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Key Performance Measures And Outcomes Juvenile Justice Services Through FY 2010

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Executive Summary

The following table presents a summary of key performance and outcome measures for the Wayne County juvenile services system. More substantive detail for each measure is provided in the body of this report.

Measure	Status FY 2009	Status FY 2010	Trend Line
New Case Activity / Cost Inputs			
New CMO Probation Cases	917	874	○
New CMO Commitment Cases	841	726	○
New Diversion Cases	557	819	○
New Prevention Cases	6,904	6,104	○
Criminal Behavior and Community Protection / Community Benefits			
Recidivism (Juviles in Commitment Status)	18.1%	18.8%	○
Felony Conviction During Active Enrollment	1.5%	2.2%	○
Successful Probation Completion	73.5%	70.6%	○
Successful Completion of Diversion	89.6%	92%	○
Committed for a Class I or II "Life" Felony	9.9%	8.5%	○
Resource Utilization / Cost Drivers			
Use of Short-Term Secure Detention ¹ (ADP) ²	250 Day	214 Day	○
Use of Non-Secure Rx ³ Placements (ADP)	665 Day	468 Day	○
Use of Secure Rx Placements (ADP)	225 Day	246 Day	○
Use of DHS Public Training Schools (ADP)	18 Day	2 Day	○
Term of Probation Less Than One Year	74.5%	81.6%	○
Adolescent Well Being			
Juveniles Diagnosed with Mental Illness (SED)	27.9%	31.0%	○
Improved "CAFAS" ⁴ Score (At Termination)	83.8%	93.0%	○
Escalation to Placement for Technical Reason ⁵	14.3%	15.0%	○
Unresolved Escape Rate	3.7%	3.5%	○
Finance and Administration			
Juvenile Services CCF ⁶ Expenditures	\$156.4 M	\$142.1	○
Title IV-E Revenue (Federal) ⁷	\$3.4 M	\$1.8 M	○
CMO Probation Caseload (ADP)	499	572	○
CMO Commitment Caseload (ADP)	1,786	1,331	○
Total Average Daily CMO Caseload	2,269	1,903	○
CMO Total Juveniles Served	4,810	4,702 ⁸	○
○ = Favorable	○ = STABLE		○ = UNFAVORABLE

¹ Detention is a short-term secure placement for juveniles awaiting completion of a legal proceeding (adjudication / disposition).

² "ADP" means Average Daily Population. It does not equate to total youth served.

³ "Rx" means treatment placement.

⁴ "CAFAS" means Child & Adolescent Function Assessment Scale. It is a recognized psychometric instrument for measuring well being. CAFAS evaluates functional impairment in youth attributed to behavioral, emotional, psychological or substance abuse disorders.

⁵ Measures escalation of adjudicated juveniles (probation/commitment) initially assigned to in-home that are subsequently transferred to placement for technical (no new criminal conviction) reasons; as approved by the court.

⁶ "CCF" means Child Care Fund. CCF is the primary funding source for Wayne County's juvenile services system. The CCF is a 50/50 cost-sharing (uncapped) formula between the County and State. Data represents cost for all elements of the system.

⁷ Title IV-E reduces county and state general fund expenses.

⁸ Total count includes "fiduciary" only cases assigned to CMOs for pre-disposition private detention only.



Report on Key Data Indicators Juvenile Services

New Cases on Probation or Commitment Status

In 2009 the court enacted a policy that “probation” would mean only in-home care and “commitment” would mean only institutional placement (followed by a six-month post-care period). In FY 2010 new probation and new commitment intake activity declined by 9.0%. In a departure from historical practices, the court (last two years) has placed more juveniles on probation with the CMOs compared to those committed for out-of-home placement.

