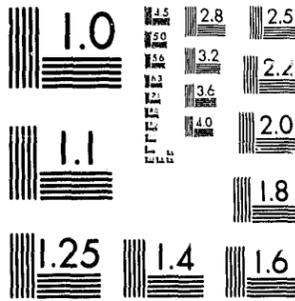


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EXECUTIVE SUMMARY
OF

THE MICHIGAN RESIDENTIAL
FACILITIES PROJECT



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MAY, 1978

The Michigan Residential Facilities Project

N C J R S

AUG 7 1979

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The Michigan Residential Facilities Projection Study

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Comparative Outcome Study: Post-Placement Outcomes of Delinquent State Wards

Laurence Max, Study Coordinator

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James P. Evans
Office of Family and Youth Services

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PREFACE

The Michigan Residential Facilities Project was initiated in September, 1977 in response to Michigan's need for comprehensive information regarding placement resources for children and youth. The project consists principally of two studies: The Michigan Residential Facilities Projection Study and The Comparative Outcome Study. An Executive Summary has also been developed to provide a general overview of the studies for those who do not require specific information. The report is the result of a collaborative effort by many employees of the Michigan Department of Social Services and many others outside the Department who all shared, and continue to share, an interest in the welfare of youth in the State.

The project directors, James Evans of the Office of Family and Youth Services and Reginald Carter of the Bureau of Finance, Research and Evaluation Division, are indebted to all those who made contributions to the project, who provided constructive critiques and who gave generously of their time and expertise, such that the final product can be effectively used as a tool for future planning. Our sincere appreciation is extended to the following:

Population Projection Study — Book 1

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Anders Johanson, Applications Programming, Computer Laboratory, Michigan State University

A special note of thanks is due to Patricia Johnson and Sherry Bristol who, while typing memoranda, progress reports and the multitude of pre-draft copies which are necessary for a report of this nature, were able to tolerate the frequently unnerving idiosyncrasies of the project staff with humour and grace and meet every deadline without fail.

It is the continuing desire of the project directors that this report will not be viewed as a termination to the process of program development but that it be utilized as an initial step forward from which rational planning can begin.

EXECUTIVE SUMMARY

I. INTRODUCTION

All states need to estimate the need for appropriate out-of-home facilities for youth placed in the care of the state. Public opinion and professional legal treatment philosophies have fluctuated between the need for increased incarceration in order to protect the community to increased community residential care treatment facilities in order to rehabilitate the youth in his own environment.

Michigan is characterized as having a range of placement facilities from high structured training schools like W.J. Maxey to low structured group homes located throughout local communities. These placement programs have each developed without any long range planning based on estimates of the number of future beds for a specific type of youth. Information necessary for such planning has not been available.

The Michigan Residential Facilities Project was initiated in September, 1977 to begin the process of systematic planning for youth treatment facilities. The project is divided into two parts with each addressing a fundamental issue. The first part is the Michigan Facilities Population Projection Study which studies the need for treatment from the present to 1990. The second part is the Comparative Outcome Study which focuses on the types of youth who are best served in different treatment facilities. In combination the two studies begin to answer the questions of which type of youth should be placed in which type of facility and how many of each facility can the state expect to need in the near future.

The basic methodology and findings for each study will now be presented.

II. MICHIGAN FACILITIES POPULATION PROJECTION STUDY

A. Methodology

The problem for this study was to examine the residential care bed space needs over the next few years in the State of Michigan, principally for delinquent state wards. The strategy adopted was to project the current placement distribution of Department of Social Services and court delinquent and neglect wards on the basis of expected population trends (from the 1978 DMB revised census estimates). Such an approach has two underlying assumptions. The first is that the number of wards is a relatively constant function of the number of youth at risk (i.e., 0-18 age group for neglect, 11-18 age group for delinquent wards) in the population. The

second assumption is that the placement distribution is a constant function of the number of wards. For example, this assumption suggests that a certain (constant) proportion of delinquent wards will be placed in an institutional placement, another (constant) proportion in community residential care, and a certain (constant) proportion in private purchased residential care. Some evidence of the soundness of the first (constant risk) assumption was presented. Considerable evidence of the unsoundness of the second (constant placement distribution) assumption was also presented; it was noted that policy impact overwhelms gradual trends in the placement distributions.

The Child Care Placement Information System (CCPIS) appeared to be the best source of placement data if it could be shown that the data were accurate enough to provide the basis for projection. An evaluation of CCPIS was undertaken by comparing selected CCPIS placement totals with placement information obtained from such independent sources as payment vouchers and program rosters. In general, it was found that the placement data for the DSS caseload was within three to six percent of the independent sources. The court caseload data was far less accurate. The CCPIS data on short-term placement (detention and shelter care) was so apparently under reported that no projections were presented for those placements. The DSS reported data are adequate enough for the purpose of this study; the court reported data should be interpreted with caution.

