort to accommodate that criticism.

Projection information on the Michigan minority population included in Table 19 is a further attempt to refine the estimate among high risk groups. Table 19 information is from the Illustrative Projections of State Populations by Age, Race, and Sex 1975 to 2000 report of the U. S. Department of Commerce (March 1979).

Table 17

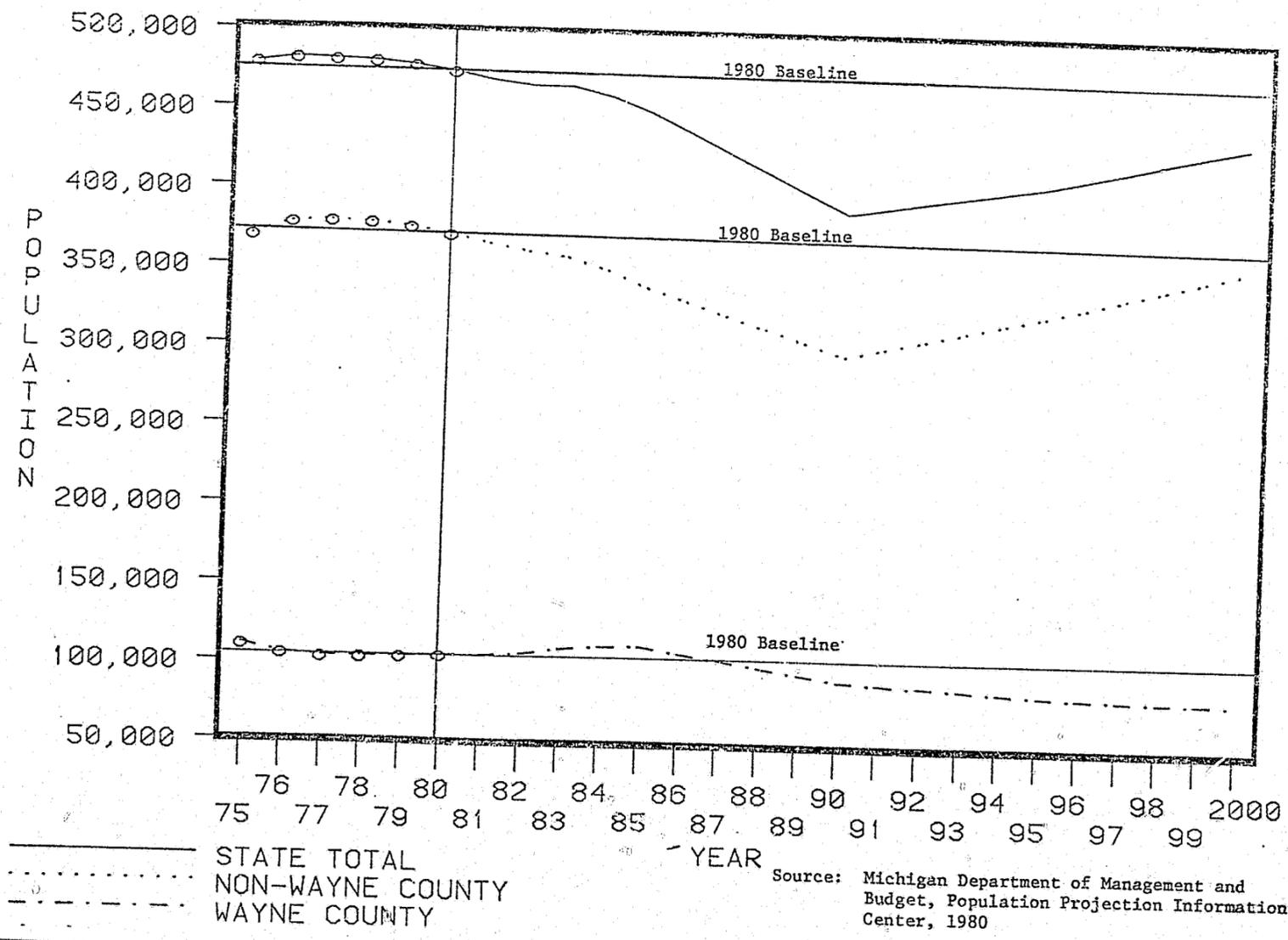
MICHIGAN POPULATION PROJECTIONS
(12-16 years)

<u>YEAR</u>	<u>WAYNE COUNTY</u>	<u>NON WAYNE COUNTY</u>	<u>STATE TOTAL</u>
(1975-1979 - Male)			
1975	109,857	368,842	478,699
1976	104,344	377,401	481,745
1977	102,611	378,370	480,981
1978	102,636	377,588	480,224
1979	103,107	374,983	478,090
(1980-2000 - Male)			
1980	103,641	370,528	474,169
1981	103,997	364,847	468,844
1982	105,420	360,388	465,808
1983	108,804	357,022	465,826
1984	110,684	349,169	459,853
1985	111,099	338,891	449,990
1990	90,839	297,380	388,219
1995	83,226	324,582	407,808
2000	79,740	355,673	435,413
Change 1980-2000	-23.1%	-4.0%	-8.2%
(1975-1979 Female)			
1975	112,488	356,366	468,854
1976	108,522	364,664	473,186
1977	105,660	362,423	468,083
1978	104,319	360,569	464,888
1979	104,298	359,376	463,674
(1980-2000 Female)			
1980	103,833	355,459	459,292
1981	103,677	350,981	454,658
1982	104,876	346,919	451,795
1983	108,098	343,337	451,435
1984	109,644	335,450	445,094
1985	110,210	325,519	435,729
1990	91,407	285,763	377,170
1995	84,249	311,697	395,946
2000	80,916	341,442	442,358
Change 1980-2000	-22.1%	-3.9%	-8.0%

Source: Larry Rosen, Michigan Department of Management and Budget

TABLE 18

MICHIGAN POPULATION PROJECTIONS: MALES 12-15 YEARS OF AGE
1975 - 2000



Source: Michigan Department of Management and Budget, Population Projection Information Center, 1980

Table 19

MICHIGAN JUVENILE BLACK MALE POPULATION PROJECTIONS (IN THOUSANDS) 1980-2000

<u>Age group</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
5-14	117.3	116.5 (-7%)	120 (+2.3%)	126.2 (+7.6%)	125.0 (+6.6%)
15-24	108.0	106.1 (-1.8%)	106.3 (-1.6%)	104.7 (-3.1%)	107.9 (-.1%)
12-16 (estimate)	56.8	56.2 (-1.1%)	57.3 (+.9%)	58.8 (+3.5%)	59.1 (+4.0%)

Source: Illustrative Projections of State Populations by Age, Race, and Sex: 1975 to 2000

Percentages indicate projected population change in comparison with 1980. 12-16 age group was estimated by a proportional interpolation method.

The data available in this publication does not break out age groupings that are compatible with the previous DMB tables or with the Michigan juvenile population. A 12-16 age group projection was estimated, however, through a proportional interpolation method. From this estimate, it can be seen that this population will decline slightly from 1980 to 1985 (-1.1%) and then increase very slowly through 2000. It would not appear from this table that the highest risk age group among the Black population will contribute to a major need for an increased institutional capacity.

In summary, projected statewide population trends including analysis of the prime age groups, males, Wayne County and Black subpopulations, would suggest caution in considering a major juvenile institutional expansion based on present and perhaps temporary pressures.

It is not believed to be unreasonable to assume that the need for future institutionalization will reflect to some extent the number of persons who may require secure settings in the coming years.

From the best available demographic projections, the numbers of youth who may require secure out-of-home placement, apart from future policy changes, economic factors and other unforeseen influences, is likely to decline until 1990 and remain below present levels through the year 2000.

B. TRENDS IN MICHIGAN JUVENILE APPREHENSION RATE

Although arrest data are far from perfect indicators of justice system activity, they are relevant to the institutional capacity question. Tables 20 and 21 present juvenile apprehensions in Michigan and Wayne County over the 1973-78 period. (Appendix C includes additional analysis on 1978 Michigan arrests for juvenile and adults.) Michigan juvenile arrests peaked in 1974 (Table 20) and have declined every year since that time, with the exception of 1977 apprehensions for Type I Felony offenses. Since 1974, juvenile apprehensions for serious crimes have declined by 17.1 percent and 32.8 percent for all adult crimes (i.e., crimes other than status offenses). Total Wayne County juvenile apprehensions (Table 21) have also decreased since 1974 by 35.1 percent. Wayne County serious offenses, however, have remained essentially unchanged since 1974.

The arrest pattern in Wayne County for serious crimes is less clear than for the state as a whole. The proportion of all juvenile apprehensions represented by serious offenses has increased over the 1973-78 period in both Wayne County and the state. The proportion of all apprehensions for serious offenses is nearly twice as high in Wayne County as it is for the state. For example, the percentage of all State apprehensions that were for the serious offenses included in the tables increased from 5.4 percent in 1973 to 6.7 percent in 1978. For Wayne County, this percentage increased from 9.6 percent in 1973 to 13.2 percent in 1978. This apparent increase in the proportion of serious offenses apprehensions is probably a function of the decline in the total non-status offense arrests in Wayne County and the State.

It is more noteworthy that the downward trend in juvenile apprehensions occurred during a time when the population of the male 12-16 year old age group remained essentially level (see Table 18). It is not known whether

TABLE 20
MICHIGAN JUVENILE APPREHENSIONS FOR SELECTED SERIOUS CRIMES¹
1973-78

	1973	1974	1975	1976	1977	1978
Murder	50	47	41	82	68	58
Rape	139	130	109	155	217	234
Robbery	1,115	1,230	1,339	1,219	1,123	1,028
Assault (Aggr.)	1,271	1,606	1,459	1,309	1,422	1,281
Sex Offenses (Other than Rape)	407	513	431	408	408	326
Arson	402	365	422	382	401	297
TYPE I FELONY TOTAL	3,384	3,891	3,801	3,555	3,639	3,224
JUVENILE APPREHENSIONS FOR ALL ADULT CRIMES ²	62,664	71,690	65,960	61,779	55,076	48,140

TABLE 21
WAYNE COUNTY JUVENILE APPREHENSIONS FOR SELECTED SERIOUS CRIMES
1973-78

	1973	1974	1975	1976	1977	1978
Murder	34	28	31	48	41	45
Rape	68	38	33	90	150	166
Robbery	679	748	790	810	761	686
Assault (Aggr.)	518	751	723	645	688	688
Sex Offenses	126	134	137	102	99	68
Arson	108	122	170	127	158	100
TYPE I FELONY TOTAL	1,534	1,821	1,884	1,822	1,897	1,753
JUV. APPREHENSIONS FOR ALL ADULT CRIMES ²	16,009	20,509	19,716	17,335	15,902	13,310

SOURCE: Michigan Uniform Crime Reports (1973-78)

¹ Crimes included in the Type I Felony Offender Policy

² These totals exclude juvenile apprehensions for status offenses

or not future arrest data will continue its descending slope as the number of youth declines in the coming years. From this data included in these tables, however, the present pressure on DSS institutions cannot be attributed to an increase in youth crime as measured by arrest.

C. ECONOMIC TRENDS

There is some concern that Michigan's current economic recession, which is projected to continue into the immediate future, may foster increased juvenile crime and increased need for secure placements.

Analyses such as that of Dr. Harvey Brenner's presented to the House Subcommittee on Crime in 1977, suggest there is a positive significant relationship between the unemployment rate and crime.

This relationship was found consistently across states in this country and in various European countries. Significant relationships between the unemployment rate and every measure of criminal activity were found by a number of other researchers.

Fleisher was cited by Brenner to have found a significant relationship between the unemployment rate and delinquency. Fleisher's 1968 study examined the relationship over the 1936-56 time period in three large urban areas. He defined "delinquency" as property offense arrests and "delinquents" as persons 24 years of age or younger. He was able to analyze the relationship for persons who under 17 years of age in only one area (Boston). The study found a .2 percent increase in delinquent property crime for each 1.0 percent increase in the unemployment rate for Boston youth 17 years or younger.

When the relationship between unemployment rates and property arrest rates were analyzed by individual ages, however, it was found to be negative (i.e., as unemployment goes up, delinquency goes down) for youth 15 and under and only slightly positive for 16 year olds. Other evidence cited by Fleisher suggests that youth arrests for certain crimes against persons (homicide, assault and forcible rape) may actually be negatively correlated with unemployment.

Table 22 is provided to explore the relationship between state-wide delinquency, the school dropout rate, and unemployment rate (among 16-19 year olds) in Michigan for the 1973-1978 period. The brief four year time period and lack of direct age group comparisons suggest caution in drawing inferences from this table.

The table demonstrates that these variables do not have a clear and consistent relationship with each other. Moderate positive relationships appear between serious crime and all adult crime arrests and unemployment rates and arrests for serious crime ($r=.60$). A negative relationship ($r=-.78$) exists between the state-wide dropout rate and unemployment rates. No relationship was found between the dropout rate and serious crime.

Table 22

COMPARISON OF JUVENILE ARRESTS, SCHOOL DROPOUT RATE AND UNEMPLOYMENT RATES (16-19 years) for 1973-1978

	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
Dropout Rate ¹	N.A.	6.85%	5.85%	6.01%	6.30%	6.52%	N.A.	N.A.
Unemployment Rate ²	16.5%	19.1%	24.5%	19.7%	20.9%	17.0%	15.8%	21.3%(projected)
Arrests (All adult crime) ³	62,664	71,690	65,960	61,779	55,076	48,140	44,736	N.A.
Arrests (for selected serious crimes ⁴)	3,384	3,891	3,801	3,555	3,639	3,224	3,173	N.A.

1. Source: Department of Education, The rates are for school years (i.e. 1973-74 is 6.85%)
2. Source: Michigan Employment Security Commission.
3. Source: Uniform Crime Reports
4. Murder, Rape, Robbery, Aggravated Assault, Sex Offenses and Arson

None of the above relationships were determined to be statistically significant; however, this was as likely the result of an insufficient number of data points than any other reason.

Based on the weak relationships noted above and Fleisher's research it would appear that judgments concerning training school capacity should not be influenced significantly by the present hopefully short-term state recession.

Even if the relationship between youth unemployment and serious crime could be demonstrated to be strongly positive, it should not be used as a rationale for expanding secure placements.

This argument would require spending significant amounts of money over the two to three year period that would be necessary to find a site, design, and construct a facility (during the depths of the state's current economic downturn), in order to open the facility when population and economic forecasts project a reduced need for these placements. It seems more appropriate, timely and efficient to use the state's limited resources to provide jobs and training directly when youth unemployment rates reach unacceptable and/or dangerous levels.

The significant increase in unemployment rates projected by the Michigan Employment Security Commission for 1980 (Table 22), however, is of some concern.

D. REVISED JUVENILE CODE

The impact of a new juvenile code such as that proposed in HB4774 H-4 on the need for additional department institutional beds is examined below.

1. Waiver of Juveniles to Adult Courts - The waiver provisions contained within HB4774 H-4 would legislatively mandate the waiver procedures currently required within the Supreme Court rules and so no effect is foreseen in this area.
2. Direct Sentencing to Training Schools - The direct sentencing section of the bill would enable juvenile court judges to sentence youth to department institutions concurrent with state wardship commitment. The effect of this procedure was examined by the department in its 1978 study and subsequently by the DSS Institutional Services Division. These assessments concluded that direct sentencing would have little or no effect on the institutional referral rate. This is because it is believed that the youth for whom direct sentencing would most likely be used are currently being placed in department institutions via the Felony I Offender Policy.
3. Mandatory Judicial Notification of Institutional Release - The revised code provides for mandatory notification to the local judge of possible youth Parole and Review Board (PRB) action to release certain youth from an institutional center prior to established time periods. If the judge objects to the early release, a unanimous PRB finding for release would be necessary. This section may have the effect of increasing the

average length of stay somewhat. A significantly lengthened average stay, however, will not necessarily occur as a result of this section of the revised code. As noted on pages 8-13 of this report, however, any increase in the average length of stay would have a direct and adverse effect on the numbers of youth the existing system can accommodate over a given period of time.

4. Mandatory Training School Release at 19.5 years - The present age of mandatory release (19) would be increased under HB4774 to 19.5 in certain cases. Virtually no youth are currently held until the present mandatory release age and so minimal impact is anticipated resulting from this section.
5. Other - Several other provisions of HB4774 may have modest effects on the secure capacity. These include the state-wide availability of 24-hour crisis intervention services, the construction of regional detention centers and the virtual prohibition against juvenile jailings. These code changes are not expected to have any appreciable effect on the long-term secure beds needed in the future.

In summary, it is believed that the proposed juvenile code revision per HB4774 can be expected to have little or no impact on institutional bed space needs.

V. DSS INSTITUTIONAL RESULTS

As indicated in earlier sections of this report, a primary purpose of secure institutions is to segregate confined individuals apart from the general public. Juvenile institutions, however, probably more so than adult facilities, are also concerned with providing services that may habilitate or rehabilitate confined youth.

The results of services to institutionalized youth usually tend to be assessed on the basis of recidivism following release. Academic and vocational skill improvement and attitudinal change are also very important indicators of institutional programming success and perhaps more appropriate than recidivism data. Recidivism probably as much reflects the settings into which a youth is released as it does the setting from which the release occurs.

Indications of DSS institutional programming success including youth improvement in educational achievement while confined, the proportion of youth arrested following their release and those youth that eventually end up in adult correctional facilities will be examined in the following sections.

