

HOME INTENSIVE CARE:
A COMMUNITY ALTERNATIVE
IN MICHIGAN JUVENILE CORRECTIONS

by

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ABSTRACT

This essay examines qualitative and quantitative methods in program evaluation, specifically, a novel community-based treatment program for delinquent state wards. The qualitative portion consists of a discussion of program environments, both theoretical and bureaucratic, and a description of program processes. Included is a case example. The quantitative analysis utilizes a quasi-experimental design to examine program cost effectiveness relative to an existing institutional treatment alternative. Finally, a critique is offered.

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I

INTRODUCTION

The problem of juvenile crime, because of its pervasiveness and the tenacity with which it resists resolution, continues to perplex policy-makers and demand the expenditure of enormous resources, both human and monetary. Theoretical confusion and ideological conflict characterize the juvenile justice system in the United States. Nonetheless, practitioners and decision-makers are thrust into a pluralistic service environment and, pressed by the immediacy of the problem, forced to choose the most efficient and effective from among a broad array of alternatives. The sometimes incompatible concerns of community safety and client needs often compete for primacy in the selection process. Fiscal and other practical constraints contribute to the dilemma.

The purpose of this essay is to assess the worth of an innovative treatment option for juvenile offenders in Genesee County, Michigan. At the same time, it will self-consciously explore that assessment to illuminate questions and issues relevant to program evaluation. This dual emphasis combines the question "what to choose?" with "how to choose?".

Following a discussion of methodology, a brief historical overview of the evolution of the juvenile justice system in the United States along with parallel developments in Michigan will be presented. Emphasis will be placed on the creation of the concept of delinquency, the emergence of the rehabilitative ethic and insitutionalization of the "parens patriae" philosophy, and the major reform efforts of the 60's and 70's. This

overview, combined with a discussion of the "culture" of the local bureaucracy and program linkages, attempts to place the evaluation in its socio-historical context. Next, the program itself will be described in terms of its processes, both formal and informal, and a case example will be offered. Subsequently, a model derived from the perspective of political economy will provide the basis for an empirical analysis of program cost/effectiveness relative to an established treatment alternative. Finally, conclusions and policy implications will be discussed.

The program to be evaluated is the Genesee County Home Intensive Care Pilot Project (HIC hereinafter). Rather than attempt to resolve any conflict that may exist between quantitative and qualitative approaches, it will be assumed that a mixed-methodological strategy is appropriate and acceptable. However, it is necessary to separate "the measurement, design and analysis components of the hypothetico-deductive and holistic-inductive paradigms" (Patton, 1980). The "ideal-typical" qualitative methods strategy makes use of:

1. Qualitative data
2. Naturalistic inquiry
3. Content or case analysis

and derives from the phenomenological, "verstehen" tradition. It is empathetic in nature and focuses on meaning. The hypothetico-deductive strategy, on the other hand, involves:

1. Quantitative data
2. Experimental (or quasi-experimental) research design
3. Statistical analysis (Patton, 1980)

and may be associated with positivist philosophy and the extrapolation of the methods of the natural sciences. Though easily characterized as dichotomous, these approaches are not of necessity incompatible. In a sense, they merely serve different purposes. "The hypothetico-deductive, natural science paradigm aims at prediction of social phenomena; the holistic-inductive, anthropological paradigm aims at understanding of social phenomena" (Patton, 1980). Stated somewhat differently, quantitative methods are nomothetic and search for laws that will apply to classes of cases. Qualitative methods are idiographic and concerned with the study of particular cases.

For the purposes here, the historical overview and program discussion (with case example) are "qualitative" in nature. The method employed was participant/observer and based upon personal experiences as project worker for the program under examination. The quantitative analysis will consist of a cost/effectiveness study, a quasi-experimental approach comprised of a statistical comparison of inputs, outputs and average costs.

II

THEORETICAL AND BUREAUCRATIC ENVIRONMENT

Historical Background - Ideological Forces

Juvenile corrections theory is rooted in the parallel development of classical notions of criminology and the creation of the concept of childhood (Empey, 1982) and represents an interweaving of corrections and child welfare movements (Lerman, 1982). "Contemporary juvenile corrections is a collage of older reforms and philosophies. The most prevalent theme is dissatisfaction with the state's role in preventing, treating, and controlling the problem of juvenile crime. Reformers and hard-liners alike lament unfairness in the administration of juvenile justice, the failure of the rehabilitation model, and the ineffectiveness of juvenile institutions." (Bartollas, 1981).