The reliability of a projection is a function of several factors, one of which is the numbers on which it is based. The greater the numbers involved, the greater the confidence in the projections; conversely, the smaller the numbers (i.e., a small county or a placement category with few beds) the less the confidence in the projections. Reliability of projections is also a function of time; the figures for the near future may be interpreted with greater confidence than those for the far future. This is because, with time, migration patterns or other population trends may change, economic conditions may alter significantly, and/or new fashions or changes in funding may impact on placement decisions. It is for this reason that projections should be repeated periodically and for this reason that projections should not be regarded as predictions.

Utilization rates for a treatment program are relatively independent of the size of the total DSS and court caseload; that is, the

total caseload can be (and is) declining, but the trend for a particular placement facility can be increasing in numbers being served due to shifts of youth within the larger system because of funding patterns, or because of increases in the number of beds of a particular facility type, and/or because of policy changes which impact on placement.

It was also discovered that two other factors can have a significant (though often unintended) impact on census. A program to significantly reduce truancy and a program to make that program more effective can result in a shorter average length of stay and thereby reduce the average census proportionately.

B. Findings

1. Total Caseloads

The combined caseloads for the Department of Social Services and the courts is projected to decline from 1977 to 1990 by about fourteen percent. Data were presented to show that this decline in the population-at-risk and the caseloads is already taking place. If the projections are accurate, there will be four delinquent wards in the State of Michigan in 1990 to every five in the first half of 1977. It is possible that the delinquent caseload may not drop as rapidly as the pool of youth-at-risk. To the extent that the present inflow of delinquent youth is partly a function of overloaded police departments and courts, a reduced load may permit the processing of youth, who under the overload conditions, may have been passed over. Table 6 summarizes the delinquency caseload projections from 1977 to 1990.

2. Institutional Placement

The single major factor in the present pressure for institutional placement may have been the significant decline in the truancy rate from almost four youth in ten (1973) to one in ten (1978). Put another way, if the truancy rate were still four in ten, there would be no waiting list and utilization would be well below 90 percent. The impact of the Type I Felony policy and the increase in commitments from Wayne County have exacerbated the situation. The increase in demand for public institutional placement appears to have peaked (first quarter, 1978),

but this situation requires further monitoring. An examination of other policy proposals being considered fails to identify any additional significant increase in demand on the public institutions in the short run, but this is based on conjecture; additional data would be required to substantiate or refute the conclusion. In the long run, a gradual drop in the population of youth to be served of one to two percent a year is projected. The immediate management problem is whether to increase resources to meet the present demand in excess of capacity or to attach the problem via other alternatives. To that end, a model of the variables affecting average census was presented to permit analysis and an identification of alternative options.

The variables which are considered most influential in determining future average bed institutional space needs include the following: (1) intake rate, (2) parole revocation rate, (3) average length of stay, (4) truancy rate, and (5) interaction effects between these variables.

3. Community Residential Care

The demand for community residential care (CRC) beds is not independent of what is happening with regard to public institutional placement. A heavy demand on the institutions has a secondary impact on the need for CRC beds. Programmatic efforts to reduce truancy will increase bed needs in the same proportion that the truancy rate is reduced. Any programmatic efforts which significantly change the length of stay will proportionately impact on CRC bed needs. Community Residential Care facilities presently represent a limited resource, and in some parts of the state, a non-existent resource. An increase in the number of CRC beds seems likely and an increase in the number of youth in CRC placement will occur. The question is: how many more beds will be needed before approaching full service for youth for whom a CRC placement is appropriate without then being followed by a period of increasing under-utilization as the size of the population of such youth declines? This question cannot be answered on the basis of the data from this study. Two kinds of data are needed: what are the characteristics of youth for whom the CRC programs are

appropriate and what proportion of the total caseload do these youth represent?

4. Family Foster Care

It appears likely that the DSS family foster care caseload will continue to rise at a decreasing rate, become stable, then decline. The point of stability will be sooner or later depending on: a program to reduce length of stay; the impact of a federal proposal to place a ceiling on ADC-F support; the consequences of the stipulation permitting ADC-F fund support of youth in a relative's home; and certain provisions of the Juvenile Code.

5. Private (Purchased Institutional) Placement

Little systematic data appears to be available concerning placement in the private sector. The range of structure and programs of the private agencies include those which roughly parallel DSS resources with respect to group homes, halfway houses, and institutional settings. However, no data apparently exists concerning: (1) the proportion of DSS youth placed in differently structured programs; (2) the length of stay of the different categories of programs and how they compare with comparable DSS facilities; and, (3) the truancy rates of the different categories of programs and how they compare with comparable DSS resources. In general, there appears to be little systematic monitoring of private purchased residential care to provide the type of information that will permit program evaluation.