A. EDUCATIONAL ACHIEVEMENT

Youth entering MDSS institutions generally record educational achievement scores far below those of the general youth population on standardized achievement tests. Considerable attention in DSS institutional centers is devoted to increasing youth academic functioning levels and considerable improvements in pre-post Stanford Achievement Test scores have been achieved.

Table 23 presents the average academic gain equated for each year a youth spends in a DSS institution. These gains are noteworthy because the average educational achievement rate per year for these youth prior to entering the institution is only .5 grade level. Therefore, secure institutional gains are nearly three times the pre-institutional rate and camp gains are over six times greater than those that precede institutional entry. The importance of this major improvement may be considerable as the Institutional Services Division reports a statistically significant relationship between educational achievement at release and the likelihood of post institutional arrest. Arrest probability decreases as academic functioning level increases.

B. POST INSTITUTIONAL RECIDIVISM

The extent to which youth discharged from institutions remain free of subsequent arrests and juvenile court or parole and review board involvement has an indirect bearing on the need for institutional beds. This is true because the likelihood of future institutionalization for these youth when they are re-arrested is very high. It should be noted that the mean age of youth released from state institutions was 16 years, 330 days in 1978 and probably has increased since that time. Most DSS wards who are older than 17 and record an arrest are prosecuted as adults. Therefore, the significance of post release recidivism does not have as significant an impact on institutional capacity as might be supposed.

TABLE 23

AVERAGE EDUCATIONAL GAIN PER YEAR IN INSTITUTIONAL PROGRAMS
(Stanford Achievement Tests)

	<u>7/75-</u> <u>12/75</u>	<u>1/76-</u> <u>6/76</u>	<u>7/76-</u> <u>12/76</u>	<u>1/77-</u> <u>6/77</u>	<u>7/77-</u> <u>12/77</u>	<u>1/78-</u> <u>6/78</u>	<u>7/78-</u> <u>12/78</u>	<u>1/79-</u> <u>6/79</u>
Institutions	1.0	1.1	1.3	1.4	1.6	1.6	1.4	1.4
Camps	3.0	2.1	2.2	3.0	2.4	3.1	3.2	3.3

NOTE: This index was computed using the following formula:

$$\frac{\text{Average grade level gained}}{\text{Length of stay in days}} \times 365$$

SOURCE: DSS Institutional Center Report, December, 1979

The importance of the post-institutional youth behavior, of course, goes far beyond the question of institutional expansion. It directly relates to public safety concerns. As noted earlier it also serves as a primary operational definition of institutional "success."

Evidence collected by the DSS Institutional Services Division presented in Table 24 indicates that fewer discharged youth have been arrested after their release in recent reporting periods than had been the case previously. This is true for males in particular, where the percentage of arrest within three months of release decreased 53 percent from the 1974-75 base period to 1979.

Table 25 presents the percentage of youth with arrests after 12 months. This table also indicates that youth released from institutions in recent periods are less likely to be arrested than previously.

It is likely that the DSS Felony I/Status Offender policy has somewhat improved the institutional recidivism rate. This is believed to be true because status offenders typically have a high likelihood of re-arrest (albeit for less serious crimes) and violent youth tend to have a lower probability of subsequent police contact than non-violent offenders. The violent youth, however, tend to be involved in serious crime when they are re-arrested. The policy probably has had the impact of reducing those populations with higher recidivism rates while increasing those with lower rates.

C. POST INSTITUTIONAL RELEASES AND ADULT CORRECTIONS

A longitudinal follow-up of youth released from institutional centers from July, 1974 to June, 1975 conducted by Institutional Services, provides an indication of the success of MDSS institutional youth have had in avoiding adult correctional system involvement. The results of this study are included in Table 26.

It should be noted that this study did not adjust for persons who may have left the state or died in the intervening years. The study also did not report on those persons serving time in jails or who were on probation. For these reasons, it is believed the results in the table may significantly over represent the proportion of former institutional youth that have subsequently had adult justice system involvement.

D. POST INSTITUTIONAL PRODUCTIVITY

Other factors which have been linked to post institutional avoidance of arrest are youth employment, enrollment in school and participation in vocational training programs after release. These factors are collectively called youth "productivity" by the department.

Data collected by the DSS Institutional Division on youth productivity is presented in Table 27.

Institutional Services data indicate the recidivism rate is three to five times as great for nonproductive youth as it is for productive youth released into the community.

TABLE 24

INSTITUTIONAL SERVICES DIVISION:
TRENDS IN THREE MONTH ARREST OUTCOMES SINCE 1974

Release Group	Boys	Girls	Total
7/74 - 6/75	32% (N = 608) 195	15% (N = 123) 18	29% (N = 731) 213
7/75 - 6/76	29% (N = 554) 161	5% (N = 98) 5	25% (N = 652) 166
7/76 - 12/76	30% (N = 289) 87	6% (N = 31) 2	28% (N = 320) 89
1/77 - 6/77	30% (N = 239) 72	15% (N = 27) 4	29% (N = 266) 76
7/77 - 12/77	23% (N = 290) 67	3% (N = 36) 1	21% (N = 326) 68
1/78 - 6/78	27% (N = 300) 81	11% (N = 28) 3	26% (N = 328) 84
7/78 - 12/78	23% (N = 295) 68	9% (N = 34) 3	22% (N = 329) 71
1/79 - 6/79	17% (N = 335) 57	11% (N = 44) 5	16% (N = 379) 62

Source: Institutional Centers Report, December, 1979

TABLE 25
ARREST OUTCOMES AT TWELVE MONTHS FOLLOWING RELEASE

12 Month Arrest Rates by Center

RELEASE PERIODS:	BASELINE 7/73-6/74	7/76-12/76	1/77-6/77	7/77-12/77	1/78-6/78
Sequoyah	46% (N=352)*	43% (N=28)	53% (N=32)	29% (N=51)	41% (N=58)
Olympic	46% (N=352)*	47% (N=36)	64% (N=28)	40% (N=42)	56% (N=39)
Summit	46% (N=352)*	56% (N=48)	33% (N=30)	38% (N=48)	31% (N=49)
Adrian (M)	54% (N=26)	65% (N=17)	46% (N=22)	33% (N=18)	37% (N=30)
Adrian (F)	18% (N=141)	31% (N=29)	27% (N=27)	18% (N=33)	27% (N=30)
G.O.C.	68% (N=53)	60% (N=43)	56% (N=39)	44% (N=39)	32% (N=38)
Nokomis	47% (N=154)**	64% (N=36)	39% (N=46)	44% (N=39)	46% (N=39)
Shawono	47% (N=154)**	45% (N=51)	39% (N=31)	38% (N=34)	51% (N=41)
I.T.P.	56% (N=9)	44% (N=9)	86% (N=7)	33% (N=6)	50% (N=8)
A.H.C. (M)	40% (N=10)	0% (N=2)	33% (N=6)	50% (N=4)	33% (N=3)
A.H.C. (F)	14% (N=7)	0% (N=1)	100% (N=1)	0% (N=3)	25% (N=4)
TOTAL	45% (N=752)	51% (N=300)	46% (N=270)	36% (N=317)	46% (N=339)
Males	52% (N=604)	53% (N=270)	48% (N=243)	38% (N=281)	42% (N=305)
Females	19% (N=148)	30% (N=30)	26% (N=27)	17% (N=36)	26% (N=34)

* Computed as one Maxey figure
** Computed as one Camps figure

Source: Wayne County DSS Office (Al Katzman Memo dated September 5, 1979)

TABLE 26

LONGITUDINAL TRACKING OF YOUTH ENTERING ADULT DEPARTMENT OF CORRECTIONS PROGRAMS

	No. of Youth Released	No. and % Having Entered Adult Corrections as of 6/30/77	No. and % Having Entered Adult Corrections as of 6/30/78	No. and % Having Entered Adult Corrections as of 6/30/79
Green Oak	91	34 (37%)	42 (46%)	49 (54%)
Adrian	9*	4 (44%)*	4 (44%)*	4 (44%)*
Sequoyah	89	24 (27%)	32 (36%)	41 (46%)
Olympic	85	20 (24%)	29 (34%)	33 (39%)
Summit	64	9 (14%)	17 (27%)	20 (31%)
Camps	115	16 (14%)	26 (23%)	30 (26%)
Reception	23+	3 (13%)+	5 (22%)+	7 (30%)+
TOTAL (male):	476	110 (23%)	155 (33%)	184 (39%)
Adrian (female):	119	5 (4%)	6 (5%)	7 (6%)

* Adrian figures are small (and percentages consequently erratic) because programming for males was in early stages in 1974-75.

+ Includes youth released from Intake and the Intensive Treatment Program.

Subject Groups: Three hundred sixty-one male youth released from Institutions between 7/1/74 and 6/30/75; 115 male youth released from Youth Rehabilitation Camps between 12/1/74 and 6/3/75; 119 females released at Adrian, 7/1/74 - 6/30/75.

Procedures: Youth in the subject groups were checked annually against Department of Corrections population rosters, to determine if they had entered the adult correctional system. (Note: Names only appeared on the Corrections roster if a young person has drawn a sentence greater than one year. Sentences of less than a year were served in the county jail system.)

Figures below include youth who have entered Department of Corrections, served sentences and been released.

Source:

Institutional Centers Report, December, 1979

TABLE 27

TRENDS IN PRODUCTIVITY RATES AT THREE MONTHS - All Centers -

1/76-6/76 (N = 303)	7/76-12/76 (N = 320)	1/77-6/77 (N = 260)	7/77-12/77 (N = 327)	1/78-6/78 (N = 296)	7/78-12/78 (N = 312)	1/79-7/79 (N = 362)
41%	51%	45%	64%	52%	60%	56%

PRODUCTIVITY RATES BY CENTER

	Release Groups				
	1/77 - 6/77 (N = 260)	7/77 - 12/77 (N = 327)	1/78 - 6/78 (N = 296)	7/78 - 12/78 (N = 312)	1/79 - 6/79 (N = 362)
Sequoyah	43%	72%	52% (N = 50)	60% (N = 48)	56% (N = 57)
Olympic	37%	64%	46% (N = 37)	58% (N = 37)	70% (N = 57)
Summit	59%	59%	76% (N = 42)	56% (N = 45)	52% (N = 58)
A.T.S. (M)	52%	63%	50% (N = 24)	73% (N = 30)	48% (N = 29)
A.T.S. (F)	48%	64%	36% (N = 28)	54% (N = 26)	35% (N = 37)
G.O.C.	34%	50%	51% (N = 35)	43% (N = 30)	52% (N = 33)
Nokomis	36%	70%	58% (N = 36)	67% (N = 36)	68% (N = 41)
Shawono	57%	73%	44% (N = 36)	73% (N = 37)	57% (N = 28)
I.T.P.	44%	44%	25% (N = 4)	50% (N = 12)	73% (N = 11)
A.H.C. (M)	50%	100%	0% (N = 3)	67% (N = 6)	12% (N = 8)
A.H.C. (F)	100%	100%	0% (N = 1)	0% (N = 2)	67% (N = 3)
TOTAL	45%	64%	52% (N = 296)	60% (N = 312)	56% (N = 362)

Source: DSS Institution Centers Report, 1979.

It is believed that the productivity of released youth is more a function of the success of community service workers and youth employment service workers than it is an outcome of a successful institutional experience. If the productivity of released youth can be improved further, it may reduce the pressure on local detention centers for DSS youth who commit new crimes and are housed while they await parole revocation proceedings. Ultimately, reductions in the revocation rate may also somewhat decrease pressure on institutional capacity.

VI. INSTITUTIONALIZATION OF DELINQUENTS IN MICHIGAN IN COMPARISON WITH OTHER STATES

It has been demonstrated in previous sections, that the tendency to institutionalize delinquents in Michigan has increased over recent years not in response to increased juvenile apprehensions for serious crime, but due to other factors. To examine how the Michigan institutionalization rate compares with other states, various national survey data were reviewed.

In 1976, the National Assessment of Juvenile Corrections Program published a report on juvenile residential programs and deinstitutionalization.

The study determined that for 1974, the rate of institutionalization varied widely across the states. For example, Wyoming institutionalized 41.8 juveniles out of every 100,000 persons in that state, while New York institutionalized only 2.1 youth per 100,000. The average rate of institutionalization across the country was 17.8 per 100,000 youth. Michigan's 1974 rate (6.9) was the third lowest of any state. The Michigan rate, however, was more than three times higher than that of New York or Massachusetts (2.2 per 100,000), but only one-half the national average. Michigan's rate was only approximately one-sixth that of the highest states - Wyoming and Nevada (41.0 per 100,000). There is evidence that Michigan's rate has increased somewhat since 1974 while the national rate has declined.

The New York and Massachusetts institutionalization rates reflect major differences between those states and Michigan. (see Table 28).

New York's juvenile jurisdiction terminates at 16 years of age in contrast to 17 for Michigan. Table 29 on the ages of juveniles entering institutions in Michigan suggests that 60 percent of the 1978 Michigan male institutional population and 34 percent of the female population would not have been in secure juvenile beds under New York law (they may well have instead been incarcerated in an adult facility).

Massachusetts presents a very different situation. In 1973, Massachusetts closed all of its secure institutions and attempted to place virtually all youth formerly housed in these placements in community based treatment. One result of these efforts was the dramatic reduction of Massachusetts' institutionalization rate.

Other information included in the national study indicates Michigan's 1974 per capita expenditures for "institutions, camps and ranches" was the eighth lowest in the nation. Michigan spent \$1.20 per capita for juvenile institutions in that year, while Alaska spent \$7.40 (the highest) and Massachusetts spent \$.16 (the lowest) per person. The 1974 national average per person was \$1.97. It is not known how these national per capita costs have increased since that time, but Michigan's costs have increased substantially to \$2.06 for 1980.

The study also examined the per capita rates of state related community based residential placement. The Michigan rate of 2.7 per 100,000 (of the total State population) was well below the 4.3 national average and less than one-seventh Oregon's rate. (Oregon was the leading state in community based programming.) The 1979 Michigan deinstitutionalization rate (through June, 1979) decreased slightly to 2.6 per 100,000 while it is believed the national rate has increased since 1974.

TABLE 28

RANKED DISTRIBUTION OF 1974 PER CAPITA RATES
OF AVERAGE DAILY INSTITUTIONAL POPULATIONS
(Per 100,000 total state population)

Wyoming	41.3	Utah	15.6
Nevada	41.0	Wisconsin	15.6
Delaware	34.7	Oklahoma	15.2
Tennessee	31.0	Colorado	14.8
New Mexico	29.0	California	14.3
Montana	27.2	South Dakota	13.5
West Virginia	26.7	Indiana	13.2
Louisiana	25.7	Maryland	13.2
Mississippi	25.0	Nebraska	13.0
Maine	24.5	Kansas	12.9
Virginia	23.7	New Jersey	12.9
Arkansas	23.4	Hawaii	12.4
Idaho	23.2	Minnesota	11.9
Georgia	22.4	North Dakota	11.8
Oregon	21.7	Rhode Island	11.8
South Carolina	21.2	Illinois	11.5
Ohio	21.1	Pennsylvania	11.4
New Hampshire	21.0	Alabama	11.2
Alaska	18.7	Missouri	9.7
North Carolina	18.7	Kentucky	9.3
Arizona	18.5	Connecticut	8.1
Washington	17.6	Texas	7.7
Vermont	17.3	Michigan	6.9
Iowa	16.9	Massachusetts	2.2
Florida	16.2	New York	2.1

NOTE: Includes camps and ranches; mean = 17.8.

Source: Juvenile Corrections in the States: Residential Programs & Deinstitutionalization 1976

TABLE 29

AGE DISTRIBUTIONS
1978 INTAKE
FOR INSTITUTIONAL MALES

N = 546

13 or under	=	3%
14	=	13%
15	=	24%
16	=	45%
17	=	15%
18	=	0%

AGE DISTRIBUTIONS:
1978 INTAKE
FOR INSTITUTIONAL FEMALES

N = 69

13 or under	=	4%
14	=	13%
15	=	48%
16	=	29%
17	=	6%
18	=	0%

Source: DSS Institutional Centers Report, December, 1979

Michigan's per capita expenditures for alternatives to institutionalization programming in 1974 was seventh highest in the country at \$3.00 per person. This expenditure rate, however, was far above the \$1.00 per person of South Dakota and \$.88 per person of Maryland (the two lowest states) for that year.

The study examined the use of community based out-of-home care as a proportion of all other types of residential care (predominately institutions, camps, and ranches). In this comparison, Michigan had the tenth highest use of community or deinstitutionalization programming with 28.5 percent of all youth in this type of out-of-home care.

Table 30 provides the complete 1974 deinstitutionalization results. It should be noted that Tables 28 and 30 presents a view of "what was" not "what is" or more importantly "what should be" the mix of institutional-community based residential care for all delinquent youth removed from their natural homes. The study noted that many states which made relatively greater use of community based residential programming did not reduce their use of institutions--they simply expanded their use of out-of-home options, both community based and institutional placements.

The study estimated that if 50 percent of the total out-of-home placements were placed in community settings (this rate was exceeded by four states in 1974) a national saving of over \$50 million would have been possible. If Michigan put 50 percent of all delinquent wards who require out-of-home care in community placements instead of institutions, it may be possible to close existing facilities rather than expand the present number of beds. The question of which types of youth should be institutionalized is primarily a policy decision. Considerable evidence suggests that policy is the most important variable in determining what size a state's institutional capacity needs to be.