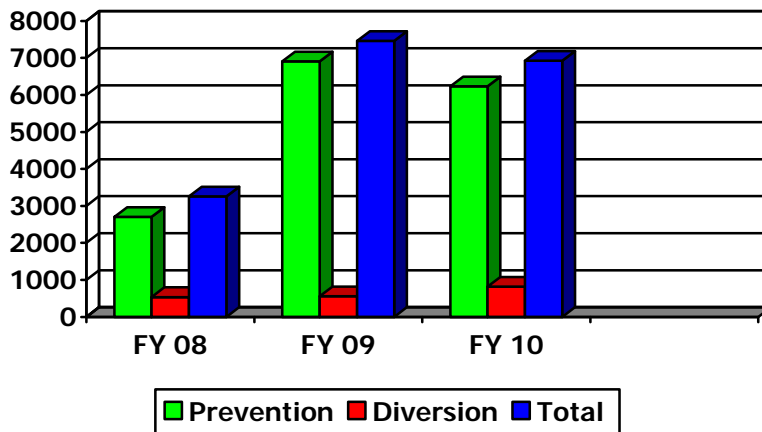
Table 1

New Court Probation and Commitment Trends Assigned to CMO Agencies					
Fiscal Year	Number of Commitments	Annual Rate of Change	Number of CMO Probation Cases	Annual Rate of Change	Probation & Commitment Combined
2010	726	-13.67%	874	-4.69%	1,600 ↓ 9.0%
2009	841	-18.8%	917	25.3%	1,758 % ↓1.0%
2008	1,038	+2.1%	732	-27.3%	1,773 ↓12.5%

Diversion from Formal Court Processing

WC-CAFS’ support of an accountability-based service continuum, through prevention and diversion, offers an expanded array of community-based service options for youth that are identified as at risk of entering the formal justice system. Graduated sanctions broadly refer to the continuum of disposition options that the Prosecutor and Court have at their disposal for delinquency reduction, without requiring formal legal processing. The past two years community-based prevention services have increased substantially, as evidenced by the following chart:

Chart 2



To curtail the number of juveniles entering the formal justice system, WC-CFS and the Prosecutor, with assistance from the Court, initiated a diversion option called “Correct Course.” Since its inception in FY 2007, more than 1,900 juveniles have participated in Correct Course through FY 2010. A successful outcome in Correct Course is defined as no new (authorized)

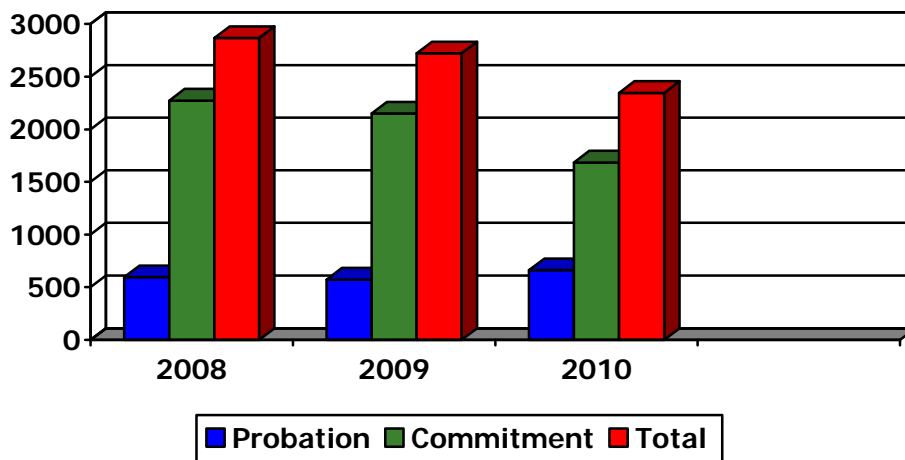


petition or warrant for one-year after program termination. Since inception, 92% of the youth that completed the one-year post measurement period have remained out of the formal system.

CMO Probation and Commitment Caseloads

The total caseload for adjudicated youth court ordered to the CMOs has been consistently declining. The following table presents a point-in-time caseload count (February) for a three year period.

Chart 3



As CFS works to contain juvenile services costs, while insuring that legal mandates are properly delivered, new case intake activity and the overall adjudicated caseload is a significant cost driver. Probation cases are the least costly cases assigned to a CMO. “Commitment” case trends are especially significant as these juveniles comprise the highest cost cases, as they are assigned to institutional care. It is noteworthy that the commitment caseload (ADC) has declined 23.4% since FY 2008.