Prior to the 19th Century, punishment was the prevailing response to crime with no distinction between adult and youthful offenders. Corporal admonishments were cruelly and liberally administered with little, if any, thought to redeeming perpetrators (Empey, 1982). Following the American Revolution, a philosophy of restraint, grounded in the principles of classical criminology (Beccarria and Bentham, for example), gradually replaced purely punitive responses. Prisons and reformatories proliferated and confinement was meant to be in accordance with the nature and seriousness of the offense. Such responses, it was assumed by reformers, would deter current and would-be offenders.

The remainder of the 19th Century saw an increasing sensitivity to childhood as being qualitatively different from adulthood.

Charles Loring Brace, for example, established a "house of refuge" in 1854 and advocated the "placing out" of juveniles. (Lerman, 1975).

Positivistic theories agreed that through scientifically designed treatment, offenders could be changed - in fact, rehabilitated. By the first quarter of the 20th Century, juvenile courts had been established in all states and the "parens patriae" approach to juvenile justice had been adopted. "Underlying the entire juvenile justice system in the U.S. is the very strong philosophical implication that a juvenile is not fully accountable for his or her actions. Thus the juvenile court is paternalistic in approach (at least in theory), seeking to provide for the best interests of society and the youth, an attitude which is in stark contrast with criminal courts for adult offenders" (Miller and Montilla, 1977). Implicit is the notion of "right to treat" (Lerman, 1975), which emphasizes client "needs" over client "rights". (Gaylin et. al., 1978).

Bortner (1985) elaborates

"In contrast to the emphasis on equity before the law that exists within adult criminal justice, the juvenile justice system incorporates a model of substantive justice in which treatment designed to fit the offender is the espoused goal...This judicial philosophy has provided the justification for a unique organizational structure characterized by discretion and flexibility, and is one in which the alleged offense is not the sole or even the primary consideration."

The "state as parent" philosophy permeates the American juvenile justice system:

"The progressive tradition that took hold in the United States during the first two decades of the twentieth century and persisted right through the middle of the 1960's gave remarkable primacy to the idea of state as parent. Far more than a rhetorical flourish or convenient metaphor with which to galvanize public support, this concept shaped reformers' definitions of the proper realm of state action and perhaps

even more important, the appropriate methods for the state to adopt in fulfilling its goals. The ideal dictated not only the ends but the means of doing good." (Gaylin et. al., 1978).

With the advent of the 1960's, the rehabilitative ethic was criticized both at the empirical and theoretical levels, from several directions. Several perspectives emphasized broader social issues or "structural deficiencies".

Reintegration

Rather than retribution or rehabilitation, this view held that social inequality and limited opportunity were at the core of delinquency. Therefore, communities, not courts must be responsible for their children. In other words, "what was needed was a national youth policy designed to produce legitimate behavior rather than a juvenile justice policy designed to punish or reverse the effects of illegitimate behavior". (Empey, 1982). Focus on the juvenile offender alone is not enough. The immediate social environment must be considered as well. Moreover, "not only the family and school but also economic and governmental organizations define the 'opportunity structure' and the 'control systems' that impact on the rate of social deviance. So corrections and criminal justice must depend heavily on the total social structure for rational solutions to the problems of delinquency and reintegration of the offender". (Adams, 1975). Empey adds: "Racial and economic discrimination should be eliminated, hope instilled in the members of lower-class families, education enriched for all, and legitimate work opportunities made available. If the under-class children of the country were reintegrated into the mainstream of American life, their motives for committing delinquent acts would be removed and the worst features of delinquency eliminated". (Empey, 1982).

Radical Approach

A more radical view arose based on Marxist doctrine. The problem was viewed as the "oppressive" social order within which the failures of the capitalist system - political, legal, and economic - perpetuated, among other injustices and problems, juvenile crime. Resolution of the problem of delinquency could not be achieved without the enhancement of working class consciousness and replacement of capitalism by a proletariat-dominated socialist society (Quinney, 1977).

Labeling Theory and Non-intervention

This view arose out of symbolic interactionist theory (Meade, Cooley) and disenchantment with the status quo. Martinson's "nothing works" (1974) seemed to be taken as a positive statement as labeling theory produced a non-intervention approach (e.g. Schur, 1973). The deleterious effects of institutionalization and stigmatization exacerbated problems of delinquency. The efforts of the *parens patriae* progressives did harm rather than good by institutionalizing a self-fulfilling prophecy.

Neo-classical View

Representing the right extreme of the ideological spectrum, this view emphasized "just desserts" and "doing justice" as opposed to rehabilitating offenders or changing America's political and economic institutions. Having to some extent come full circle, notions of deterrence and the retributive ethic return.