TABLE 30
DEINSTITUTIONALIZATION:
PERCENTAGES IN COMMUNITY PROGRAMS OF THE TOTAL 1974 DAILY
AVERAGE IN ALL STATE-RELATED RESIDENTIAL PROGRAMS,
BY RANK ORDER OF STATE

Massachusetts	86.6	Pennsylvania	11.7
South Dakota	59.1	Colorado	11.4
Minnesota	50.9	Kentucky	10.8
Utah	50.3	Mississippi	9.0
Oregon	48.6	West Virginia	8.8
North Dakota	43.4	Tennessee	8.6
Maryland	42.0	Oklahoma	8.3
Kansas	41.5	Illinois	8.2
Idaho	30.4	Rhode Island	7.4
Michigan	28.5	Ohio	6.3
Florida	25.2	Georgia	3.7
Montana	25.0	Delaware	3.6
Wyoming	24.7	South Carolina	3.5
Vermont	23.8	Arkansas	3.2
Arizona	20.8	California	2.9
Connecticut	20.6	Texas	2.8
New Jersey	17.7	Maine	2.0
Alabama	17.0	Nebraska	1.5
Missouri	14.8	Alaska	0
Hawaii	13.6	Indiana	0
Nevada	13.0	Louisiana	0
Iowa	12.9	New Hampshire	0
Wisconsin	12.4	New Mexico	0
Virginia	12.0	North Carolina	0

Source: Juvenile Corrections in the States: Residential Programs & Deinstitutionalization

VIII. DISCUSSION AND RECOMMENDATIONS

The institutional expansion study was conducted by the Office of Criminal Justice (OCJ) in response to a request from the Executive Office received in November 1979.

Concern regarding the institutional capacity issue has come from various areas of the state and from a number of groups in recent years; however, the primary impetus for the present study came from the Public Sector Coalition through its transmittal regarding this matter to the Governor. The Public Sector Coalition requested a 160 bed expansion of the current 648 secure bed institutional capacity.

In 1977, based on a study developed by the Department of Social Services, Institutional Services Division, Dr. John Dempsey proposed a 231 secure bed expansion of the then 578 bed institutional capacity. This proposal resulted in appropriations for the reopening of 70 previously closed beds, but not the construction of 161 new secure beds.

In 1978, a subsequent DSS study (Michigan Residential Facilities Study) examining the adequacy of the DSS secure capacity determined that with projected declines in the juvenile population, the 648 bed size was sufficient for the immediate future. This study based its findings primarily on national population trends. It noted that the needed secure capacity was, however, more a function of justice system/DSS policy decisions than any other single factor. These studies and their conclusions were examined as a part of the present review.

The OCJ analysis of the institutional expansion issue initially focused on the single question of whether or not 160 additional secure beds are currently required and factors related more or less directly to that question. It soon became apparent that given the existing operation of the local/state juvenile justice services system the present institutional capacity is inadequate. The proposed expansion of that capacity, however, is only one of several responses to the system inefficiencies and inadequacies which have produced the perceived need for more secure beds. The following summary presents major study findings concerning: (A) the problem analysis; (B) factors which contribute to the current situation; (C) factors which may impact on the problem in the future; (D) optional methods of addressing the issue; and (E) recommendations.

A. PROBLEM ANALYSIS

The present DSS secure institutional capacity has remained unchanged since 1977-78, attaining 648 beds (568 male/80 female) in that year (see Table 1, page 2).

Delinquent wards admitted to DSS institutional beds (including placements in the 123 non-secure institutional beds) increased from 495 in 1976, to 608 in 1977, and 659 in 1979* (see Table 2, page 3). During this period truancy from department institutions declined substantially from 19.0 percent on the truancy roster on January 1, 1976 to 13.0 percent (January 1, 1977), 10.3 percent (January 1, 1978) and 9.1 percent (April 1, 1979). The number of youth in the institutions on these days increased from 545 in 1976, to 583 in 1977, to 669 in 1978 and 720 in 1979 (see Table 3, page 7).

*There were reporting problems in 1978

The number of delinquent youth awaiting placement in department institutional beds has likewise increased from less than 100 prior to August 1978 to nearly 180 at present time (see Table 7, page 19). The time between the commitment of a youth to the department and his/her placement in an institutional bed is now two to three months as opposed to the department's 15-day commitment-placement objective.

From the above it can be seen that the present institutional capacity contributes to the serious backlog of youth awaiting placement. By and large the youth awaiting long term secure placements are being housed in local detention facilities which are designed for short term stays.

In summary, there appears to be a significant institutional capacity problem given the way the state's juvenile justice-service system currently operates. The analysis did not examine if the present DSS institutional population is comprised of youth with appropriate characteristics for secure confinement or whether that population is being held for an appropriate/optimal length of time. These questions are beyond the scope of the present study.

B. FACTORS CONTRIBUTING TO PRESSURE ON THE INSTITUTIONS

As was noted above, institutional referrals have increased over the past three years and the institutional truancy rate has declined substantially. There is evidence that the increased rate of referral resulted in large part from the implementation of the department's Felony I Status Offender Policy in July 1976. These factors and the contributions they made in the present pressure were analyzed in the study.

1. Felony I/Status Offender Policy - This policy restricted the placement options available to the state delinquency services system for certain types of offenders. It required institutionalization for those state wards who committed serious offenses (unless exempted via an established exception process) and prohibited the institutionalization of status offenders (i.e., youth involved in runaway, truancy, incorrigibility, etc.). The impact of this policy was to dramatically raise the volume of Wayne County males to department institutions. There has been a negligible increase in non-Wayne County males and Wayne County/non-Wayne County female referrals (see Table 2, page 3). The elimination of status offenders in the training schools has been more than compensated for the increased number of Felony I referrals.
2. Institutional Truancy - The improved institutional truancy performance noted earlier had the effect of tightening the capacity of department facilities. The lower truancy levels, although contributing to the institutional capacity problem is viewed as a positive and worthwhile development.
3. Other Contributing Factors - Other factors which are believed to have contributed to the problem are the increased average length of institutional stay per youth from less than 10 months per youth in 1974-75 and earlier years to over 11 months per youth in 1979 (see Table 6, page 11), a possible increase in reliance on state service delivery/

placement in recent years as opposed to local juvenile court administered service delivery (see Table 10, Page 25); and lack of full utilization of available private agency and department alternatives to institutional placement.

It should be noted that the proposal to expand the institutional capacity has occurred at the same time that juvenile crime as measured by apprehensions has declined.

Michigan juvenile apprehensions for all adult crime have decreased from over 70,000 in 1974 to less than 50,000 in 1978. Apprehensions for serious crimes (Type I Felonies) have likewise declined from 1974 to the latest reporting period (1978). This reduction also occurred in Wayne County (see Tables 20, page 39, and 21, page 39); although, the decline in arrests for serious crimes there was less than for the state as a whole.

In summary, despite reduced apprehensions for serious crimes, the apparent need for additional institutional capacity has not abated. The major factors related to this expanded need has been the Felony I Offender Policy, decreased truancy rates from institutional centers, and an increased reliance on secure placements and state services.

C. FACTORS WHICH MAY IMPACT ON THE INSTITUTIONAL CAPACITY IN THE FUTURE

Appart from future improvements in previously identified contributing factors, there are several additional developments which may influence the need for more secure institutional beds. Among these variables are: (1) the projected juvenile population decline; (2) the passage of a revised juvenile code (HB4774); and, (3) projected downturn in the Michigan economy for the next few years.

- 1. Juvenile Population Decline - The Michigan juvenile population is projected by the Department of Management and Budget to decrease from present levels beyond the year 2000 (see Tables 17, page 35 and 18, page 30). This is true for all groups with the highest historical likelihood to have justice system involvement, except minority groups. The Michigan population of black males, in the 12 and 16 age group is projected by the federal Department of Commerce to increase 4 percent between 1980 and 2000 (see Table 19, page 37). The total Michigan male 12-16 age group, however, is projected to decline by 18.1 percent from 1980 to 1990 (see Table 17, page 35). All Wayne County males in the 12-16 age group are also projected to decrease after 1985 by 23.1 percent through the year 2000. The DMB projections indicate the state's male 12-16 age group peaked in 1977 and that there will be a gradual decline in this population through 1985 followed by a more rapid decrease in the 1985-1990 period.

It is noted that state wide juvenile apprehensions for serious crime also rose slightly for 1977 (the year the 12-16 group reached its high point) in both Wayne County and Michigan contrary to the otherwise

consistent decline for these and other adult offenses from pre 1975 levels to the present. The major projected population declines for these groups (except for the modest Black increase) over this future period is believed to be a significant factor in planning for future institutional capacity needs.

- 2. Revised Juvenile Code - The impact of a new juvenile code such as that proposed in HB4774 on the need for additional department institutional beds is examined below.

- a. Waiver of Juveniles to Adult Courts - The waiver provisions contained within HB4774 would legislatively mandate the waiver procedures currently required within the Supreme Court Rules and so no effect is foreseen in this area.
- b. Direct Sentencing to Institutions - The direct sentencing section of the bill would enable juvenile court judges to sentence youth to department institutions concurrent with a state wardship commitment. The effect of this procedure was examined by the department in a 1978 study and subsequently by the DSS Institutional Services Division. These assessments conclude that direct sentencing would have little or no effect on the institutions. This is because it is believed that the youth for whom direct sentencing would be most likely are currently being placed in department institutions via the Felony I Offender Policy.
- c. Mandatory Judicial Notification of Institutional Release - The revised code provides for mandatory notification to the local judge of possible youth Parole and Riview Board action to release a youth from an institutional center and related procedures. This section may have the effect of increasing the average length of stay somewhat. A lengthened average stay will not necessarily occur as a result of this section of the revised code, however, as noted on pages 8 - 13 of the report, any increase in the average length of stay would have a direct and adverse effect on the numbers of youth the existing system can accommodate over a given period of time.

On balance it is not believed that this section of HB4774 will have any significant impact on institutional capacity, however, any effect that does occur as a result of this will be negative.

- d. Raised Age for Mandatory Release from Institutions - Provisions of HB4774 would raise the age at which youth must be released from institutions from 19 to 19.5 years in certain cases. This section of the bill may also somewhat lengthen the average institutional stay.

Here again the result is anticipated to be minimal, as virtually no youth are held until their 19th birthday under current Institution/Parole and Review Board practices.

- e. Other - The proposed code mandates state wide 24-hour crisis services, regional detention implementation and the virtual prohibition against the jailing of juveniles. All may have some impact, positively or negatively, on the need for additional institutional capacity. The impact of these and other proposed provisions is not clear; however, it is not believed that they will directly or adversely effect institutional capacity.

In summary, it is believed that juvenile code revision per HB4774 (H-4) can be expected to have little or no effect on institutional bed space needs.

- 3. Michigan Economy - There is some concern that Michigan's short-term economic problems may foster increased rates of delinquency and result in high rates of referral to department institutions. Some research suggests this concern is well founded, as increased unemployment among youth has been demonstrated to increase juvenile crime. It is not believed that the state economic problems would necessitate a significant increase in the need for additional institutional beds however, for the following reasons:

First, the present youth unemployment rate, estimated to be in the range of 20-25 percent, is already so high that significant increases are not viewed as likely. Furthermore, the high unemployment rates over the past few years have not resulted in increased juvenile arrests as noted earlier.

Second, juveniles more so than most adults have the option of remaining in or returning to the formal education process if jobs are scarce.

Finally, the construction of institutional beds is a protracted and costly endeavor. Spending significant amounts of money over the two to three years that would be necessary to find a site, design, construct and open a facility as a response to an economic downturn appears to be a specious alternative. A more appropriate, timely and efficient to use of the state's limited resources would be to provide jobs and training to youth directly when the youth unemployment rate reaches unacceptable and/or dangerous levels.

- 4. Other Possible Future Developments - There is concern that the departments' delinquency case workers (Community Service Workers) are presently recommending institutionalization for youth under their supervision more readily than was characteristic of past years. The absence of a department information-staff monitoring system makes it difficult to assess the validity of this concern. The importance of these workers in the placement of youth into and out of long-term treatment programs, however, should not be underestimated. Upcoming department studies of Community Service Worker job performance and expanded training for these workers may lessen the need/demand for institutional placements.

Another notable development is the current operation of the Wayne County area Case Assessment Committee (CAC). The CAC involves private agency providers, Wayne County Department of Social Services, the Wayne County Juvenile Court and MDSS in a joint effort to facilitate the placement of

youth in appropriate treatment settings. The CAC and future plans to improve and expand cooperative placement activities hold considerable promise to make more rational, out of home service service delivery.

- 5. Summary - In summary, short-term economic trends may increase the need for public secure beds somewhat. Substantial reductions projected for the highest risk juvenile population groups, however, may well begin to reduce the need for state delinquency services including institutions beginning in the near future and over the next 10-20 years. The proposed new juvenile code (HB4774) is not expected to impact on the institutional capacity appreciably. Improvements in community service worker job performance and its direct relationship to the number of youth placed in institutions may reduce the need for secure beds. The CAC effort may improve the out of home placement process in the Wayne County area especially for state delinquent wards.

D. OPTIONAL METHODS OF ADDRESSING THE ISSUE

There are several possible courses of action available to address the institutional capacity issue, ranging from no action to the construction of 160 new secure institution beds. The major alternatives are discussed below.

- 1. Construction of 160 new beds - This option is estimated to require between \$5.8 and \$8.2 million in state funding (see Appendix A) and approximately 30 months of planning and construction before the facilities could be available to house youth (January 1983).

The estimated annual on-going costs to operate these beds at the present per diem rate (\$66.40) would be \$3.9 million.

This option requires the assumption that there will be virtually no reduction in the need for secure beds with the projected reduced risk population; it further would require a substantial state capital outlay during the present significant economic recession and perhaps during a period in which major capital outlay may be required to implement the state wide regional detention network mandated under HB4774. This option would spend money when it is most scarce to make services available when they may be needed less than currently.

- 2. No action - A no action response may be appropriate if the projected 12-16 age group population decline results in a rapid reduction in the need for secure beds. This option, however, ignores current overcrowding, inappropriate programming and the high expense of maintaining state wards bound for institutional placements in local detention facilities.

- 3. Initiate a concerted effort to make optimal use of existing resources -

This alternative has several components which are discussed below:

- a. Increased use of currently underutilized department alternatives to institutionalization (DSS group homes, half-way houses and Shelter Care Facilities) - The department's Decentralized Delinquency Services in Michigan study of differential results placement (page 30)

found that the most cost effective treatment for state wards to be community placements. The study suggested institutionalization was most appropriate and successful for young (under 15.5 years of age) aggressive youth and less so for older aggressive and non-aggressive youth. Community placement resources are currently substantially under-utilized (page 28). At the present time department community residential care (CRC) facilities are administered by the county DSS office in the areas in which they are located.

It is believed that this method of administration has resulted in difficulties making full use of these resources. A more centrally accountable method of administering CRC resources may improve the utilization rate and improve the present poor performance (high truancy rate) of these placements. While continued DSS county office operation of CRC facilities may be appropriate and expedient in most instances, as predominately state supported resources, they should be generally consistent with the larger state community services system needs.

- b. Expanded Use of private agency resources - The current utilization of private agencies by the department is believed to be below the level possible. Information on the number of private placements presently available for delinquent youth in south eastern Michigan suggests that there may be as many as sixty vacancies. Reports concerning the availability of private beds that could appropriately be used in lieu of department institutions at least raise the possibility that some relief could be achieved through expanded use of private sector facilities.

In another area, the department's Office of Children and Youth Services (OCYS) is presently negotiating the block purchase of 60 private beds to be used for wards that would otherwise go to a department training school. This recent effort, which is expected to be finalized in June 1980, should significantly impact on the immediate need for long-term placements and provide some relief to the local detention center overcrowding problem. The cost of this block purchase contract will likely be less than the high per diems paid to maintain state wards in local detention centers (e.g., the Wayne County Youth Home state ward per diem is \$92.00).

- c. Other Department options - Other means of addressing the local detention center overcrowding issue is the development of department in-home detention programs. These programs could serve youth that would otherwise be detained in local detention facilities, but do not pose a substantial risk to public safety. Youth could be returned to their homes under the close supervision that an in-home detention program provides and at a considerable savings to the state (page 23).

Such programs were pioneered in this state by the Berrien County Juvenile Court for court wards.

Other efforts that could reduce local overcrowding include the more expeditious placement of department wards under regular community service worker supervision, especially those youth that are returned to their own homes. For example, in a recent survey, state wards detained in the Wayne County Youth Home that were eventually returned to their own homes, spent an average of 16 days in detention before their release (page 21).

As highlighted earlier, the present average length of stay has the effect of constricting the institutional capacity. Department efforts to shorten the length of stay while maintaining the integrity of the institutional treatment program (page 8 - 13) could be increased.

Several possible efforts have been proposed in this area. The first approach would move the annual Youth Parole and Review Board (PRB) hearing presently held at the 12 month point in a youth's institutional stay to the 10th month. This experiment will begin in the near future for youth held at the Adrian Training School. It is hoped that this procedural change will shorten the average length of stay and eventually result in a departmental policy change for the entire system.

A second related effort would give institutional center directors new authority concerning the release of certain types or classes of youth, subject to PRB review.

Another area would be heightened attention, accountability and publicity to the length of stay issue within the institutional services division among center directors. This approach was effective in reducing the high levels of institutional truancy previously experienced by the department (page 6).

Currently, the training schools do not screen youth at intake to determine the appropriateness of the placement (page 14). Placements are accepted based on community service worker recommendation and county DSS review. If the institutions reviewed placement requests it is possible some placements could be avoided.