Table 4

Fiscal Year	Probation Caseload	Commitment Caseload	Total Average Caseload
2010	572	1,331	1,903
2009	499	1,786	2,285
2008	545	1,940	2,485

The ongoing CMO caseload of commitment and probation cases is at an all time low since inception of the county operated juvenile services system (2000).

In 2009 the court implemented a fixed-term probation model for juveniles assigned to CMOs. The option of indeterminate probation was also retained. By FY 2010 82% of juveniles were on probation for less than one year. The following table reports on the actual terms of probation (for juveniles terminated from probation).



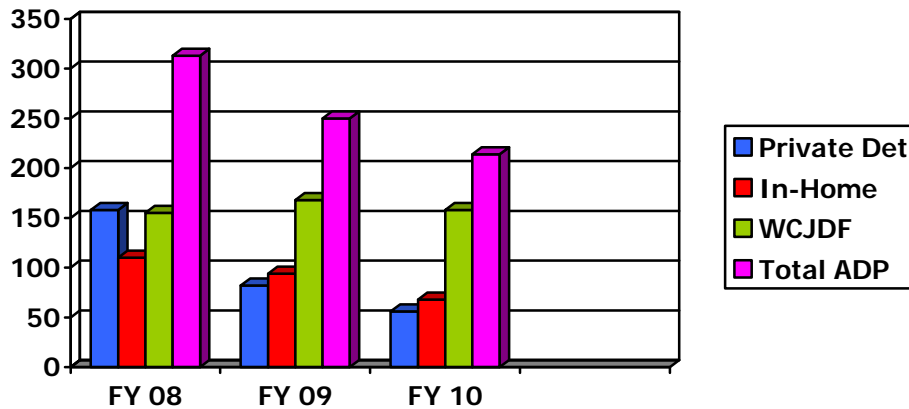
Table 5

Length of Time on Probation for Juveniles Assigned to CMOs		
Term of Probation	FY 2010	FY 2009
185 Days or Less	34.6%	27.1%
186 Days to One Year	47.0%	47.5%
Greater Than One Year	18.4%	25.4%

Short-Term Detention Utilization

Secure detention utilization dropped by an average 61 juveniles a day in FY 2010 to an average daily population of 214. The ADC includes the county’s secure Juvenile Detention Facility. Since 2008 the ADP has declined by 31.6% (99 less youth per day).

Chart 6



Technical Escalations from Community Based Supervision to Residential Placement

Historically in Wayne County, many juveniles were initially placed in medium and high security facilities because they violated technical conditions set by the Court (i.e. curfew, school attendance, peer associations, drug use, etc.). One study in the late 1990s reported that two-thirds of the admissions to the State’s most secure juvenile facilities were for technical violations, not new criminal convictions. Research clearly shows that multiple placements are one of the strongest risk factors associated with rehabilitative “failure” in the juvenile justice system. While the majority of cases in Wayne County are now assigned for in-home services for probation and post-care, fewer juveniles are escalated to more restrictive levels of custody for violations of community supervision standards.

Table 7

Juvenile Escalations for Technical Violations (Not New Criminal Convictions)			
CMO Agency	FY 2010	FY 2009	FY 2008
Black Family Development	14.5%	11.7%	10.0%
Bridgeway	8.0%	7.3%	13.3%
CCMO	18.31%	19.4%	11.5%
StarrVista	20.41%	19.4%	7.3%
WW-Growth Works	12.8%	13.3%	19.2%
Averages	15.00%	14.3%	11.4%