Relevant Research

Empirical studies also did not support the efficacy of existing rehabilitative efforts. Bailey looked at one hundred evaluative studies

between 1940 and 1960. Each was based on empirical data with a manipulated independent variable. He concluded that "evidence supporting the efficacy of correctional treatment is slight, inconsistent and of questionable reliability" (Bailey, 1966). James Robinson and Gerald Smith examined evaluations of ten California corrections programs. They were predominantly controlled experiments, ostensibly reliable, rigorous and valid. They found "no evidence to support any program's claim to superior rehabilitative efficacy" (Robinson and Smith, 1971). Martinson (1971) echoed this pessimism when, upon surveying treatment evaluations, he concluded "there is very little evidence in these studies that any prevailing mode of correctional treatment has a decisive effect in reducing the recidivism of convicted offenders" (in Adams, 1975).

Deinstitutionalization

One significant outcome of these criticisms was a movement to deinstitutionalize youth. The creation and existence of the Home Intensive Care Program reflects the philosophy that institutional placement should be a "last resort". Such placements wrest youth from family and community and lead to "disculturation" or an "untraining" which renders the client "incapable of managing certain features of life on the outside" (Goffman, 1961). Youth, having spent months being "socialized" in the institution, must return to the community and most likely face similar stresses, temptations, and frustrations that led to institutional placement in the first place. Whatever personal problem resolution or treatment had taken place may quickly be undone. In fact, because of his or her dependency relationship with the institution, the youth may be less able to cope.

"Perhaps one of the worst aspects of juvenile institutions is that confinement takes place at such a psychologically critical time in the youngster's life. Many teenagers come into sexual awareness of themselves in unisex institutional environments in which development of normal attitudes and interaction with members of the opposite sex is impossible. Natural needs for personal attention, love, a positive adult model with whom to identify and achievement are almost totally frustrated" (Miller and Montilla, 1977).

Doeren and Hageman (1982) identified the problems of institutional treatment as violence, control - not rehabilitation, community severence, regimentation, lack of individualized treatment, overcrowding and inadequate facilities. Attempts to socialize may backfire and, through association with negative peers, youth become more delinquent and anti-social. Furthermore, "critics of traditional juvenile justice argued that the system failed to acknowledge the coercive nature of its unproven treatment efforts" (Bortner et. al., 1985)

As Lerman explains,

"there have been three major types of [Deinstitutionalization] of youth over a 150 year period. The first type was the removal of youth from adult facilities for dependent/neglected and wayward/delinquent/status offender youth. The second type of deinstitutionalization was the relocation of dependent/neglected youth into foster homes or into their own homes...The third type was the diminished use of both long-term traditional correctional facilities and the remaining dependent/neglected institutions, and their replacement with non-traditional youth facilities: Facilities for the emotionally disturbed, group homes and other private correctional facilities; and mental health institutions. Only the second type of deinstitutionalization resulted in actual decrease in institutional use; the first and third types have been associated with the increase in the variety and uses of institutions" (Lerman, 1982).

Based on commitment to community programs, as of 1975 Michigan ranked tenth among forty-eight states in deinstitutionalization efforts (Downs, 1976). In 1974, a survey conducted by the U.S. Bureau of the Census for the Law Enforcement Assistance Administration (LEAA), discussed a marked decrease in the use of public correctional facilities. However, a companion survey of private correctional facilities (conducted systematically for the first time) produced a surprising result: The private sector's population easily offset the deinstitutionalization of the traditional system. The private sector, in turn, is linked to the child welfare system and performs multiple functions for all types of youth, regardless of referral source (Lerman, 1982).

Delinquency Services In Michigan

Recent rhetoric of the Department Director and the impending merger of the Office of Children and Youth Services with the Family Services Division indicate a commitment to and preference for community-based family oriented treatment approaches (see for example, Outreach, July, 1984, 9 (5), The Detroit Free Press, 3-26-84). The explicit, official mission of delinquency services in Michigan is "to enhance the normal development of high risk youth through services provided by the department either directly or purchased" (DSS Service Manual, Item 811). Specific goals include the prevention of delinquency by promotion of productive behavior - being involved in school work or training - for P.A. 150 wards, "diversion" from the adult criminal justice system or from further penetration into the juvenile justice system, and protection of society from the violence of serious offenders by secure custody placements.

Whenever possible, efforts should be directed toward improving family functioning and avoiding the removal of youth from home. Therefore, two often contradictory concerns emerge:

1. Placement of youth in the least restrictive, yet most effective treatment environment.
2. The protection and safety of society.

Within the Michigan juvenile justice system, a number of treatment options have been developed which vary along several dimensions pertinent to these concerns.

Michigan and its juvenile corrections policies have reflected the larger ideological pluralism previously discussed. Legislative and administrative milestones mark the incipience of the rehabilitative ethic, increasing paternalism toward juvenile offenders and post-1960's reforms.