Improved community service worker training and monitoring proposed by the department, may also have an impact on reducing the average length of stay. The key role of the CSW in intake processing was noted earlier, however, these workers are also very important in out processing their clients.

For example, the CSW re-entry treatment plan is a necessary requisite for a youth to be considered for PRB release and contains important information relevant to that release decision. Unfortunately, CSW release plans are frequently not submitted to the PRB on a timely basis and CSWs are often not in attendance at the PRB release hearings.

A February 20, 1980 Institutional Services memo indicated that CSWs were in attendance at the training school intake conferences during the October-December 1979 period 65 percent of the time. This suggests that there is considerable room for improvement in CSW-institutional collaboration.

It is believed that major improvements in CSW performance directly and indirectly related to the institutional capacity issue could be accomplished with minimum department attention and with significant impact.

In summary, there are many apparent means of reducing the current institutional capacity problem using existing resources more effectively and/or developing new methods within present resource levels. The approaches presented in this section appear workable within current resource limits and time constraints. They may not eliminate the capacity problem, but they should within a reasonable period of time lessen the current magnitude of the problem.

- d. Strategies for the Future - There are a number of reforms or major changes that may be appropriate to address in connection with the institutional capacity question. These proposals go beyond endeavors which could reasonably be expected to lessen the short-term need for training school beds or be implemented within current federal state/local budget constraints. However, they are believed to contain considerable merit for improving the quality and equity of the state justice-service system for the future.

The proposals below contain concepts which appear to logically follow the report's analysis and may provide substantial improvements in the current state delinquency service system.

- (1) Development of a single unified juvenile justice service delivery system - P.A. 87 of 1978 creating the Office of Children and Youth Services within DSS, presented this concept as a desirable goal for the state. This Act also mandated the development of a plan to accomplish this end. The OCYS published the Voluntary Transfer of Juvenile Court Probation staff to MDSS in November 1979.

The implementation of this plan could make more equitable distribution of services available to delinquents across the state, which would include the decision to place a youth in a training school bed. Although, there would clearly be problems in transferring court services to the state, it is believed the potential benefits outweigh the possible problems. This unified system could build in greater rationality and sequentially more restrictive sanctions into the process. The Chicago UDIS program (pages 31 - 33) presents a model that has demonstrated some success in this area using the sequential approach.

- (2) Passage of HB4774 - As has been presented earlier, it is not believed HB4774 would substantially add to the present training school capacity problem. The revised bill (H-4) would make many noteworthy improvements in the current juvenile justice system including: procedural and due process improvements; appellate review; juvenile jailing prohibition; availability of mandated 24-hour crisis intervention services; the establishment of a regional detention network, more restrictive guidelines for status offender detentions and many other features.

The bill should result in a reduced reliance on secure detention and may reduce the numbers of youth placed in long term institutions due to its increased procedural guarantees.

- (3) Development of a statewide juvenile justice service information referral system - The present analysis was significantly hampered by the lack of even basic information. The state and local justice systems are similarly handicapped in their planning and administration activities.

Placement decisions and referrals are most frequently not based on what would be the most cost-beneficial treatment option, but rather what options are known to be available at a given point in time.

Reports of youth lost in the system in local detention centers, in foster care and on local/state caseloads are not surprising to anyone acquainted with juvenile justice in Michigan. It is believed that the present inefficiency of the state's justice system in large measure can be attributed to the absence of timely and appropriate information.

It is hoped that a workable statewide information system for adjudicated youth with a central referral/placement clearing-house capability is developed in the near future.

It is believed that such a system could substantially reduce the perceived and actual need for secure institutional beds.

E. RECOMMENDED COURSES OF ACTION

The following recommended courses of action are suggested by the OCJ analysis. It is believed that the recommendations are workable, realistic and cost-effective.

- 1. An expansion of the present institutional capacity is not recommended at this time.

The current pressure on institutional bed space is viewed as a temporary phenomenon, that can be modified in the short term, by policy changes which need not reduce public safety and in the long term, by expanded alternatives to institutionalization and a decline in the juvenile population. This recommendation is only partially based on the extremely high cost of secure institutional construction and the budget constraints currently experienced by this state. As has been noted, institutional capacity expansion is not only expensive, it is also a lengthy, time consuming process. A decision to build additional secure beds will not alleviate institutional pressures for many months.

The remaining recommendations are organized into three categories.

The first suggests means of directly coping with the 160 bed issue using existing resources and minimal additional resources.

The second includes administrative procedural or policy changes which should result in local/state juvenile justice system improvements that relate to secure treatment needs.

The final category presents means of impacting local detention center overcrowding caused by state wards. Recommendations contained in this category are more directly focused on the Wayne County Youth Home than any other detention center, but are believed to be relevant for all detention centers in the state.

RECOMMENDED ACTIONS TO LESSEN CURRENT PRESSURE ON THE TRAINING SCHOOLS

- 2. It is recommended that the department make a concentrated effort to reduce the average length of institutional stay from present levels, especially for female wards. Present efforts under consideration such as holding the parole and review board hearing at the 10 month point in a youth's training school stay and institutional center director release for certain offender groups are supported.

It is noted that the increase in the average length of stay in department secure placements over the 1975-79 period has resulted in a reduction in the annual service capacity of the institutions. With a return to the 10-month average length of stay characteristic of the training schools prior to 1975, at least 70 additional youth could be served.

- 3. Department efforts to purchase blocks of private agency placements are supported. The department is encouraged to expand its use of this practice if initial efforts prove to be successful.

The department's current negotiations directed at purchasing additional long term placements from private agencies is expected to be completed in June 1980 and will add 60 beds to the out-of-home resources directly available to the state. Although these placements may not be secure, they should alleviate some of the current pressure on the training schools and local detention centers.

- 4. It is recommended that the department develop a more centralized and uniform community residential care program with a state-level referral clearinghouse capacity.

The present decentralized CRC administrative structure is believed to contribute to problems in making full use of these placement resources. The average number of CRC group home and halfway house beds not in use during the fourth quarter, 1979 equaled 78 placements. The department camp program also operated below its funded capacity during the October-December 1979 period. Twenty or more camp placements were available throughout the fourth quarter 1979. Here again, the beds available for placement are not secure, but are available as alternatives to institutionalization.

The recommendations in the above section could provide up to 228 secure and non-secure beds for the state delinquent population.

RECOMMENDATIONS FOR NEW PROGRAMMING AND ADMINISTRATIVE PROCEDURAL OR POLICY CHANGES RELATED TO THE STATE SECURE TREATMENT NEEDS

- 5. It is recommended that DSS initiate an institutional intake review process to insure that alternative placements for youth eligible to be exempted from the Type I Felony Offender policy and other youth recommended for institutional placements have been thoroughly considered.

As noted in the report, the department currently does not screen youth coming into the training school. An institutional screening effort may result in some inappropriate training school placements being avoided.

- 6. It is recommended that available public and private community placements be used to the fullest extent possible consistent with legitimate concerns for public safety and the appropriate treatment needs of youth. The principle of least restrictive most cost-beneficial treatment option should be a primary determinant of placement choice.

The findings of the DSS Decentralized Delinquency Services in Michigan report suggest that in terms of cost effectiveness, community placements are more appropriate than secure placements for most youth. The placement of choice trend seems to be moving away from community placements and toward more secure treatment options. The department should make efforts to reverse this trend or demonstrate how conditions have changed since the 1976 Decentralization report was issued.

- 7. It is recommended that the department develop delinquency commitment guidelines for local juvenile courts. It is also recommended that the department review its internal policies (MDSS Service Manual #B-330) concerning out of home placements for delinquent state wards.

It is believed that the development and publication of commitment guidelines for judges could make the state delinquency wardship determination more uniform and equitable across the state.

Such guidelines may also arrest the tendency noted in the DSS Residential Facilities Report toward greater reliance on state delinquency services.

The recommendation concerning the review of internal department policy on out of home placement should be undertaken to make the placement of state delinquency wards more uniform and more consistent with research such as that contained in the Decentralization report.

The development of risk and recidivism prediction methodology should also be undertaken by the department and incorporated into the revised placement guidelines.

- 8. It is recommended that community service worker (CSW) performance be more closely monitored, especially those CSW services that are directed at youth who have been discharged from institutions and those CSW activities related to processing of youth into and out of department institutions.

As noted in the report, these workers play a key role in the operation of the state's delinquency service system. There is evidence that the CSW is currently not fully exploring alternative placements to the training schools, attending necessary meetings, filing necessary reports on a timely basis and making necessary contacts related to expediting releases from the institutions. State wide these staff have caseloads of 25-30 to one. This reasonable caseload size, coupled with improved worker training and supervision would provide an opportunity for higher quality service to youth in the future and perhaps a reduced tendency to use training school placements.

- 9. It is recommended that measures to increase post institutional youth productivity (i.e., school enrollment, job training, and employment) be expanded.

The Institutional Services Division has found that youth released from the training school who are "productive" have a far lower recidivism rate than do non-productive youth. This evidence suggests that services directed at the productivity of released youth may pay dividends in avoidance of subsequent training schools or adult correctional system involvement.

The department's Manpower Information Services for Troubled Youth (MISTY) and School Youth Advocacy (SYA) Programs focus on youth productivity. These programs currently are not funded sufficiently to offer services in all areas of the state.

- 10. It is recommended that the state move affirmatively to develop a comprehensive justice services information system. It is believed that such an information system is necessary for significant improvements in justice system efficiency, effectiveness and accountability to occur.

Inadequate information on the local state justice service system and the youth in it, posed problems in developing this report and, more importantly, hamper the current system's efficiency and effectiveness.

In many ways the development and deployment of useful information system is a necessary prerequisite for a better justice system in this state.

- 11. It is recommended that new community-based alternatives to institutional programming for chronic delinquents such as the Chicago Unified Intervention Services (UDIS) Program be explored and implemented.

The UDIS program is one of several new programs which suggest ways in which the state's justice-service system could be improved. The UDIS model combines a rationale approach to employ progressively more restrictive sanctions for serious juvenile offenders primarily within the community setting. The notable success of this program in Chicago may make it appropriate for urban center implementation in Michigan.

RECOMMENDATIONS TO REDUCE LOCAL DETENTION CENTER OVERCROWDING CAUSED BY STATE WARDS

- 12. It is recommended that the efforts of the Wayne County Area Case Assessment Committee (CAC) be continued and strengthened. The CAC and other central screening and referral mechanisms should be examined and implemented or expanded where appropriate.

The CAC and the proposed United Community Services' Central Intake and Referral model are means of improving the placement process for delinquent youth in the Detroit/Wayne County area. Both approaches should also eventually increase the utilization of private agencies by the state for hard to place youth and improve the working relationship and understanding between public and private agencies in the Detroit area.

- 13. It is recommended that the department develop an in-home detention program in Wayne County and elsewhere, for state wards that do not pose a serious risk to public safety but are being detained in local detention centers awaiting training school or other placements.

This recommendation is based on a survey of state wards held in the Wayne County Youth Home conducted by the Wayne County DSS office. The survey suggests that many wards who are eventually returned to community settings spend prolonged periods of time in the Youth Home. The development of an in-home detention program would greatly reduce the time in detention for these youth and save considerable resources in the process.

It is believed that in-home detention programs hold considerable promise for reducing the use of secure detention in many areas of the state. The development of these programs, modelled on the Berrien County Juvenile Court effort is strongly recommended.

- 14. It is recommended that accused and adjudicated status offenders (other than those youth on local probation for non-status offenses or state P.A. 150 wards) not be detained in secure local detention centers.

This recommendation would ease overcrowding in local detention centers and assist the state come into compliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDP). The JJDP Act requires the complete elimination of status offender secure detention. This Act brings \$2.7 million into the state each year.

It should be noted several local detention centers have already successfully eliminated status offender detention.

Appendix A

ESTIMATED CONSTRUCTION COST OF 160 ADDITIONAL INSTITUTIONAL BEDS

The following estimates were developed to indicate the range of capital costs that would be necessary to construct 160 additional secure correctional beds. The source of the space and cost specifications was Mike McMillan, an architect with Community Research Forum, Illinois. Community Research Forum is a national juvenile corrections consulting firm under contract with the federal Office of Juvenile Justice and Delinquency Prevention.

Several factors should be considered when estimating the potential cost of new facility construction. These factors include the treatment needs of the youth, the security requirements of the population, and the location and size of the institutional center. The specifications included in the cost table should be considered recommended standards or normal average costs. Space per resident can vary from 500-700 square feet and the cost per square foot will vary even within a given security level.

In general, the larger the facility the less expensive the cost per bed. The costs indicated in the following cost estimate assume the population per center will not exceed 40 beds. This standard is considered by Community Research Forum to be the optional maximum size. If smaller centers are constructed, the cost per bed will increase rapidly. For larger than 40 bed facilities, space requirements per resident would be reduced somewhat with costs reflecting that reduction.

Regarding the time necessary to open an institutional center, Community Research Forum indicates the average planning and constructing of juvenile correction centers is 30 months. A more rapid time period is possible but not characteristic of construction of this type.

Consideration of remodeling or adapting an existing structure such as the Plymouth State Home was not explored within this analysis. It may be that this approach would be less expensive and time consuming to implement than new facility construction.

Appendix A (continued)

Estimated Cost of Expanded Institutional Capacity

Space requirements per resident

- 200 sq. ft. - sleeping area
- 200 sq. ft. - recreation area
- 100 sq. ft. - service area (classroom, food preparation, dining space)
- 100 sq. ft. - administrative and counseling area
- 600 sq. ft./resident

Maximum Security Cost

(high security perimeter, fence windows, physical security)

\$85 per sq. ft. cost

Minimum Security Cost

(fence perimeter, concrete block construction, surveillance security, "campus" configuration)

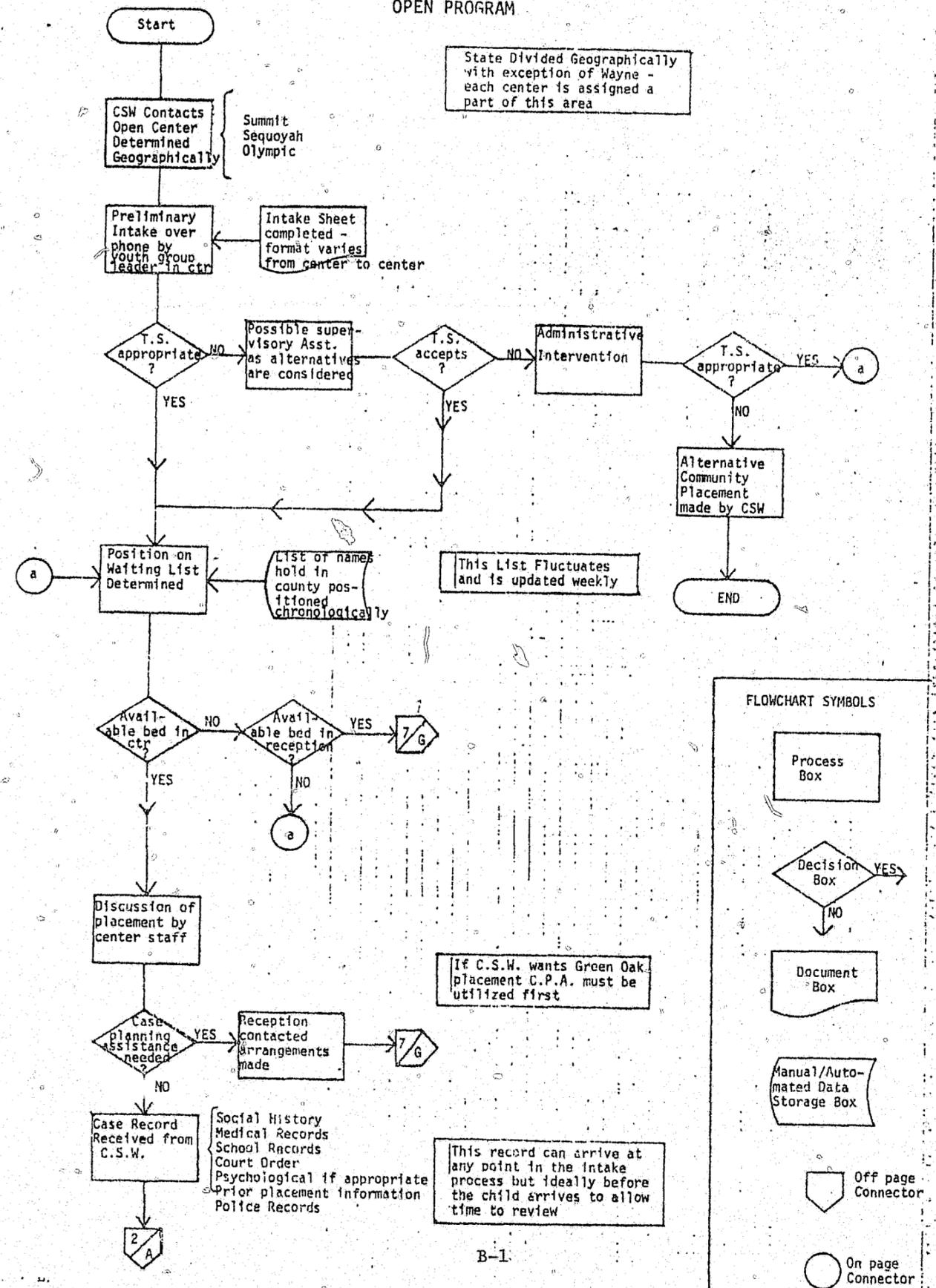
\$60 per sq. ft. cost

Total Cost: Maximum security 160 additional residents x 600 sq. ft./ resident x \$85 per sq. ft. = \$8,160,000