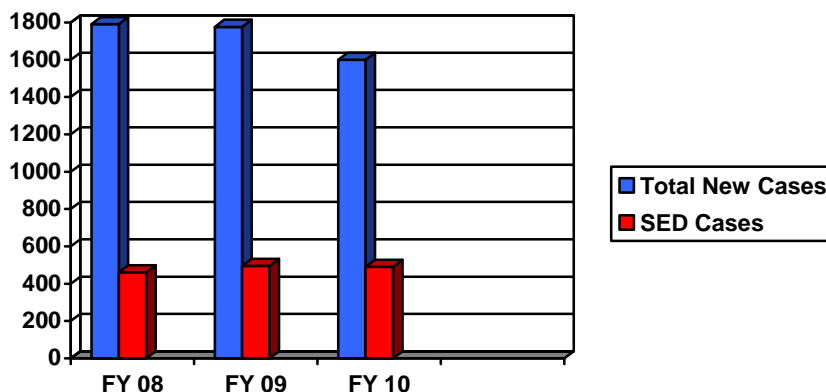
Table includes juveniles on probation that were temporarily transferred to inpatient substance abuse treatment due to positive substance screening and clinical evaluation (capped at 90-days).

Access to Mental Health Services

31% of all new probation and commitment cases ordered to WC-CFS in FY 10 were diagnosed with Serious Emotional Disturbance (SED). Through the uniform, comprehensive assessment provided by the JAC, SED youth are properly diagnosed. Competent and accurate assessment is essential in order to target and access necessary treatment services. In response to this large number of cases the Detroit-Wayne County-Community Mental Health Agency (D-WC-CMH) contracts with WC-CAFS for the provision of Medicaid funded assessment and counseling services. The Juvenile Assessment Center delivers these contractual services that facilitate access to mental health services in the D-WC-CMH provider network. Detroit-Wayne County Community Mental Health vendors provide community based mental health services to adjudicated youth diagnosed as SED and assigned to a CMO.

The CMO is responsible for case management and court services. Specialized mental health services are provided by a CMH authorized vendor. The Detroit-Wayne County-Community Mental Health agency (through Pioneer Behavioral Health) confirms the SED diagnosis and authorizes access to services.

Chart 8



Use of DHS Training Schools

At the end of FY 2010 only two (2) juveniles from Wayne County were in placement at the DHS Maxey Training School. In the last decade, the average daily population of juveniles in DHS training facilities has declined to two (2) compared to a high of 731. In January 2010 the *per diem* at Maxey Training School was **\$626.54**.

Table 9

Placement in DHS Public Training School Facilities-Average Daily Population from Wayne County												
1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
731	597	529	240	107	40	34	46	45	38	44	18	2

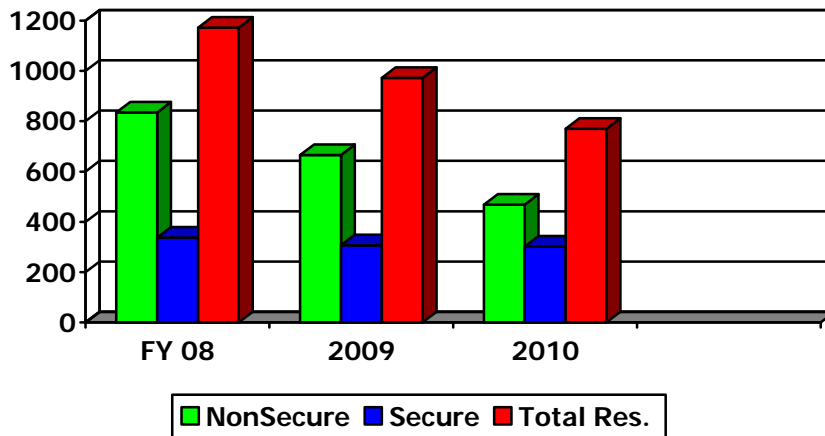
Private Agency Residential Placements

Residential care utilization has declined for three straight years. The steepest decline has occurred in non-secure placements. As more diversion options have come on-line through



Correct Course fewer misdemeanants, status and other low risk offenders are being placed in non-secure residential facilities. This is reflected in the 44.1% drop in non-secure placement days-of-care since FY 2008. In comparison secure placement utilization has declined only 10.5 % over the same time period. Serious and high risk juvenile offenders are being appropriately placed. The following chart presents residential utilization trends for a three year period:

Chart 10



Probation Outcomes

In FY 2010, 70.6% of juveniles successfully completed their term of probation and did not end up in an out-of-home placement. A successful outcome is defined as positive case closure (i.e. fulfillment of the terms and conditions of probation) by the court. Juveniles that the court changes from probationary status to DHS (state ward) commitment status are defined as unsuccessful.