According to the Michigan Department of Social Services Delinquency Training Manual (October, 1982), in 1856 the House of Correction for juvenile offenders opened representing an early instance of the rehabilitative approach. "Treatment" emphasized school, work and training. In 1877, a board of commissioners was created to recommend grants for private agencies to supplement the services of public agencies. Shortly thereafter, the position of "county agent" was created expressly to provide supervision of youth in the community and investigation of youth brought before the adult court. The establishment of the county agent role intended to deflect youth from the adult court process.

In 1907, P.A. 6 was enacted and gave original jurisdiction, in the case of minors, to Probate Court. Juvenile court matters were no longer considered "criminal" in nature and required places of detention other

than jail. P.A. 6 also expanded the range of possible placement alternatives to youthful offenders.

In 1939 the passage of P.A. 280, also named the "Social Welfare Act", created the Department of Social Services at the state and county level, and P.A. 188 consolidated all previous juvenile law. The Social Welfare Act and amendments remain the basis for today's juvenile/probate code and proclaim the legislative preference for treatment of children in their own homes. Also, they extended jurisdiction of courts to adults in matters concerning the welfare of children. That is, parents could be ordered by a juvenile court judge to do certain things vis a vis their children (e.g. attending counseling).

In 1966, P.A. 119 expanded the role of the Department of Social Services and further broadened the array of services available to state wards. Again, the expressed preference was treatment in the community. In 1969, the Youth Parole and Review Board was established and became the primary legal body for youth committed to the Department. The Board operates in accordance with the Administrative Procedures Act of 1969. Contemporary delinquency services is also defined by P.A. 150 of 1974, titled the Youth Rehabilitative Services Act. P.A. 150 replaces P.A. 183 and P.A. 185 regarding youth in need of "training school" placements. Once again, it affirms a "treatment" or rehabilitative philosophy, "least restrictive" placement orientation, and "client needs" rationale. (M.D.S.S. Delinquency Training Manual, 1984). (See Appendix 1).

Summary

The collision of the "heroic" reintegrative vision with the "hands off" policies of the labeling theorists (coupled with the structural

criticisms of the left) led to a theoretical and ideological schizophrenia - an intellectual crisis (Empey, 1982). "Historically, each generation of correctional reformers has criticized the effectiveness of their predecessors - and then proceeded to behave as if their program or approach was effective in saving youth" (Lerman, 1975). In practice, the various ideologies and responses to juvenile crime - punishment, retribution, rehabilitation, reintegration - have existed with considerable overlap and resulted in a broad pluralism. Despite this reality, each theoretical epoch was ordained with great optimism but produced little other than

"an outpouring of criticism and dismay...when retributive punishments became too difficult for humanists to tolerate, the invention of prisons was hailed as a gesture befitting the most noble inclinations of humankind. The same was true of the rehabilitative epoch. Indeed, it is still unthinkable that concerted efforts should not be made to reclaim children from evil - that somewhere, under some set of circumstances, dedicated correctional workers can change young offenders and return them to society as healthy and productive citizens" (Empey, 1982).

However, "if our predecessors were determined to test the maximum limits for exercise of state power in order to correct imbalances, we are about to test the minimum limits for the exercise of state power to enhance autonomy" (Gaylin et. al., 1978).

Program Linkages - Bureaucratic Environment

In order to more fully understand the organization and processes of Home Intensive Care, it must be considered in terms of its broader context - agencies, organizations and resources that comprise its operating environment. First, the program is to be considered in terms of its position in the state bureaucracy. Next, the Genesee County Delinquency Services Unit and Diversion, Inc. define to a great extent, program

processes and philosophy. Other critical linkages include Probate Court and the Youth Parole and Review Board.

The Office of Children and Youth Services (OCYS), the executive director of which is appointed by the director of the Department, is "responsible for the planning, development, implementation, and evaluation of children and youth services conducted, administered, or purchased by the Department" under the authority of sections 400.114 to 400.128 of the Michigan Juvenile Code. Divisions responsible to OCYS include Institutional Services, Neglect Services, Delinquency Services, and Child Care Resources.

Within the state bureaucracy, the Home Intensive Care project represents an organizational, if not actual, collaboration of the Delinquency Services Division and Child Care Resources Division under the auspices of OCYS. In this case, participation in the Home Intensive Care project by Delinquency Services has been minimal; actually nothing more than tacit approval has been given. Overseeing of the program (at the state level) has been the responsibility of the Child Care Resources Division via a program consultant. Program implementation has been monitored through semi-annual compliance audits of case records. As the primary funding source, Child Care Resources has go/no go power over the program (shared with local delinquency personnel and the County Board of Commissioners). However, beyond these important strategic relationships, the day to day business of Home Intensive Care is firmly imbedded in the local county hierarchy, more specifically, the Delinquency Services Unit. It is here the program originated and where day to day management decisions are made. It is impossible to talk about Home

Intensive Care without consideration of the Delinquency Services Unit. It is the source of project clientele and a significant resource. Home Intensive Care could not exist without the support and cooperation of unit personnel. (See Appendix 2).