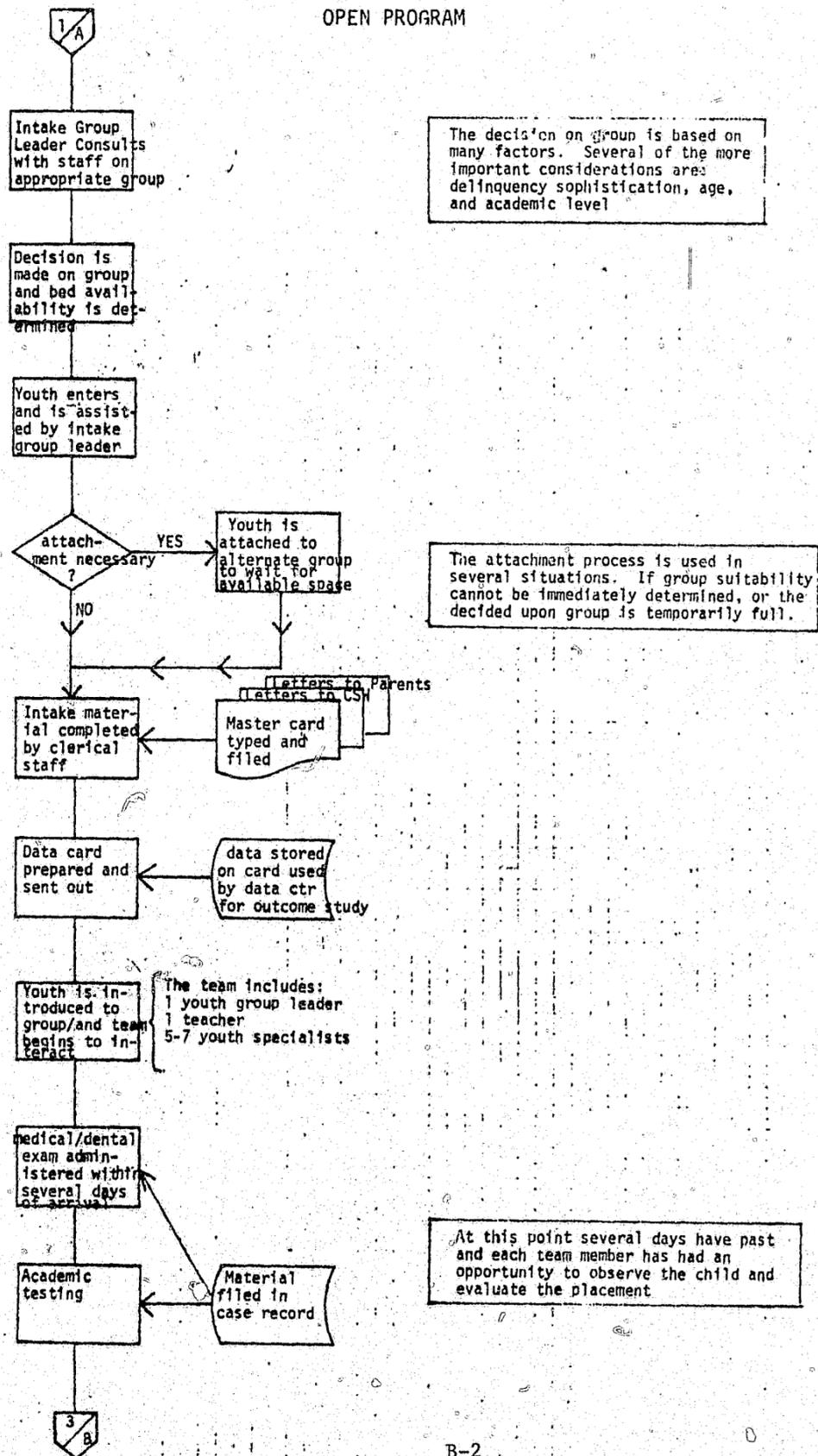
Minimum security 160 additional residents X 600 sq. ft./resident x \$60 per sq. ft. = \$5,760,000

Source: Mike McMillan, Community Research Forum, Champaign-Urban, Ill.

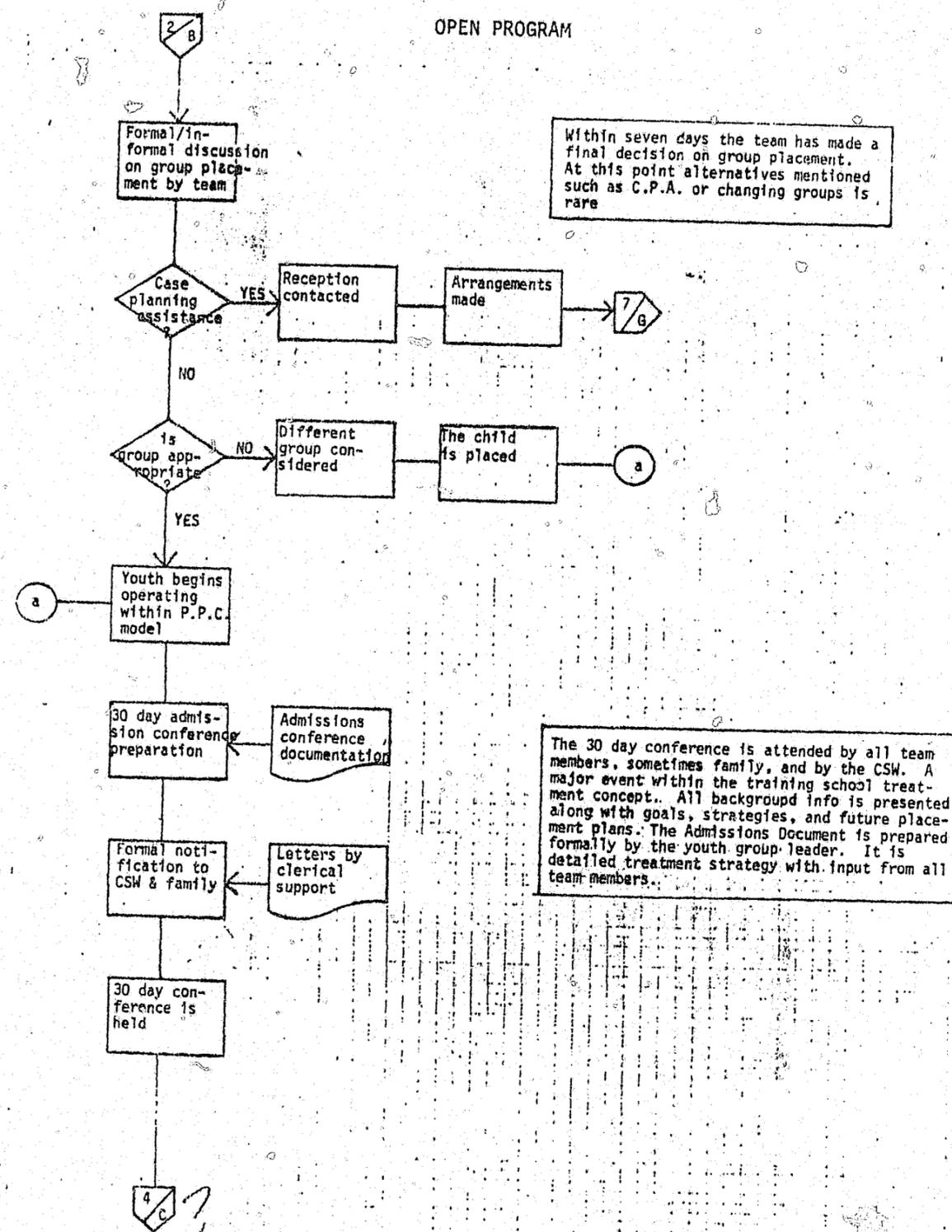
OPEN PROGRAM



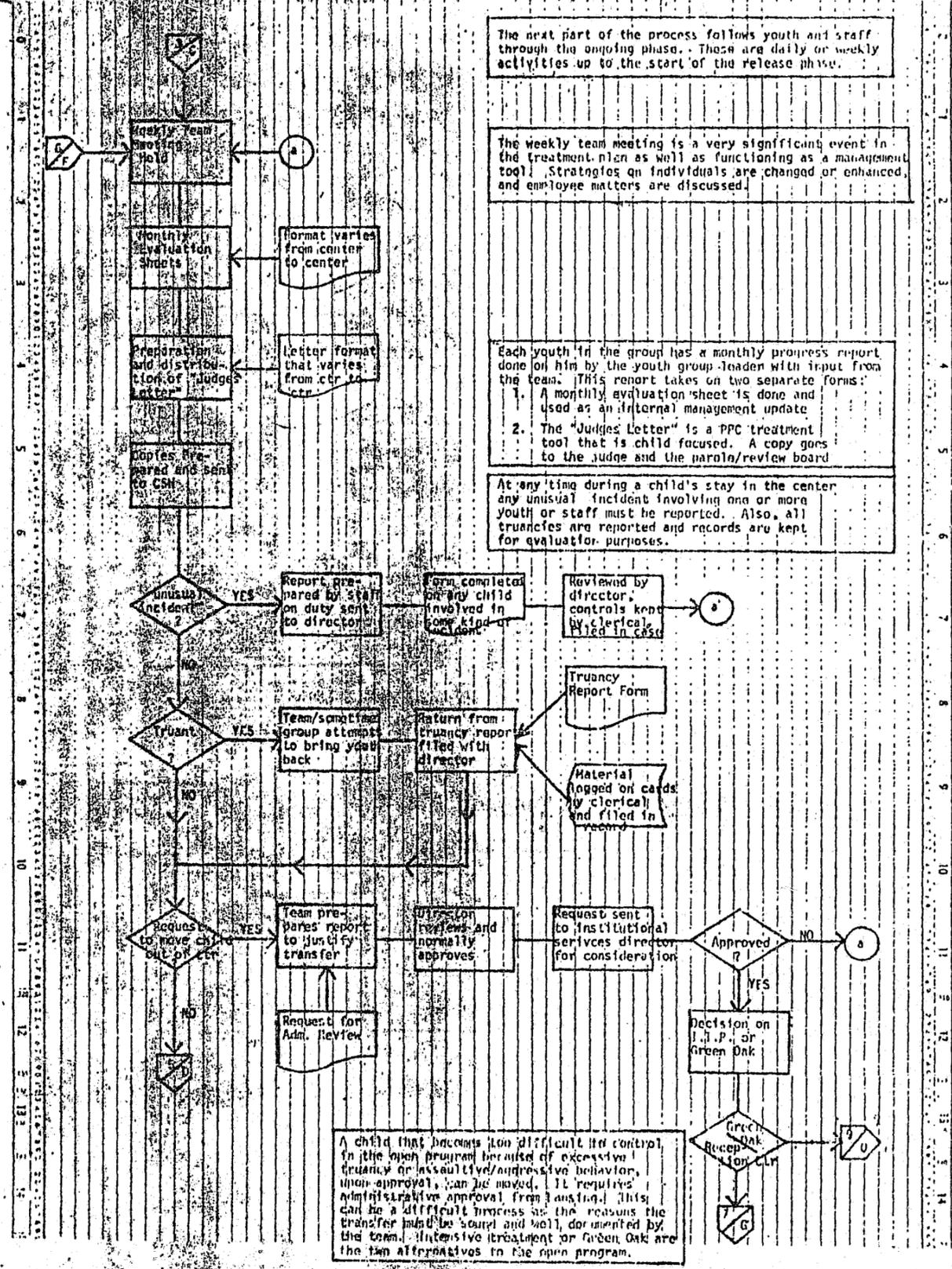
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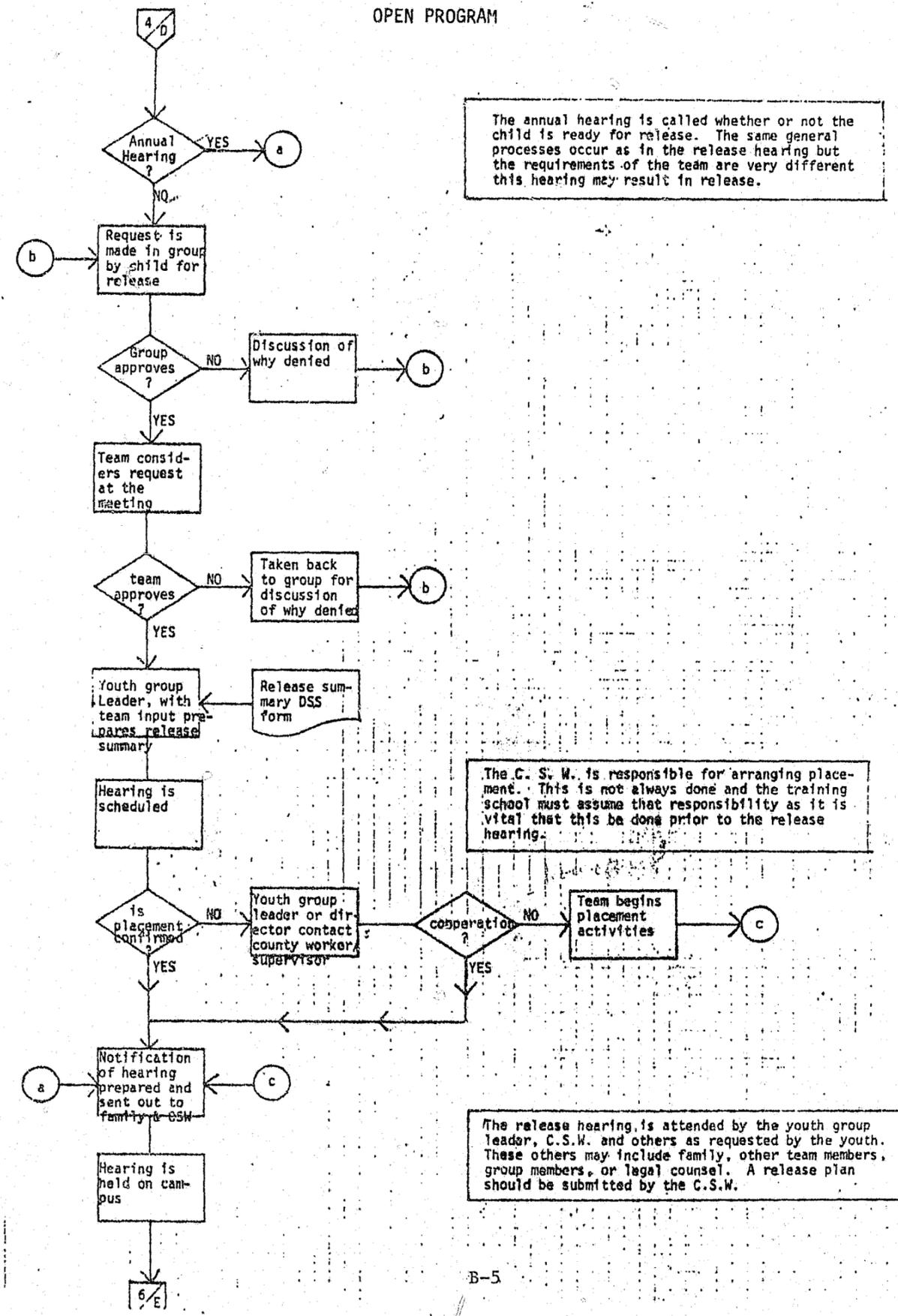
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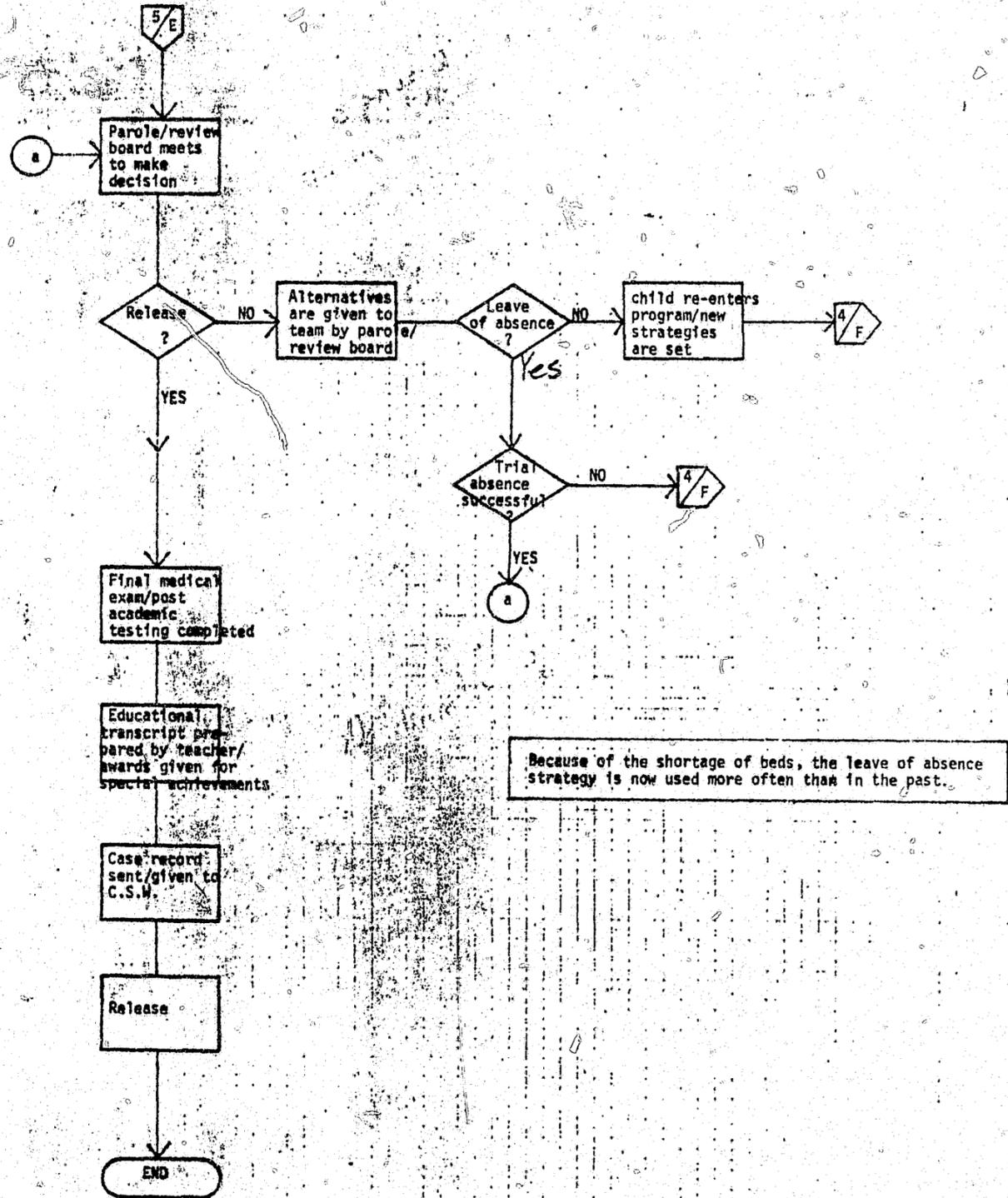
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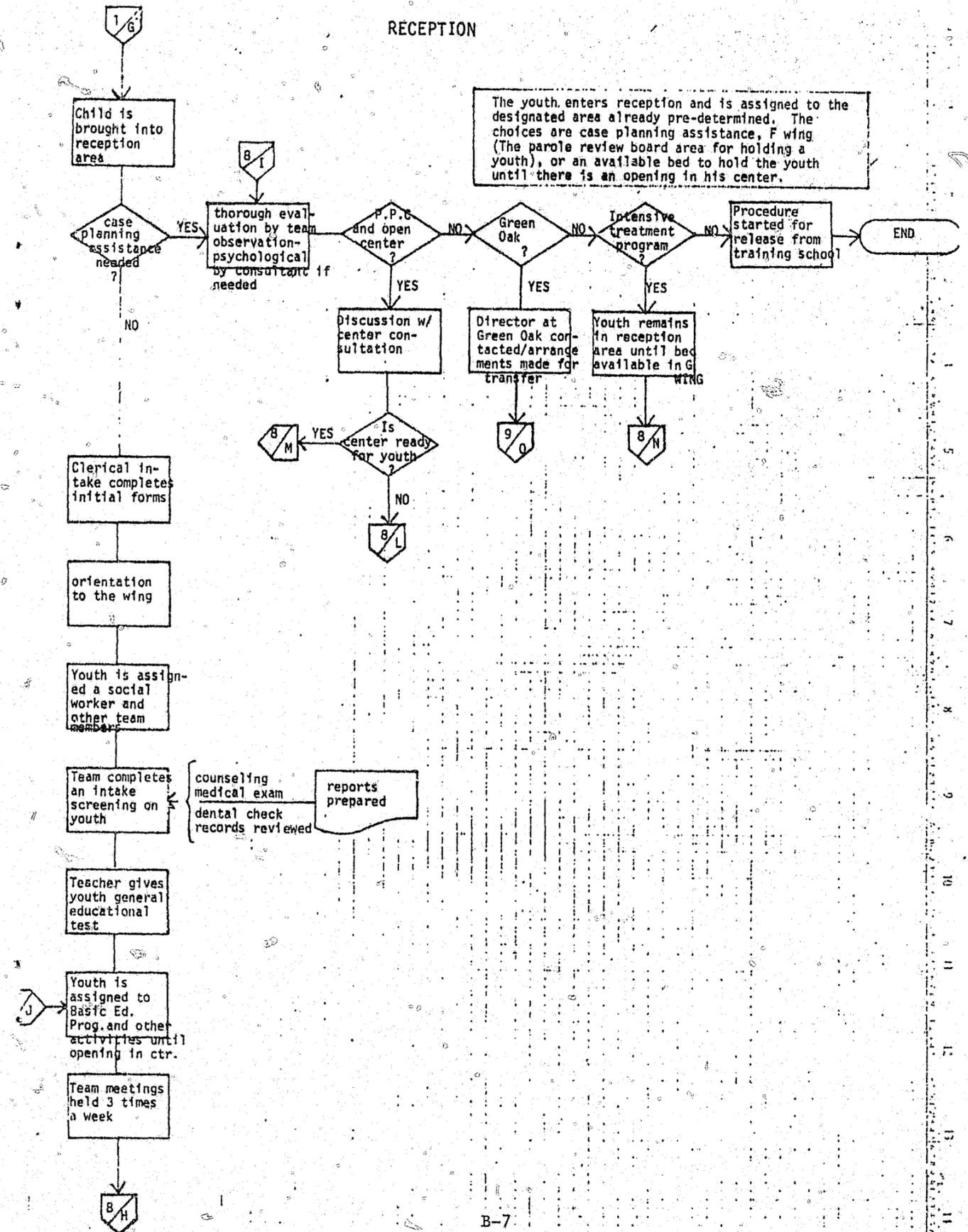
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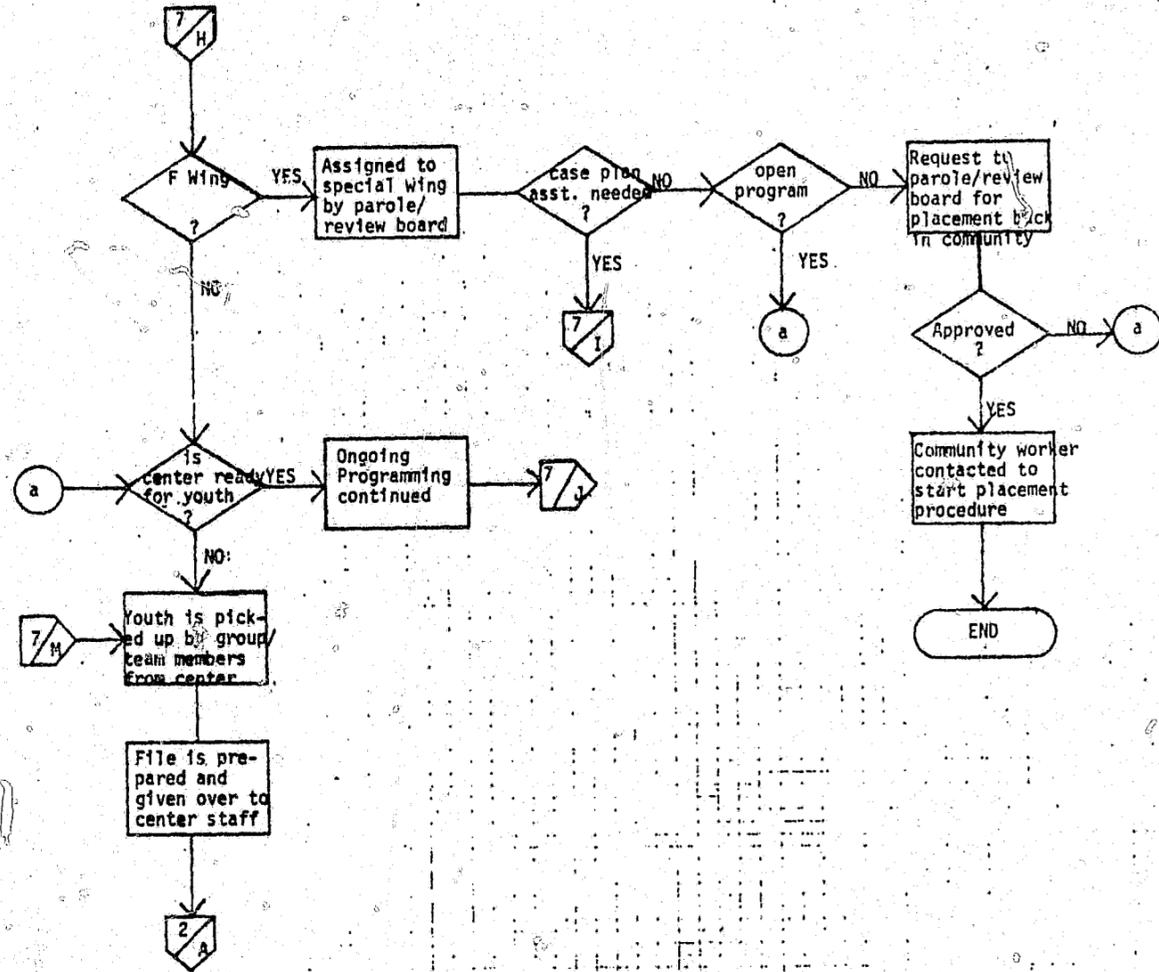
OPEN PROGRAM