The factors identified as affecting private institutional placement would suggest a decline in DSS utilization in the future. The decline in the size of the population-at-risk, the expected increase in the number of DSS CRC beds, the peaking of pressure on public institutional space, and the new ADC-F program interpretation by HEW regarding no payment of administrative costs to private agencies, all point to a possibly significant decline in the number of private agency placements.

The counter trends, the court transfer of youth who qualify for ADC-F funding to DSS responsibility and the present pressure on DSS resources, have,

or appear to be reaching a limit of impact.

6. Short-Term Placement

It was not possible to project bed needs for detention and shelter care placement beds. In the first place, the short-term placement figures available from CCPIS represent considerable (and to an unknown degree) under-reporting. In the second place, even if the data were accurate, they would not provide a satisfactory basis for projection because utilization patterns represented by the data do not, and cannot, reflect the pattern which would exist if all locales had equal access to detention and shelter care resources. At present, in the State of Michigan, there are areas with only limited access, if any, to either resource.

7. Geographical Distribution of Facility Bed Needs

Facility bed projections were examined in terms of geographical units. There has been a reoccurring interest in the idea of providing facilities on a regional basis and one of the parts of this study was to consider the geographical distribution of needs. The single criterion used was that an area be able to support a 20 - 25 bed institutional facility. This approach resulted in 16 areas: four single counties plus 12 clusters of 3 to 15 counties. Such a distribution of resources into these specific geographical areas is suggestive of how a Regional organization decentralized structure could be established.

C. Implications

There are at least several general issues suggested by the analysis just summarized. The first has to do with the interaction among placements. Factors which impact directly on one program may cause a secondary impact on a second program. The implication for policy making is that policies designed to affect one program should be analyzed in terms of potential impact on other programs. One example, cited in the text, is the potential impact on CRC facilities of an increase in the number of youth served by the public institutions.

A second example of interaction is the potential impact on private purchased facilities. This raises a second issue beyond the

first: The Department of Social Services' posture in regard to the private sector. That is, to what extent is it in DSS interest to support measures to insure the maintenance of extensive private resources?

Third, a management problem exists when a period of resource scarcity is expected to be followed by a period of resource abundance. The issue is whether to expand resources to meet the peak load or develop strategies to address the overload without adding resources.

In the recent past, youth services programs have been expanding to meet the needs of youth in the State of Michigan. There has been an expansionist psychology. The overall prospect for the future is first a period of stability and then a decline in caseload numbers. This condition requires a different psychology. It also presents an opportunity to evaluate and fine tune programs.

Finally, it was noted that the discontinuities caused by major policy shifts tend to overwhelm whatever trends may otherwise exist in facilities' utilization patterns. This was offered as the major reason projections may not be regarded as predictions. There is another implication of that observation which should be noted: That, "the future in facilities' utilization patterns will largely be what the present and future policy decisions determine them to be."

D. Recommendations

1. No further expansion of institutional facilities appears necessary at this point in time.
2. CCPIS as a management information reporting system should be strengthened to include sufficient staff to provide accurate data especially on the youth treated by courts and private institutions.
3. Continuous detailed monitoring of shifts in the distribution of placements in both private and public facilities is necessary to accurately project future needs for such treatment resources. Without such historical data and thorough analysis the criteria for such decisions may be primarily motivated by political pressure from short-term crises. Any potential policy changes, laws or program revisions could alter these projections and thus should be reviewed in terms of consequences for the present and future placement dis-

tribution or number of youth committed to DSS.

III. COMPARATIVE OUTCOME STUDY

A. Methodology

The comparative outcome study examines a sample of 960 delinquent youth, released from DSS placements over a three year period. The placements ranged from high structure institutional settings to low structure group home or own home situations. The sample for this phase of the study is not entirely representative and the findings are to be viewed cautiously.

The variables under scrutiny include client characteristic data (i.e., age, sex, race, age at program entry, level of aggressiveness) placement type and outcome three months and twelve months after release. The outcome measure is a measure of **recidivism**, indicating whether a youth was arrested or convicted during the follow-up period.

The data base was examined utilizing a variety of statistical tools. The most instructive method with the present data was cross-tabulational analysis, which yielded the following preliminary findings.

B. Findings

1. Age at program entry interacts with placement (or structure of placement) and contributes to the "prediction" of post-release success.

Youthful offenders who are **older** at program entry are generally more successful, a phenomenon due in part to their employability. **The success rate decreases as age decreases in the more highly structured, task-oriented placements** (e.g., Maxey/Adrian, Camps) and Michigan Expeditions. Youth under fifteen years of age are generally not desirable candidates for state institutions. The reverse is true for the less structured or familial settings (e.g., group homes).