Culture Of The Bureaucracy

Essentially, since 1971, a "decentralized approach to state administered delinquency services has become official policy in Michigan" (Max, 1975). Prior to this shift, delinquency services in Genesee County involved caseworkers placing youth in state training schools. Youth committed to the state as delinquent wards had already received the services offered through Probate Court and, in most instances, were multiple felons. Placement out of the home and, for most, out of the community was perceived as necessary. Once a broad array of placement options became available to wards committed under P.A. 150 (1974), Probate Court in effect "got out of the placement business". This was due to rising caseloads and increasing economic pressure. If, for example, a Probate Court judge ordered a youth placed in a private residential treatment center, the county would be responsible for the entire cost of care. If, instead, the youth was made a delinquent ward under P.A. 150, for "appropriate placement", the cost of care would be equally shared by the county and the state.

Between 1971 and 1979, delinquency services in Genesee County was essentially a brokering process. Youth were variously placed, ideally, according to their particular needs. Community Services Workers were responsible for determining what services were necessary and making arrangements for their provision. Most "direct services" involved

post-placement monitoring. However, long-term institutional placement (public or private) is extremely costly (the average cost per youth is \$27,108 per year according to a September, 1983 Department memo). Fiscal retrenchment and the desire to reduce these costs, as well as concern over lengthy waiting lists for programs with dubious treatment results, caused some questioning of accepted procedure by policy-makers as well as local management and practitioners. There were increasing attempts to keep more youth in their own homes. These efforts culminated in the Genesee County Project for the Differential Use of State Ward Board and Care Monies or, the Home Intensive Care Pilot Project, in October, 1982.

In this author's opinion, the local bureaucratic climate at the time of program inception was characterized by uncertainty over layoffs and cutbacks, increased unionism and changes in upper-level management. The relationship of frontline staff (Community Service Workers) to management was becoming increasingly adversarial.

The Delinquency Services Unit itself consisted of two delinquency supervisors who shared direct responsibility and reported to a section supervisor. Front line staff included eight Community Service Workers (CSW's), two Youth Employment Specialists (YES), a shelter home worker and a group home worker, the last four being "specialized" CSW's. At start-up, one of the eight CSW's assumed an additional specialized role as project worker with existing caseload responsibilities divided among the remaining seven. A diversity of social work philosophies and techniques characterized the unit and, though degrees varied among staff, the project was reasonably well-accepted and supported. First level management had hinted a full-time position might be "saved" by participation and

caseloads were relatively low. Unit staff, despite major changes all around, had remained unchanged in recent months and practices and procedures were well established.

The next critical linkage for Home Intensive Care was with Diversion, Inc. Though the social workers and therapists were "subcontracted" by the state and organizationally responsible to the state per contract guidelines, administrative control remained with Diversion, Inc. Given the availability of numerous purchaseable services, the state bureaucracy through local offices, may seek the most efficient and effective services on the "open market" of the pluralistic service environment. A "partnership ideology" proposes that the joining of public and private creates "not merely bedfellows of circumstance and convenience but partners out of mutual objectives and interests" (Burd and Richmond, 1979). These objectives are both fiscal and humanitarian.

Diversion, Inc. is a private profit/non-profit enterprise existing since October of 1980 (prior to a reorganization at that time, it had for many years been called Victorious Christian Youth). Staff provide for-profit services to Genesee Conty Probate Court (Home Detention and Foster Care Diversion) and supervise several non-profit foster homes. Recently, Diversion, Inc. has expanded into the surrounding counties (mainly Shiawasee and Lapeer) as well as to Ohio and New York State. Staffing consists of ten full-time and one part-time employees, two casework supervisors and two partner/directors, one of which oversees the non-profit foster home aspect, the other, the remaining for-profit services. Home Intensive Care is provided for-profit, the per diem being \$11/day/youth for each day in care. The responsibilities of Diversion,

Inc. vis a vis Home Intensive Care are detailed in the contract agreement with the state. Basically, weekly contacts by a counselor and family therapist are provided. Certain reporting and documentation requirements are also listed. Diversion, Inc., as its name implies, has attempted to provide community-based alternatives to more traditional alternatives in juvenile corrections. Its existence and success reflects the perceived need of such alternatives within Genesee County and the immediate geographical area.