RECEPTION



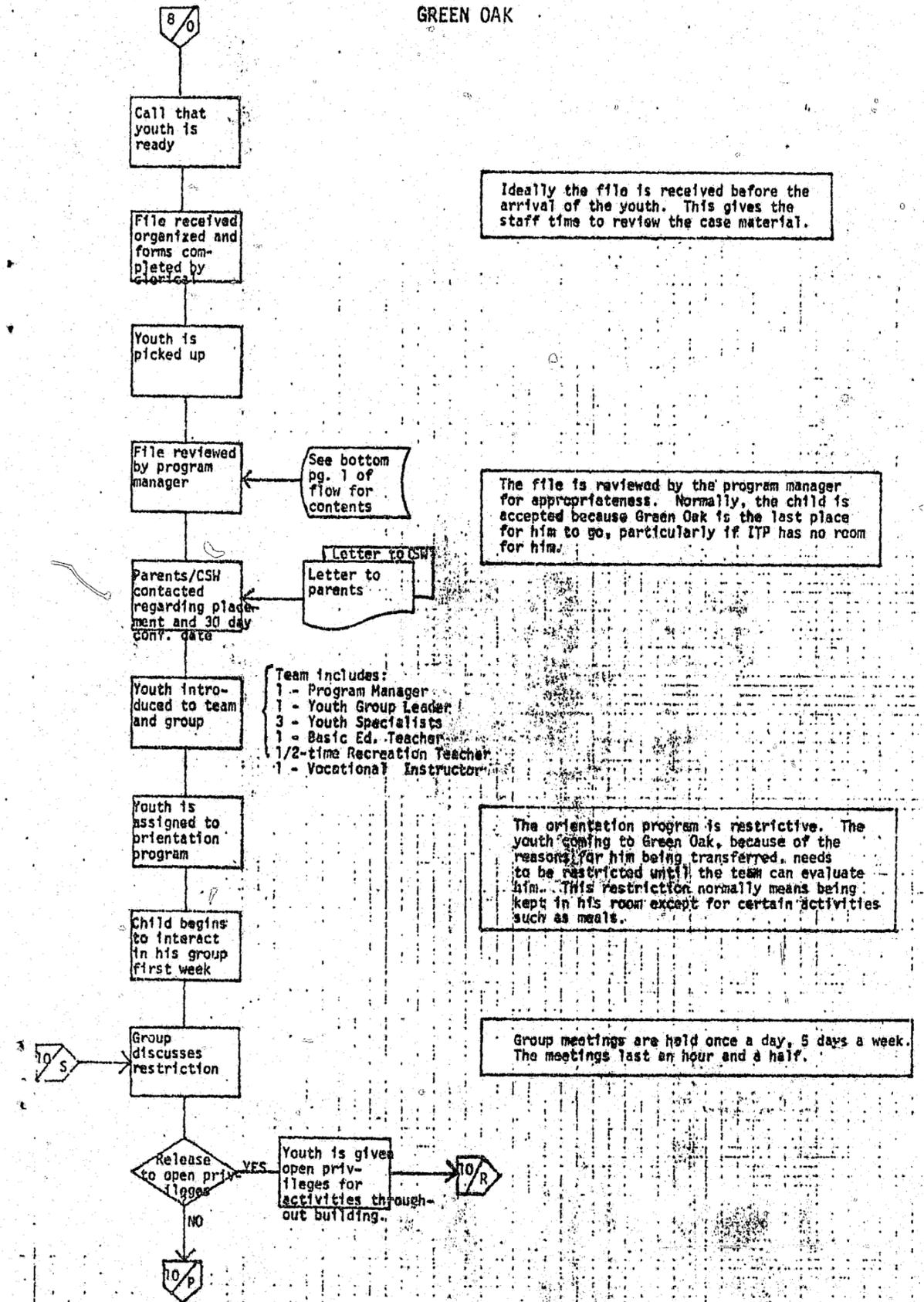
RECEPTION



I.T.P.

This treatment program has the only non-group orientation on campus. It is designed for long term care. It is highly structured and the treatment model is based on one to one interaction between social worker and child. A youth who does not fit anywhere else is assigned to I.T.P. He may be mentally retarded and unable to handle the PPC model. He also could have a psychological disorder and could be disruptive to a group. The child is placed in an educational program and all programs and activities are geared toward the youth acquiring basic survival skills. There is an intensive treatment plan with counseling sessions daily.

GREEN OAK



Ideally the file is received before the arrival of the youth. This gives the staff time to review the case material.

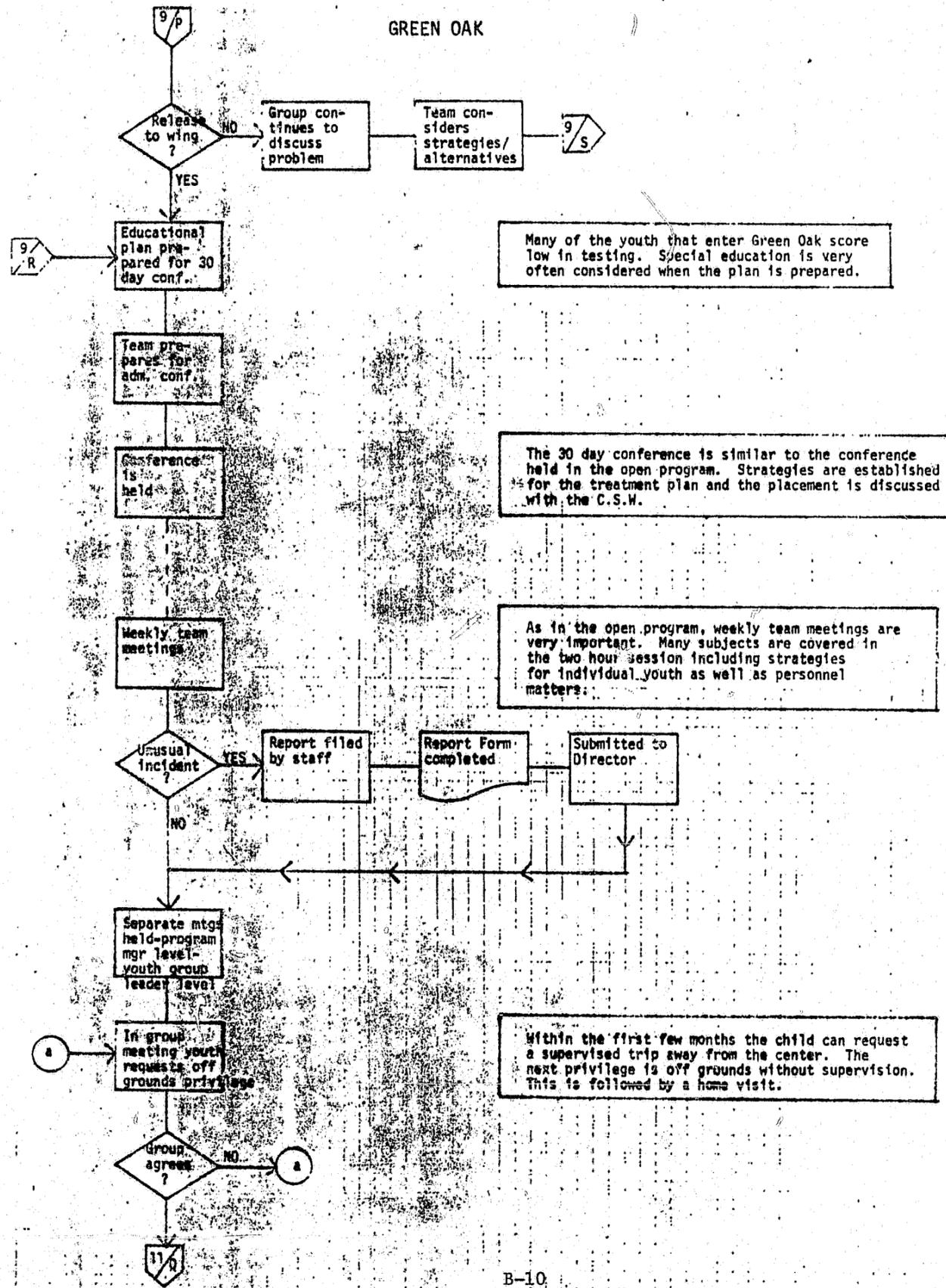
The file is reviewed by the program manager for appropriateness. Normally, the child is accepted because Green Oak is the last place for him to go, particularly if ITP has no room for him.