Table 11

Probation Outcomes and Escalation in Legal Status					
CMO Agency	FY 2010 Release Status		FY 2009 Release Status		
	Successful	Escalation	Successful	Escalation	
BFD	71.1%	28.2%	72.5%	27.5%	
Bridgeway	69.9%	30.1%	77.7%	22.3%	
CCMO	69.5%	30.5%	78.4%	21.6%	
StarrVista	71.8%	28.2%	73.0%	27.0%	
Growth Works	70.7%	29.3%	63.6%	36.4%	
Averages	70.6%	29.4%	73.5%	26.5%	

The outcome “Escalation” means that the juvenile’s legal status was changed from probation to state ward commitment, resulting in out-of-home placement. The escalation category also includes juveniles on unresolved escape status, juveniles assigned to probation that could not be physically located by the CMO and those juveniles who failed to adhere to the terms and conditions of probation within the first 30-days of assignment to a CMO and a violation of probation petition was filed.

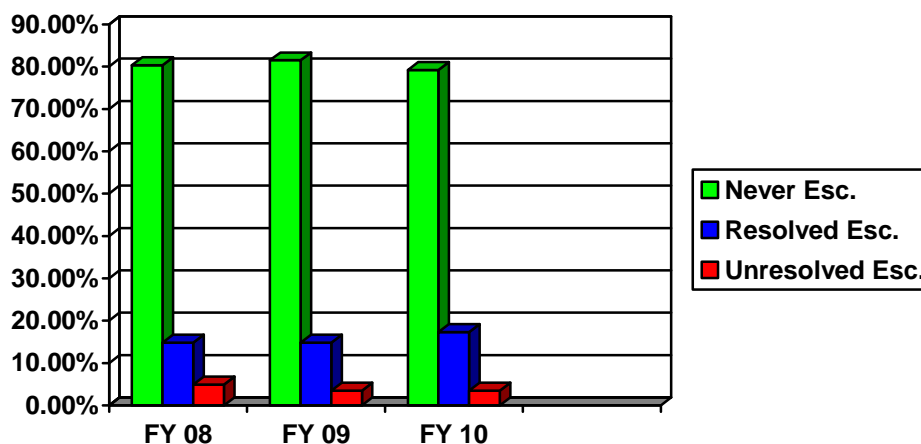


Escape from Jurisdiction

Retention of juveniles under community supervision and in residential placements is a key metric for public safety and wellness. Escape is defined as any unauthorized departure from a residential facility and must be immediately reported to local police and the Sheriff's Warrant Enforcement Bureau. When an adjudicated juvenile assigned to community based supervision cannot be physically contacted for three days, the CMO notifies the court. The CMO files a Writ of Apprehension with the court whenever a juvenile's status changes to "escaped."

On average 15% youth were temporarily placed on escape status but they were subsequently apprehended and returned to supervision. 3.5% remained on escape status (without resolution).

Chart 12



Recidivism for Juveniles in Commitment Status

The number of juveniles' adjudicated/convicted of a new felony offense while actively enrolled with a CMO remained low over the past three years. The County's care management process features active engagement of local police agencies in dealing with juvenile offenders after they have been convicted and sent to the CMO for supervision and treatment. Community stakeholders are recruited to assist in monitoring the progress of all youth charged with crimes and assigned to CMO agencies. Aggressive drug testing and drug treatment, along with family intervention, are some of the keys to successfully serving and retaining juveniles in community-based programs. A low offense rate is especially noteworthy given the expanded number of juveniles assigned to a community- based level of care, with a significant increase in street time.