Home Intensive Care may be characterized as juvenile corrections as well as child welfare and, therefore, concerned with social control as much as with "helping" clients. Given conflicting concerns for the rights of clients and protection of the community, the statutory basis for state involvement is an important guiding force and practical constraint. The client population and nature of interventions, as well as the limits of agency discretion, are defined to a great extent by the Michigan Juvenile Code, as interpreted by Genesee County Probate Court, and the Youth Parole and Review Board operating under the Michigan Administrative Procedures Act (1969) guidelines.

Probate Court

According to the Michigan Juvenile Law Sourcebook (October 31, 1983), Chapter XIIA, 712A.1 of the Michigan Juvenile Code states, "each child coming within the jurisdiction of the court shall receive such care, guidance, and control, preferably in his own home, as will be conducive to the child's welfare and the best interests of the state and that when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to the care which should

have been given to him by them." These decisions are the responsibility of Probate Court.

Complaints of delinquency (as well as neglect and abuse) are first received by the Intake Office of Probate Court. Sources of complaints include schools, police, parents, neighbors, or other involved persons. The intake officer determines whether or not the juvenile court should or can become involved and whether or not a petition should be filed - the first step in the juvenile court process. At a preliminary hearing, assuming court intervention has been deemed necessary, the youth is typically either placed in detention or released to his parents or other responsible party (guardian or custodian). In cases of the latter, it becomes that person's responsibility to assure appearance at the subsequent formal hearing. Detention is usually perceived as necessary if the offense is serious (e.g. felony against person), the youth is a runaway risk, or diagnostic services are to be provided.

Once a petition has been accepted, a date for a formal hearing is set and the juvenile officer begins a social investigation. Though the responsibility of proving or disproving the alleged acts rests with the petitioner, the juvenile officer reviews and studies the background circumstances of the matter. Contacts with the youth, family, home, school, church, etc., as well as special diagnostic results, form the basis for program and treatment recommendations presented at the formal hearing.

The formal hearing takes place following the filing of a petition, completion of the social investigation, and serving of proper notices. It is here the judge decides whether or not to make the youth a ward of the

court and, if so, what disposition will be implemented. Dispositions include probation, placement in foster care, placement in a private residential treatment center, waiver to adult court, or commitment to the state under P.A. 150. The judge may also require parents to do certain things (e.g. attending counseling) intended to prevent further law violations. Clients are afforded a full panoply of rights and specific procedures and responsibilities are detailed in the Juvenile Code.

Youth Parole and Review Board

Youth committed to the state under P.A. 150 for appropriate placement comprise the client population of the Delinquency Services Unit from which participants in Home Intensive Care are selected. Youth, age 12 to 19, who have not responded to the juvenile court's efforts to keep them in or return them to their own homes, once committed, come under the jurisdiction of the Youth Parole and Review Board (YPRB). Because funding is shared, Probate Court retains certain jurisdictional functions (e.g. they too may terminate wardship) and although the YPRB has primary responsibility, this is a gray area. Historically, Probate Court has deferred to the discretion of the Board in all matters.

The YPRB operates according to the procedural guidelines established in the Michigan Administrative Procedures Act of 1969 (Act 306 of 1969 as amended) in accordance with the Youth Rehabilitative Services Act of 1974 (P.A. 150). The 1969 Act provides for "the effect, processing, promulgation, publication, and inspection of agency rules, determinations and other matters; to provide for the printing, publishing and distribution of the Michigan Register, to provide for state agency administrative procedures and contested cases and appeals from contested

cases in licensing and other matters, to provide for declaratory judgments as to rules; and to repeal certain acts or parts of acts" (APA, 1969). Act 150 gives the Department the legal base to determine individual placement of youth and to develop community-based programs. It is the foundation for services to delinquent state wards. The YPRB oversees these services.

The basic function of the YPRB in relation to county delinquency services is to provide an impartial decision-maker should a violation hearing become necessary. Such hearings are at the discretion of the ward's Community Services Worker in conjunction with supervisory approval, in matters involving misdemeanors, status offenses, or other violations of the youth's conditions of placement. Whenever a delinquent act is alleged that would be considered a felony if committed by an adult, the YPRB must be petitioned and a violation hearing is mandatory. Community Services Workers have the discretion to place youth in any setting among the array of possible alternatives with the exception of state training schools (however, initial post-commitment placement decisions may include state training schools without YPRB approval). That is, a state ward may not be removed from a previously state-approved placement to a state training school unless the YPRB determines the ward violated the conditions of his/her placement (e.g. through a law violation) and the training school is the most suitable placement. Status offenders are not eligible for such placement (though recently in some extreme circumstances even this restriction may be waived via department exception policy).

Following the filing of a violation hearing request (DSS-1217) and proper notice to concerned parties, a violation hearing is conducted.