- Team includes:
- 1 - Program Manager
 - 1 - Youth Group Leader
 - 3 - Youth Specialists
 - 1 - Basic Ed. Teacher
 - 1/2-time Recreation Teacher
 - 1 - Vocational Instructor

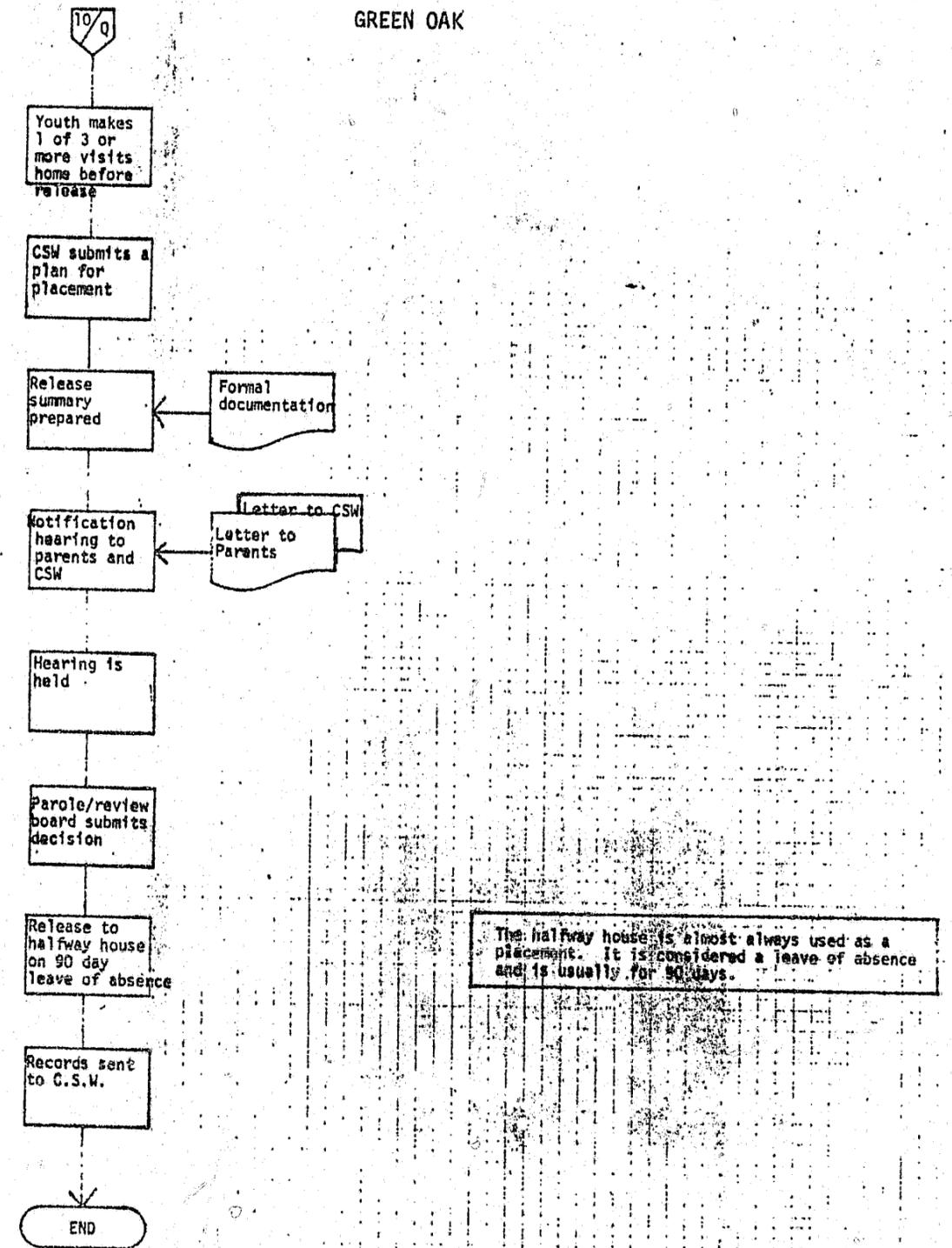
The orientation program is restrictive. The youth coming to Green Oak, because of the reasons for him being transferred, needs to be restricted until the team can evaluate him. This restriction normally means being kept in his room except for certain activities such as meals.

Group meetings are held once a day, 5 days a week. The meetings last an hour and a half.

GREEN OAK



GREEN OAK



APPENDIX C

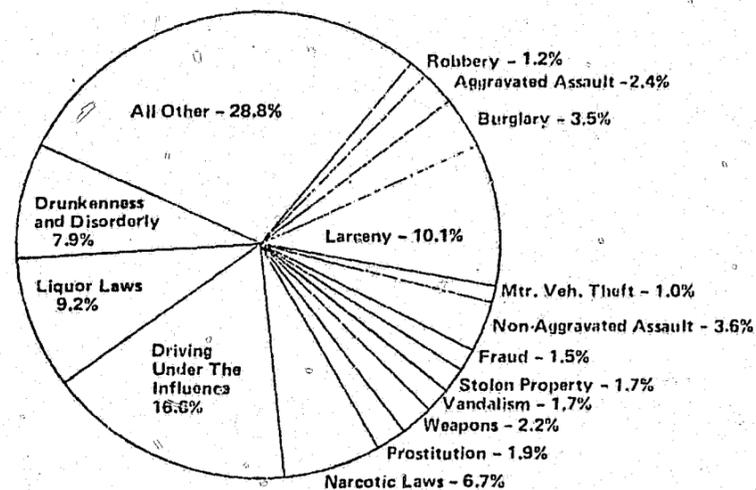
PERCENTAGE OF 1978 ARRESTS BY RACE, SEX & AGE

INDEX ARRESTS	MALE			FEMALE		
	Juvenile*	Adult	Total	Juvenile*	Adult	Total
White	27.0	24.0	51.0	5.5	6.9	12.4
Black	10.1	17.1	27.2	2.4	6.1	8.5
Other & Unknown	0.3	0.4	0.7	0.1	0.1	0.2
All Races	37.4	41.5	78.9	8.0	13.1	21.1

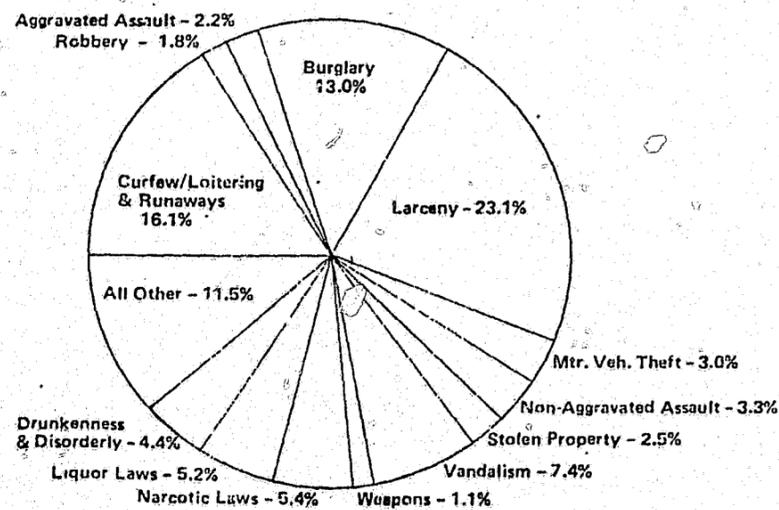
NON-INDEX ARRESTS	MALE			FEMALE		
	Juvenile*	Adult	Total	Juvenile*	Adult	Total
White	13.0	44.0	57.0	3.9	5.7	9.6
Black	2.8	20.8	23.6	0.7	4.4	5.1
Other & Unknown	0.1	4.2	4.3	0.0	0.4	0.4
All Races	15.9	69.0	84.9	4.6	10.5	15.1

BOTH SEXES	INDEX ARRESTS			NON-INDEX ARRESTS		
	Juvenile*	Adult	Total	Juvenile*	Adult	Total
White	32.5	30.9	63.4	16.9	49.7	66.6
Black	12.5	23.2	35.7	3.5	25.2	28.7
Other & Unknown	0.4	0.5	0.9	0.1	4.6	4.7
All Races	45.4	54.6	100.0	20.5	79.5	100.0

1978
PERCENTAGE DISTRIBUTION OF ADULT ARRESTS



1978
PERCENTAGE DISTRIBUTION OF JUVENILE ARRESTS
(16 Years and Under)



TOTAL ARRESTS BY AGE

	10 & Under	11-12	13-14	15-16	17-18	19-20	21-22	23-24	25-29	30-34	35-44	45-54	55 & Over	Unknown	Total Persons Arrested	Trend (±) 1 Yr. 78/77	Trend (±) 5 Yr. 78/73
Murder	3	0	10	45	59	58	91	72	166	74	81	53	27		745	- 8.5	- 21.1
Kape	11	19	64	140	124	99	113	107	223	140	123	45	25		1240	- 7.9	+ 28.8
Robbery	20	58	270	680	654	511	385	326	546	211	128	31	7		3848	-10.7	- 18.3
Aggrav. Assault	49	117	363	752	724	720	591	527	1060	670	732	374	188		6939	- .6	+ 6.6
Burglary	312	752	2463	3871	2990	1500	927	670	1295	456	302	103	41		15,849	- 5.1	- 8.6
Larceny	705	1512	4335	6707	6278	3530	2634	1972	3711	1844	1703	1059	915		37,224	-10.6	- 6.4
Motor Veh. Theft	16	60	559	1092	681	311	201	156	227	101	68	20	10	37	3539	- .4	- 32.9
Index TOTAL	1116	2518	8056	13,287	11,510	6729	4937	3830	7228	3496	1137	1685	1213	632	69,384	- 7.9	- 8.1
Reg. Manslaughter	1	0	2	5	12	27	13	7	20	13	9	11	6	0	126	-14.3	- 45.2
Non-Aggrav. Assault	146	264	538	948	918	966	962	818	1715	1118	1136	539	218	82	10,368	+ .6	- 11.2
Arson	43	70	67	117	101	79	43	40	71	38	43	30	10	6	758	-16.6	+ .5
Forgery	8	6	124	165	231	256	177	484	274	210	83	26	91	2195	+ 3.9	- 10.8	
Fraud	8	15	26	113	263	295	384	360	858	538	490	227	79	15	3671	-19.3	+ 5.3
Embezzlement	9	12	33	49	116	77	77	36	88	74	84	40	8	22	725	+17.8	+ 40.5
Stolen Property	34	71	389	925	987	708	483	345	634	316	271	100	49	39	5351	-11.4	- 10.3
Vandalism	522	707	1356	1653	1291	735	482	355	562	281	235	93	67	126	8495	- 5.3	+ 5.7
Weapons	13	37	161	434	805	674	621	451	932	607	591	326	203	43	5898	- 8.7	- 23.6
Commercial Vice	0	2	6	35	263	624	647	702	1195	567	405	164	83	5	4698	+21.2	+ 9.2
Sex Offenses	13	40	98	175	164	140	151	138	249	174	233	114	90	20	1799	-11.5	- 7.1
Drug Laws	37	63	684	2304	3715	3090	2255	1713	2652	1201	692	183	78	219	18,886	-18.6	- 33.2
Gambling	7	6	21	19	50	56	51	53	130	135	175	192	141	1	1037	-27.8	+ 13.8
Family	11	13	9	31	386	234	150	139	287	184	201	54	24	45	1768	-28.1	- 52.7
C.U.I.	67	11	18	183	1931	3471	3345	3032	6087	4770	7416	5642	3266	389	39,628	+ 6.0	+ 3.4
Liquor	72	42	336	2557	6568	4533	2877	1777	2481	1201	1282	604	333	439	25,082	+ 6.2	+ 85.7
Drunkness	7	1	22	90	250	286	219	170	325	200	282	183	124	26	2185	-93.2	- 94.1
Disorderly	154	294	752	1215	2877	2530	2033	1527	2769	1652	1689	957	500	224	19,173	+ 9.2	+ 13.4
Vagrancy	57	13	27	80	216	324	274	307	510	212	160	79	34	12	2305	-29.1	+180.4
All Other	197	352	1288	2748	7630	7927	7253	6135	11,606	6251	5639	2573	1306	687	61,592	+14.2	- 9.3
Sub-Index TOTAL	1406	2019	5923	13,805	28,708	27,007	22,576	18,282	33,655	19,806	21,223	12,194	6645	2491	215,740	-10.6	- 15.1
Curfew & Loitering	297	75	450	933	151	47	16	3	3	2	6	2	0	30	2015	-26.6	- 39.1
Runaways	126	469	2676	4209	98	4	2	7	6	3	8	3	1	72	7684	-23.6	- 44.5
GRAND TOTAL	2945	5081	17,115	32,234	40,467	33,787	27,531	22,122	40,892	23,307	24,374	13,884	7859	3225	294,823	-10.5	- 15.1

1978 Index Arrests by Age

Crime	Juvenile		Adult		Total
	Number	%	Number	%	Number
Murder	58	7.8	687	92.2	745
Rape	234	18.9	1,006	81.1	1,240
Robbery	1,028	26.7	2,820	73.3	3,848
Aggr. Assault	1,281	18.5	5,658	81.5	6,939
Burglary	7,400	46.7	8,449	53.3	15,849
Larceny	1,325	35.6	23,965	64.4	37,224
M.V. Theft	1,727	48.8	1,812	51.2	3,539
Arson	297	39.2	461	60.8	758
Violent Index	2,601	20.4	10,171	79.6	12,772
Property Index	22,683	39.7	34,507	60.3	57,370
Total Index	25,284	36.0	44,858	64.0	70,142
1978 Population	2,626,400	28.6	6,554,500	71.4	9,180,900



APPENDIX D
MICHIGAN DEPARTMENT OF SOCIAL SERVICES.

SERVICES MANUAL	ITEM	B-326	PAGE	1
	SUBJECT	DELINQUENCY SERVICES STATUS AND FELONY OFFENDERS		DATE ISSUED/ REVISED 5-15-78 Eff. 6-1-78

GENERAL INFORMATION:

The rights of status offenders, and the right of society to be protected from the violence of serious felony offenders, require that placement decisions for Department committed status offenders and serious felony offenders must occur within the following constraints:

- P.A. 150 youth committed to the Department for status offenses **will not** be admitted to Department institutions (excluding Youth Rehabilitation Camps and Arbor Heights Center);
- P.A. 150 youth committed to the Department for serious felonies **will** be placed in Department institutions (W. J. Maxey Training School or Adrian Training School); and
- P.A. 150 youth committed to the Department for any felonies or misdemeanors may be placed in Department institutions, any community placements or independent living arrangements.

Postcommitment adjudications by a court or the Youth Parole and Review Board (YPRB) will follow the above placement constraints with one exception. Youth adjudicated for status offenses subsequent to commitment may be placed in Department institutions if committed on non-status offenses. (Michigan Juvenile Court Rules 9.1).

Other than for this exception, postcommitment placements in Department institutions must be preceded by court or YPRB adjudication of a new serious felony, felony, or misdemeanor offenses. Postcommitment adjudications pertain to youth who are in:

- Department institutions
- any community placements
- truancy status from any placements

DEFINITIONS:

Status offense — an offense which would not be criminal (felony or misdemeanor) if committed by an adult.

Status offender — a youth committed to the Department for a status offense regardless of earlier court adjudication.

Serious felony offense — see Handbook of Michigan Criminal Law and Procedures, 1976, and pages 6-7 of this item for specific definitions and citations of statutes for:

- Homicide
- Assault
- Criminal Sexual Conduct



MICHIGAN DEPARTMENT OF SOCIAL SERVICES

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	SUBJECT	DELINQUENCY SERVICES STATUS AND FELONY OFFENDERS		DATE ISSUED REVISED 5-15-78 Eff. 6-

DEFINITIONS:
(Cont'd)

- Robbery
- Kidnapping
- Arson

Felony offense — an offense which, if committed by an adult, could result in imprisonment as defined under the criminal code, (See Handbook of Michigan Criminal Law and Procedures, 1976).

Misdemeanor — an offense which is not a felony as defined in the criminal code, (see Handbook of Michigan Criminal Law and Procedures, 1976.)

Serious felony offender, felony offender, misdemeanor:

- A youth committed to the Department for a **serious felony, felony, or misdemeanor** regardless of past court adjudications.
- A youth **committed** to the Department by a rehearing of an earlier disposition of a **serious felony, felony, misdemeanor** adjudication regardless of subsequent offenses. (See Michigan Juvenile Court Rules 9.1); and
- A Department ward **adjudicated** by a court or the Youth Parole and Review Board for a **serious felony, felony, or misdemeanor** regardless of any earlier adjudications and committing offense.
- Courts may commit a youth to the Department based upon:
 - A re-hearing of an earlier disposition of court wardship and probation; (Michigan Juvenile Court Rules, 9.1). Court probation resulting from adjudication of a status, felony or misdemeanor offense and subsequent offenses (even a status offense) which are in violation of that probation can result in commitment to the Department based upon the earlier offense which had been adjudicated.
 - Court adjudication of a new offense.

Courts are requested to note the **committing** offense on the commitment order.

- Recommendations by the court, if any, must receive a response by the local office during predisposition. Recommendations may appear on the court order and these will receive response according to policy guidelines regarding Department communication with the courts.

● Initial Commitment Procedures



MICHIGAN DEPARTMENT OF SOCIAL SERVICES

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DEFINITIONS:
(Cont'd)

● Initial Commitment Procedures

- Community services workers and supervisors retain the responsibility for placement decisions for all but the serious felony offenders at initial commitment. Department institution or a community placement may be appropriate for the felony and misdemeanor offender; only a community placement (including Arbor Heights and Youth Rehabilitation Camps) may be used for the status offender.