In the less structured, familial treatment settings, the younger youth are more apt to benefit.

Youthful offenders achieve different rates of post-placement success depending on their history of delinquent behavior and the type of placement received.

2. **Aggressive-injurious youth, the serious felons, tend to be treated with relatively uniform success across placements.**
3. **Within placements, serious felons achieve relatively different success rates.**

After completing institutional placement, the serious felons are the most successful youth. The less aggressive youth (including status offenders) are less likely to benefit from institutional placement.

Conversely, after group home placement, the serious felons are the least successful whereas the less aggressive youth are more apt to succeed.

The findings suggest that status offenders and other non-aggressive youth are best treated outside the institutional setting. These data lend support to the present status offender policy prohibiting institutional placement for youth whose offenses would not be crimes if committed by an adult.

The Felony Offender Policy of 1976 requires, with allowance for exceptions, that serious felons, the aggressive injurious youth, be placed in state institutions. The evidence from this study does not refute this policy, but suggests that **some** serious felons can benefit from less structured placement, and may be less apt to recidivate after community treatment. The Felony Policy should be weighed carefully regarding its benefits to the community as well as to the individual youth. Data suggest that exceptions to the felony policy be retained, and that further study of the factors that distinguish felons be continued.

The basic findings are summarized in Table 6 in the Comparative Outcome Study.

C. Implications

The data from this and other studies cited herein suggest that current treatments are generally of low effectiveness. In Michigan, some 40% of our delinquent clients commit at least one other offense within a year of release from placement. Our study suggests that certain characteristics of clients, in combination with specific placement-types, are associated with higher or lower rates of recidivism.

Additional research on a larger, more representative data base should provide a basis for a rational placement policy that will decrease recidivism among our delinquent state wards. To draw the greatest benefit from our increasing knowledge of programs and clients, we must rely less on the various placements and more on a matrix of services that will provide not only intervention and treatment but also more post-release support services in the community related to job placement. The best intended, highest-impact treatment program will be wasted for perhaps as many as half our clients unless provocations to delinquency (e.g., unemployment) and barriers to adjustment (e.g., lack of training and social skills) are reduced.

D. Recommendations

1. Further research is desirable to explore the variables that can increase the success rates of our clients and reduce criminal behavior.
2. Policies regarding status offenders and felony offenders should be retained, with emphasis on a more responsive and flexible felony offender policy.
3. Additional policy research and planning should precede the development of an expanded network of post-placement resources to aid in reducing provocations to crime and barriers to adjustment.

TABLE 6
THREE AND TWELVE MONTH OUTCOMES
Total Sample

OUTCOMES	PROGRAM RELEASED FROM															
	MAXEY/ADRIAN		CAMPS		PRIVATE INSTITUTIONS		HALFWAY HOUSES		GROUP HOMES		CNRC		MICHIGAN EXPEDITIONS		TOTAL	
	3 Mo. N=94	12 Mo. N=67	3 Mo. N=41	12 Mo. N=36	3 Mo. N=71	12 Mo. N=70	3 Mo. N=269	12 Mo. N=188	3 Mo. N=166	12 Mo. N=106	3 Mo. N=34	12 Mo. N=33	3 Mo. N=188	12 Mo. N=79	3 Mo. N=863	12 Mo. N=579
NON-RECIDIVISTS																
(Successful)	73.4%	53.0%	61.1%	36.1%	64.5%	64.3%	84.4%	57.4%	90.4%	72.6%	88.2%	78.8%	81.9%	56.5%	83.0%	60.5%
RECIDIVISTS																
× Recidivism Level																
Non-Aggressive	12.8	16.7	16.7	16.7	5.6	10.0	4.8	9.0	3.0	6.7	5.9	9.1	6.9	14.5	6.4	10.7
Aggressive-Non Injurious	8.5	19.7	22.2	41.7	5.6	17.1	6.0	20.7	5.4	17.9	5.9	12.1	10.1	18.8	7.7	10.2
Aggressive-Injurious	5.3	10.6	0.	5.5	4.2	8.6	4.8	12.8	1.2	2.8	0.	0.	1.1	10.2	2.9	8.6
TOTAL RECIDIVISM																
(Unsuccessful)	26.6%	47.7%	38.9%	63.9%	15.4%	35.7%	15.6%	42.6%	9.6%	27.4%	11.8%	21.1%	18.1%	43.5%	17.0%	100%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

3 Month outcomes (P < .01, df = 6)
(Totals may not equal 100% due to rounding errors.) 12 Month outcomes (P < .001, df = 6)

END