Legally speaking, a violation hearing is not a criminal proceeding; the youth has already been officially classified delinquent by Probate Court. It is, instead, more akin to adult probation or parole violation proceedings where more limited due process rights are afforded. Hearings are comprised of two parts:

1. Adjudication - determination if alleged offense did, in fact, occur.
2. Disposition - what the nature and extent of the response to the violation will be.

It is during disposition that the youth's Community Services Worker gives testimony related to problem identification and treatment recommendations. The two pivotal concerns of dispositional matters are:

1. Placement of youth in the most effective, yet least restrictive environment.
2. The safety and well-being of the community.

Hearings are presided over by one of several Administrative Law Judges employed by the YPRB. The three-member YPRB reviews the judge's findings and recommendations and issues a final order following majority vote. Interested parties, including ward and parents, are notified and procedures for reconsideration or rehearing are provided in APA 1969. Appeal also may be requested within sixty days of final order either in Genesee or Ingham County Circuit Court.

Summary

Programs such as Home Intensive Care do not exist in vacuums, neither ideologically nor practically; nor do they arise spontaneously from the bureaucratic morass. Instead they exist in a socio-historical context and are subject to the forces and influences that define that context. At a theoretical level, juvenile corrections may be characterized as

transitional, experiencing a redefinition of some of its basic suppositions regarding rehabilitation and paternalistic intent. Bureaucratically, Home Intensive Care exists in a broadly eclectic, pluralistic treatment environment with a policy emphasis on institutional treatment as a last resort, family orientation and a "client needs" philosophy. A decentralized approach places great discretion at the local county level.

III

PROGRAM DESCRIPTION

The Genesee County Home Intensive Care Pilot Project was implemented October 1, 1982 with the intention of providing "ancillary" services to selected P.A. 150 wards to either:

1. Avoid out-of-home placement
2. Facilitate early return from placement to the community.

The intended target population was defined as youth who would typically be placed in residential or institutional settings as determined by Community Services Workers.

Criteria for participation in Home Intensive Care were:

1. At least one non-status adjudication (that is, one offense that would be considered criminal if committed by an adult).
2. For newly committed wards, Probate Court recommendation of an out-of-home placement.
3. Psychological material indicating out-of-home placement.
4. School dysfunction, as indicated by the youth's cumulative school record, which portends the unlikelihood of graduation.
5. A finding of family dysfunction in the initial social investigation.

Home Intensive Care is a public/private partnership utilizing the purchased services of Diversion, Inc., a local for-profit helping agency in conjunction with a state project worker (CSW with a modified caseload). Treatment is meant to be relatively short-term and is provided in the environment within which the dysfunction has occurred. The focus of treatment is the family rather than the individual youth. Emphasis is

placed on the relationship of the family with the community, the relationship of the youth to the family as well as total intrafamilial functioning. Goals are individually determined and adjusted as the intervention develops. Particular attention is paid to school performance and development of community resources. A team approach evolved which is intended to provide flexibility, easy exchange of information, and coordination of strategies among treatment team members. Functional roles include:

1. Project (state) worker to structure the intervention and sanction client behavior.
2. Counselor to provide nurturance and support as well as offer practical strategies to youth and parents.
3. Therapist to provide therapy utilizing a "family systems" approach.

Each member typically meets with the youth and/or family weekly. Also, the team itself meets weekly to exchange information and refine and coordinate efforts.

Program length is ninety days (with the option of extension up to an additional ninety days). The average length of participation is sixty-one days. The maximum number of families in program at any one time is ten.

Case Chronology

Once a family is referred by the Community Services Worker and accepted into program the project worker assumes primary case responsibility for the ninety day program duration. Case materials are reviewed and the ward and family are interviewed. A treatment plan is devised and the case presented to the treatment team. Contacts by the family therapist and counselor are to be weekly, beginning within five working days of intake.

The initial program phase is probably the most stressful for the youth and family; they are literally inundated with services. Team objectives include obtaining a detailed picture of family functioning from which to elaborate and define goals. The diagnostic process is on-going and, as new information is assimilated, interventions are revised. A thirty-day report, prepared by the project worker, documents and summarizes the team perspective and action plan.

At this point, there is a leveling off of services. Weekly meetings provide multi-perspective feedback on interventions and allow for continuous strategy development and coordination. The process has a "brainstorming" quality and meetings are informal and lively.

The final program phase involves a "weaning away" of services and the gradual reduction of team involvement. Each team member attempts to provide a sense of closure and accomplishment for client families. The referring Community Services Worker's involvement escalates as the transition approaches. At discharge from program a termination summary chronicles what happened during the Home Intensive Care period, assesses current family functioning, outlines goals and recommends post-treatment strategies. Though the case typically returns to the referring Community Services Worker, the project worker is responsible for follow-up at one, three, six, and twelve month intervals to monitor the youth's living arrangement and any subsequent criminal court involvement.