● Exception Requests

- It is recognized that individual cases may necessitate exceptions to the mandatory Department institutional placement policy. Diagnostic assessments, predispositional information, and initial social study development may reveal mitigating circumstances which the community services worker and supervisor determine as sufficient cause to request deviation from the policy of Department institutional placement. The protection of society and the provision of treatment appropriate to the needs of the youth are basic guidelines for exception.
- Exception requests must be documented and forwarded to the local office director or designee within 10 working days following acceptance on all new commitments.
- The local office director or designee will approve or disapprove the request within three working days. In cases of exception approval, one copy of the documentation, with the decision noted, is to be forwarded to Central Office, Delinquency Services Division.

- Courts may wish to be involved in an exception request. Court recommendations on commitment orders may serve as a court exception request, or the court may wish to provide documentation in addition to the recommendations on the order. These will be identified by attachment or verbatim quote in the documentation forwarded to the local office director or designee.

- A suggested outline for exception requests is given on pages 7 and 8 of this item.

● Postcommitment Procedures

- Following initial placement, any P.A. 150 ward who is alleged to have committed any felony must have a hearing before the YPRB if not petitioned to a court. This applies to youth who are in a Department institution, in a community placement, or on truancy status from any placement.
- The community services worker, or by agreement the Department placement personnel having primary responsibility for the youth, is to file the hearing request with the YPRB if the matter is not adjudicated by a court.



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SERVICES MANUAL

SUBJECT DELINQUENCY SERVICES STATUS AND FELONY OFFENDERS

DEFINITIONS: (Cont'd)

- Postcommitment Procedures
 - Subsequent to adjudication of a **serious felony** by a court or concurrent with the adjudication phase of the hearing by the YPRB, if exception to Department institutional placement is desired, this must be documented and provided to the YPRB which will approve or disapprove the request. In cases of exception approval, one copy of the documentation, with the decision noted, is to be forwarded by YPRB to Central Office, Delinquency Services Division.
 - Subsequent to an adjudication by the court or the YPRB of a **felony which is non-serious**:
 - The YPRB is to determine whether or not the youth shall be placed, or remain in, a Department institution. If the YPRB determines that the youth shall not be so placed or remain in a Department institution, the community services worker is to make an appropriate alternative placement plan and/or follow release procedures.
 - For youth on release from a Department institution, the existing rules and procedures of the YPRB relating to revocation are to be followed.
 - Adjudication and disposition of misdemeanors need not be a YPRB matter unless placement in a Department institution is the placement plan or the youth is on a release status.
 - In the case of a community-placed youth who was committed to the Department for any felony or misdemeanor but whose subsequent cumulative behavior constitutes a status offense only, the community services worker may request the YPRB to hear the case and to concur with Department institutional placement based upon the committing offense. The basis for this action is the same as that of the court procedure for rehearing earlier disposition.



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SERVICES MANUAL

SUBJECT DELINQUENCY SERVICES STATUS AND FELONY OFFENDERS

● Summary of Policy and Required Actions

The following exhibit summarizes the major components of the preceding policy and actions required under it.

	INITIAL COMMITMENT			POST COMMITMENT		
	STATUS OFFENSE	SERIOUS FELONY	MISDEMEANOR/ NON-SERIOUS FELONY	STATUS OFFENSE	SERIOUS FELONY	MISDEMEANOR/ NON-SERIOUS FELONY
Adjudication hearing	Court	Court	Court	Excluded unless Department institution is the plan and prior non-status offenses have been adjudicated (MJCR 9.1)	YPRB unless heard by court	YPRB unless heard by court (misdemeanor excluded unless Department institution is plan).
Dispositional hearing	Court	Court	Court	Excluded unless Department institution is the plan and prior non-status adjudicated (MJCR 9.1)	YPRB	YPRB (misdemeanor excluded unless Department institution is plan).
Placement	Community/ Private institution et al	Department institution	Department institution Community/ Private institution et al	Department institution Community/ Private institution et al	Department institution	Department institution Community/ Private institution et al
Placement decision	Community services worker/ Supervisor	Policy	Community services worker/ Supervisor	YPRB if Department institution is placement plan. Community services worker/Supervisor if other placement plan is made.	YPRB	YPRB if Department institution is placement plan. Community services worker/Supervisor if other placement plan is made.
Exception designated	None needed	County Director within 10 days following acceptance. If exception follows Department institutional placement by 30 days, YPRB is designate via release request.	None needed	YPRB if Department institution is plan.	YPRB	YPRB if on release from Department institution; follow revocation procedure.



MICHIGAN DEPARTMENT OF SOCIAL SERVICES

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SERVICES MANUAL

SUBJECT
DELINQUENCY SERVICES
STATUS AND FELONY OFFENDERS

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CITATIONS OF STATUTES AND DEFINITIONS:

The following listings identify specific offenses defined as serious felony offenses named on pages 1 and 2 of this Item, and provide applicable citations from the Handbook of Michigan Criminal Law and Procedures, 1976.

Homicide (Pages 33-36)

Murder	MCLA 750.316
Manslaughter	MCLA 750.321
Negligent Homicide	MCLA 750.324
Death Due to Explosives	MCLA 750.327
Negligent Homicide with Watercraft	MCLA 281.677

Assault (Pages 31-33)

Felonious Assault	MCLA 750.82
Assault with Intent to Commit Murder	MCLA 750.83
Assault with Intent to do great bodily harm less than murder	MCLA 750.84
Assault with Intent to Maim	MCLA 750.86
Assault with Intent to Commit Felony not otherwise punished	MCLA 750.87
Assault with Intent to rob and steal being unarmed	MCLA 750.88
Assault with Intent to Rob and steal being armed	MCLA 750.89
Placing Harmful Objects in Food	MCLA 750.397a
Mayhem	MCLA 750.397

Criminal Sexual Conduct (Pages 36-41)

Criminal Sexual Conduct	MCLA 750.520a
First Degree Criminal Sexual Conduct	MCLA 750.520b
Second Degree Criminal Sexual Conduct	MCLA 750.520c
Third Degree Criminal Sexual Conduct	MCLA 750.520d
Fourth Degree Criminal Sexual Conduct	MCLA 750.520e
Second or subsequent offense	MCLA 750.520f
Assault with intent to commit criminal sexual conduct	MCLA 750.520g

Robbery (Pages 63-65)

Robbery Armed; Aggravated Assault	MCLA 750.529
Robbery Unarmed	MCLA 750.530
Bank, Safe Vault Robbery	MCLA 750.531



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CITATIONS OF STATUTES AND DEFINITIONS:
(Cont'd)

Kidnapping (Page 68)

Kidnapping	MCLA 750.349
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Arson (Pages 81-83)

Burning Dwelling House	MCLA 750.72
Burning Other Real Property	MCLA 750.73
Burning of Personal Property	MCLA 750.74
Burning of Insured Property	MCLA 750.75
Willfully and Maliciously Setting Fire	MCLA 750.77
Explosives or Incendiary Devices, Possession	MCLA 750.211a

SUGGESTED EXCEPTION REQUEST FORMAT:

The following outline provides a guide in completing a case synopsis to request an exception to Department institutional placement policy (see page 3 of this Item).

- A. Offense History (if postcommitment, provide offense history subsequent to commitment and all placements).
- B. Committing Offense.
- C. Mitigating circumstances which provide basis for an exception request: (as suggested by Michigan State Bar Journal, February, 1977).
 1. The defendant played a minor role in the crime.
 2. The defendant committed the crime under some degree of duress, coercion, threat, or compulsion insufficient to constitute a complete defense but which significantly affected his/her conduct.
 3. The defendant exercised extreme care for the health, personal safety or property of others in carrying out the crime.
 4. The victim or victims provoked the crime to a significant degree by their conduct.
 5. The defendant believed he/she had a claim or a right to the property.
 6. The defendant was motivated by an immediate need to provide necessities for family or self.
 7. The defendant was suffering from a mental or physical condition that significantly reduced culpability for the offense.



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SERVICES MANUAL

SUBJECT DELINQUENCY SERVICES STATUS AND FELONY OFFENDERS

DATE ISSUED, REVISED 5-15-78 Eff. 6-1-

SUGGESTED EXCEPTION REQUEST FORMAT:

- 8. The defendant, because of age, lacked sufficient judgment in committing the crime.
 - 9. The amounts of money or property taken were deliberately very small and no harm was done or gratuitously threatened against the victim or victims.
 - 10. The defendant, though technically guilty of the crime, committed the offense under such unusual circumstances that it is unlikely that a sustained intent to violate the law motivated his/her conduct.
 - 11. The defendant has led a respectable, law-abiding life for a substantial period prior to the commission of the crime.
- D. Substantiation for exception request.
- 1. Why not Department institution?
 - a. Treatment needs
 - b. Treatment modality
 - c. Other.
 - 2. Supportive diagnostic data.
- E. Specific alternatives to Department institution.
- 1. List in priority.
 - 2. Note anticipated date of placement for each.
- F. Long range treatment goals.
- G. Attach (if appropriate) supportive data.
- 1. Initial social study
 - 2. Diagnostic data.

NOTE: Aggravating circumstances which would negate exception consideration, as suggested by Michigan State Bar Journal, February, 1977, are:

- 1. The defendant was the leader of the criminal enterprise.
- 2. The crime involved several perpetrators.
- 3. The crime involved several victims.
- 4. The victim or victims were particularly vulnerable.



MICHIGAN DEPARTMENT OF SOCIAL SERVICES

ITEM B-330 PAGE 1

SERVICES MANUAL

SUBJECT DELINQUENCY SERVICES INITIAL AND SUBSEQUENT PLACEMENT

DATE ISSUED, REVISED 5-15-78 Eff. 6-1-78

COMPONENTS OF INITIAL PLACEMENT:

The treatment needs of the youth and their families must be met through the use of the Department resources which are available. The specificity of short or long-range goals also must be based upon available resources. Initial placement success demands expert fusing of treatment needs, specific goals and resources. The following are avenues established to accomplish this fusion:

- Knowledge of resources available.
- Knowledge of lack of resources and communication of this, through the supervisor, to community organizations and leaders, and to the Central Office through the placement specialists.
- Community services worker's use of supervision in preparation of predisposition DSS-3216 and subsequent intake DSS-3216 to specify treatment needs and goals and resource needs.
- Community services worker's search for best initial placement by:
 - Utilizing supervisor who explores local community for resources; and
 - Utilizing placement specialists in this search.

No initial placement may be made until the signatures of the community services worker and the worker's supervisor on the DSS-3216 assures that all of the above avenues for making a choice have resulted in the placement decision which is best for that youth and which reasonably negates the possibility of placement disruption.

CASE EVENT PLACEMENT PROCEDURE:

To build a basic framework which will insure sound initial placements and thus prevent disrupted placements, the following case event placement procedure is mandatory to the case management process:

- Predisposition phase and accompanying completion of a DSS-3216 for predicted placement will insure close community services worker supervisory intervention at that point and thereby insure that further diagnostic and planning needs will be pursued expediently.
- Intake phase will complete and refine the above predisposition phase, again through supervisory intervention and support, utilizing the DSS-3216.
- Initial placement implementation depends upon satisfactory completion of predisposition and intake phase with accountability resting squarely upon the community services worker's being directly accountable and the supervisor's concurring with the placement as attested to by his/her signature on the DSS-3216.



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	DELINQUENCY SERVICES INITIAL AND SUBSEQUENT PLACEMENT	5-15-78 Eff. 6-1

CASE EVENT PLACEMENT PROCEDURE:
(Cont'd)

- The placement agency is involved at the time of the 30-day placement conference only for the interim goal setting portion. This establishes accountability by means of the signatures of the placement agency representative, case manager and supervisor on the DSS-3216.
- Placement changes, if any, must be accompanied by a CCPIS input and by a new DSS-3216. The DSS-3216 must provide the rationale for change, based upon revised interim goals. Accountability of the case manager and case management supervisor is to be evidenced by their signatures on the DSS-3216 and by CCPIS input.

PROCEDURE FOR QUARTERLY REVIEWS OF CASE SERVICES PLANS:

A quarterly supervisory case conference will accomplish a review of all cases on the community services worker's caseload by the community services worker and the supervisor. This is to include all secondary caseload listings as reported by CCPIS which community services workers and supervisors receive. These quarterly reviews must include:

- An update by the community services worker on CCPIS reporting.
- A review of all DSS-3216's prepared subsequent to the last supervisory case conference and supervisor's approval signature.
- A review of all DSS-3216's in caseload to examine:
 - review date alert;
 - interim goal completion;
 - interim goal description;
 - possible goal change revision;
 - possible need for new DSS-3216 (to be written during the conference);
 - possible pending disruption and need for beginning replanning.
- Signing and dating of the DSS-3216's by both the community services worker and the supervisor, to document that the quarterly case conference review has been completed and to record its date.

NEGOTIATION AND MEDIATION PROCESS:

If problems arise during placement procedures, negotiation and mediation must occur. The process for negotiation and mediation of care planning explained in SM Item B-339 provides a method for obtaining the agency's, community services worker's and supervisor's agreement to the case services plan. This process also provides a way to resolve disagreements about the case services plan and establishes accountability for the decisions which are made.



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SERVICES MANUAL	SUBJECT	DATE ISSUED, REVISED
	DELINQUENCY SERVICES OWN HOME PLACEMENT	5-15-78 Eff. 6-1-78

GENERAL INSTRUCTIONS:

- Own Home Placement As the Initial Placement

The decision to place the committed youth in his/her own home may be made during the predispositional phase or after the youth has received treatment in an initial placement which will enable him/her to function in the community and in the parental home.

When considering the newly committed youth's own home as an initial placement, there are several factors which must be given careful consideration:

Primary to the worker's evaluation is a consideration of the youth's need for protection from hurting self or others and the need for close supervision.

The ward's delinquent history must be taken into consideration to determine if the delinquency is situational or if the delinquency history represents a long-standing problem which can be resolved only by removal from the family situation or removal from the community.

Also of vital importance is the family unit functioning and the family dynamics which may have contributed to the delinquency pattern of the committed youth. It must be determined that the adults in the home are able to offer the youth appropriate supervision and control.

The availability of community resources for the treatment of the youth and the family's acceptance of referral to those resources are to be noted on the DSS-3216. Such resources include: community services worker counseling, family counseling centers, youth counseling centers, mental health clinics or other agencies which could provide treatment.

The worker must make a determination of the youth's commitment to maintaining appropriate behavior in the community. In making this determination the worker must ascertain whether the youth is attempting to manipulate a placement in a less structured program in order to continue a former pattern of delinquency or if the youth has made a sincere investment in the treatment program which is being developed in the youth's own home. It is recommended that, in addition to the DSS-3216, an Own Home Placement Agreement be formulated between the worker, the youth and the family. This agreement may be utilized as a technique to motivate the youth to conform to community standards and agency expectations. Parental responsibilities can also be defined by means of this agreement. (See SM B-333.)

Consideration must be given to the impact upon the local juvenile court and the local community of the decision to place the youth in his/her own home. When the commitment order from the court indicates a youth must be removed from the community, liaison activities between the two agencies must continue after the worker has thoroughly explored the above factors and reached a decision with supervisory concurrence that placement in the youth's own home is a viable treatment program. (See SM B-312, Communication Between Juvenile Court and the Department.) Department policy for status and felony offenders (SM B-326) must also be followed.



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SERVICES MANUAL

DELINQUENCY SERVICES
OWN HOME PLACEMENT

GENERAL INSTRUCTIONS:
(Cont'd)

● Return of the Youth to Home After Treatment

The following factors must be taken into consideration when a decision is being made to return a youth to his/her own home after treatment:

Youth-family assessment — In reaching the decision to return the youth to his/her own home after initial placement(s), it is important to consider the youth's needs to return to the family. The community services worker can assist in assessing whether or not the family unit can meet those needs.

Payment System — The committed youth's family will meet the financial needs of the youth placed in their home through the use of their own resources or those of the public welfare system under General Assistance or ADC programs. Under no circumstances are the parents of a youth to receive payment from the State Ward Board and Care Fund, including independent living allowances from the Board and Care Account or the ADC-F account.

Services Offered — When the youth is placed in his/her own home, the Department has the continuing responsibility to supervise this placement until the youth is discharged from care. The transition from the initial placement to the youth's own home is of critical importance, and the worker must make intensive efforts to insure that such a transition occurs with a minimum of difficulty for the youth and the family. Support by the community services worker is needed for the youth to succeed in the community and to prevent future delinquent acts. The youth must be involved in a specific school, work, or skills training program.

● Services Provided to Youth Placed in Their Own Homes

Services provided by the community services worker to youth placed in their own homes include:

- Education and training services through the use of community resources. (See Support Services, SM B-340.)
- Employment services. (See Manpower Information and Services for Troubled Youth, SM B-343.)
- Family Planning Services. (See SM A-111.) Family planning referral, discussion, or counseling may be granted upon request of a ward, without parental permission. While such parental involvement and concurrence is ideally desirable, and should occur where feasible, it is recognized that such joint planning is not always possible.
- Health related services available (see SM A-120); if the family is found eligible.
- Individual and family counseling services to maintain appropriate adjustment in the family unit and in the community.
- Supervisory services to continually monitor the ward's adjustment in the community and compliance with a contract or with the YPRB conditions.
- Mental health services through the use of appropriate community resources.
- Transportation services to facilitate referrals to community resources for education, employment, medical, mental health and related services.

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