Table 13

Juveniles Convicted of a New Felony While Under Active Jurisdiction Juveniles in Commitment Status			
CMO Agency	FY 2010	FY 2009	FY 2008
BFD	5.10%	1.60%	1.00%
Bridgeway	2.90%	3.70%	3.30%
CCMO	5.20%	<1.0%	1.90%
StarrVista	4.10%	7.80%	1.30%
WW-Growth Works	2.10%	<1.0%	1.90%
Averages	2.2%	1.50%	1.80%



The CMO recidivism rate in FY 2010 was 18.8%. Recidivism is measured for juveniles in state ward commitment status. Juveniles are tracked for two consecutive years following official court case termination from state ward status. Recidivism is defined as conviction for a felony offense within the two-year measurement period. With the success of the Correct Course diversion program, increased use of home-based services and positive outcomes for Probation, committed cases are comprised of the most complex and high risk cases in the juvenile services system. Most juveniles in commitment status are placed in residential institutions, including specialized behavioral health care facilities for seriously emotionally disturbed, substance abuse, sex offenders and chronic and violent offenders. Recidivism for this population therefore represents outcomes for the most challenging cases in the system.

Table 14

Post-Termination Felony Conviction Measured Two-Years Post Termination		
CMO	FY 2010 Recidivism Rate	FY 2009 Recidivism Rate
BFD	19.5%	17.5%
Bridgeway	13.2%	22.6%
CCMO	25.4%	15.4%
StarrVista	19.8%	20.2%
Western Wayne – Growth Works	13.0%	15.2%
Averages	18.8%	18.1%

Federal Title IV-E Revenue

Throughout FY 2009 – FY 2010 special emphasis was placed on maximizing federal Title IV-E revenue. Title IV-E provides cost reimbursement for eligible juveniles placed in eligible out-of-home facilities and saves the county general fund tax revenue. This is referred to as “foster care maintenance.” The Third Judicial Circuit Court established a Quality Assurance process to maximize court order compliance with federal requirements. Title IV-E maintenance revenue has increased substantially in the past two years. Progress has been made with juvenile justice in that IV-E revenue has averaged about \$1.9 M for the past three years.

However, overall Title IV-E revenue for Wayne County has plummeted a staggering \$56.5 M or 75% since FY 2000. Outside of Wayne County the decline has been a more tempered 27.1%.

Title IV-E revenue claims for juvenile justice have been substantially impacted by the declining use of non-secure placements (most secure placements are not eligible for Title IV-E). The potential pool from which claims can be made has declined 34.5% since FY 2008. The following Table summarizes Title IV-E revenue trends in Michigan since FY 2000:

Table 15

Title IV-E Revenue Trends in Michigan											
Location	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010
Out-State	\$95.0 M	\$97.6 M	\$96.5 M	\$83.5 M	\$75.8 M	\$77.4 M	\$66.0 M	\$61.0 M	\$58.1 M	\$59.1 M	\$69.3 M
Wayne County	\$75.4 M	\$75.1 M	\$66.7 M	\$56.8 M	\$47.6 M	\$36.7 M	\$19.5 M	\$18.2 M	\$15.9 M	\$24.5 M	\$18.9 M



Total State	\$170.4 M	\$172.7 M	\$163.3 M	\$140.3 M	\$123.4 M	\$114.1 M	\$85.5 M	\$79.2 M	\$74.1 M	\$84.5 M	\$88.2 M
Wayne County's Portion of Total Title IV-E Revenue	44.2%	43.5%	40.9%	40.5%	38.6%	32.2%	22.9%	23.0%	21.5%	29.0%	21.4%

Key OS = Out-State, WC = Wayne County Only, State = All Counties in Michigan. Revenue includes both neglect and juvenile justice cases.

Addictive Behaviors and Treatment Needs FY 2010

Over 77.5% of committed youth self-report use of illegal substances and alcohol.

- Every juvenile entering the County's JDF is screened for use of substances – 58% of the detention admissions test positive for use of some illegal substance or alcohol.
- 3,045 substance abuse screens for 2,495 youth at WCJDF
 - 1,447 JDF admission youth screened positive for tested substances (58%)
- 5,033 unduplicated juvenile youth were screened in FY 2010
 - 3,784 males
 - 1,249 females
- Of the total 25,855 juvenile substance use screens analyzed:
 - 5,455 screens were positive for marijuana
 - 255 screens were positive for opiates
 - 43 screens were positive for cocaine
 - 643 screens were positive for amphetamines (may or may not be prescribed)
 - 15 breathalyzer screens were positive for alcohol
 - 509 youth refused to be AOD screened
 - 41 youth were underage and unable to be AOD screened without parental permission at detainment

Note: Drug screens must be authorized by court order.

1,824 youth were provided a Federally Approved Global Appraisal of Individual Needs Assessment specific to Substance Abuse Treatment acuity and severity (GAIN) to determine the treatment level of care recommended for documented substance abuse. Subsequent re-evaluations were also provided to address lack of treatment benefit and increased use. 756 youth were assessed at Level 3 (in need of residential substance abuse treatment). 734 youth were assessed at Level 2 (in need of Intensive Outpatient substance abuse treatment). 334 youth were assessed at Level 1 (in need of Outpatient treatment for substance abuse).

Juvenile Justice and Child Welfare Expenditure Trends

The "Child Care Fund" (CCF) is the primary funding source for Wayne County's juvenile services system and child welfare services (when such cases are not eligible for federal Title IV-E funding). The CCF is a 50/50 cost-sharing (uncapped) program between the County and State. Wayne County incurs expenses and then bills the State for 50% reimbursement of eligible expenditures. The County must submit an Annual Plan and Budget, subject to the approval of DHS.



WC-CFS is responsible for 50% of child welfare expenses for children that are not eligible for federal Title IV-E maintenance claims. Vendor payments are made by CFS and charged to the CCF.

Juvenile justice expenses declined 7.6% in FY 2010. The following table presents trends based on total expenditures for the CCF and State-ward charge-backs to the County.

Table 16

WC- CFS Child Care Fund and State Ward Board & Care (SWBC) Expenditure Trends Juvenile Justice and WCDHS Child Welfare 100% of Expenditures (1) (2)			
Program	FY 2010	FY 2009	FY 2008
Juvenile Justice CCF	\$150,433,671	\$159,532,130	\$163,378,558
Juvenile Justice State Wards (SWBC)	\$518,297	\$3,109,047	\$8,123,842
Juvenile Justice (1) Total	\$150,951,968	\$162,641,177	\$171,502,400
Less Revenue Collections (3)	(\$8,332,887)	(\$8,221,502)	(\$10,629,228)
Net Juvenile Justice Expenses	\$142,619,081	\$154,419,675	\$160,873,172
"JJ" Annual % Increase/Decrease	(7.6%)	(4.0%)	4.0%
Juvenile Justice Cumulative Rate of Change FY 08 – FY 10	(11.3%)		
DHS CCF Neglect/Abuse	\$35,683,936	\$36,136,049	\$31,328,922
Neglect/Abuse State Wards (SWBC)	\$13,829,637	\$16,777,548	\$18,387,000
Neglect/Abuse Total	\$49,513,573	\$52,913,597	\$49,715,922
DHS Annual % Increase/Decrease	(6.4%)	6.4%	(6.7%)
Neglect/Abuse Cumulative Rate of Change FY 07 – FY 09	(0.004%)		
Total CCF Expenditures DHS & WC-CAFS	\$177,784,720	\$187,446,677	\$184,078,252
Net CFS Grand Total CCF & SWBC Expenditures (2)	\$192,132,654	\$207,333,272	\$210,589,094
Annual Rate of Change (Increase/Decrease)	(7.3%)	(1.5%)	(0.02%)
Cumulative Rate of Change FY 07 – FY 09	(8.8%)		

Notes:

- (1) Costs Shared 50%-50% By State and County
- (2) Table does not include the Court or Prosecutor components in the Child Care Fund, as these services are not administered or paid for by WC-CFS.
- (3) Table does not include costs for neglect/abuse wards funded by federal Title IV-E. Title IV-E for juvenile justice cases is included in the "collections" row.

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