Case Example

Rodney E.: Rodney's case was selected as an example because it is illustrative of the "normal" Home Intensive Care process, not because it was the most successful or even the most interesting. It does have

several important and unique aspects and exemplifies program flexibility. (See Appendix 3).

Rodney was referred to Home Intensive Care by the intake Community Services Worker following commitment under P.A. 150 for "appropriate placement". His committing offense was a serious felony against a person (reduced from assault with intent to murder to felonious assault) and required a mandatory training school placement according to Department policy. An "exception" was granted by the local county director allowing program participation. Rodney had been stealing on a regular basis and had been suspended from school several times. Rodney's parents, particularly his mother, were strongly opposed to placement out of the home and openly hostile to court and state intervention.

Allowing Rodney to participate in Home Intensive Care did much to defuse the mother's hostility and distrust. However, initial placement was with his sister. This asserted the program's authority and solved the immediate problem of hostility in the neighborhood. Rodney was allowed to return home approximately one month after program entry.

Finding positive activities to replace Rodney's stealing was an important team goal. Rodney had found stealing to be rewarding, both emotionally and financially. Martial arts was a particular interest and services of a local "school" were purchased. The rigorous reality of the martial arts did not, as it turned out, appeal to Rodney and, after several weeks, he dropped out. The experience did supply a "dose of reality" and may have caused Rodney to view himself more realistically.

The school setting was especially problematic in Rodney's case. The administration of the city high school Rodney attended was skeptical of

the program itself and suspicious of Rodney. Because of past behavior, even minor problems brought harsh reaction. After a rocky start, Rodney "settled down" in school. School incentive payments, it is believed, did motivate Rodney to attend regularly and, by program end, school officials acknowledged he seemed to have "turned around". Payments also may have removed some incentive to steal. Problems remained with Rodney's curriculum.

Once Rodney's behavior was more in control outside of the home, intensive efforts were directed toward the mother/son relationship. The primary intervention was to put responsibility for Rodney's behavior on the mother. This "prescribing the symptom" quickly exposed the mother's selective rescuing and covert influence. This was the impetus for her to return responsibility for Rodney's behavior where it belonged - with Rodney. Without the mother's implicit approval, Rodney's behavior became more socially appropriate.

There should be no illusions about the kind of changes that occurred. Short-term intervention, however intensive, cannot resolve the chronic emotional and behavioral problems of Rodney and his family. At best, significant immediate problems were contained. But, on the other hand, the strength of the technique should not be underestimated. Though within six months Rodney had quit school, he is no longer under state supervision and has had no further arrests or out-of-home placements.

Rodney's case reflects the diversionary intent of Home Intensive Care, program client definition, and the nature of client/program interaction.

Diversion

Home Intensive Care is an attempt to be less coercive and disruptive by providing a measure of system "diversion". In the recent past, confusion over nomenclature has clouded the diversion issue and hindered program evaluation (McSparron, 1980). Whether or not Home Intensive Care is truly diversionary is an arguable point. If, for example, by "diversion" it is meant an avoidance of any official process, then true diversion may be an impossibility; instead, supervision is merely transferred and problems of labeling and stigmatization remain (Bullington, et. al, 1978). In fact, the availability of so-called diversionary programs may create a "widening of the nets" effect in which youth who otherwise would have been counseled and released become embroiled in the juvenile justice system (Bohnstedt, 1978). Furthermore, "once labeled or identified as a client of the system, the offender is in a sense 'tracked', and it is then more difficult to get back into the mainstream of the dominant social circles of the community." As such, "diversion" may constitute a "route out of society" (Miller and Montilla, 1977). However, if successful completion of Home Intensive Care may in fact help the client avoid a more restrictive placement (e.g. training school), then "penetration" into the justice system will have been lessened. It is in this sense that diversion may be achieved.

Family/Community Orientation

Home Intensive Care holds the view

"Social work is characterized by a focus on transactions between the person and the environment. The family, as the intimate environment, should occupy a central place among social work's concerns...These concerns include not only transactions between the individual and the family, but also between the family and larger systems. The family is, in a sense, located between the individual and these larger systems that the family must negotiate to meet the needs of its individual members. Economic

and social pressures affect not only individuals but the family as a unit, undermining its structure while a variety of institutions assume its functions" (Hartman, 1981).

The family is seen as "self-defined" rather than based on biological or other ties and obligations. That is, the system of interpersonal relationships established over time which the client "brings" to the intervention is the primary service institution - the client. Family members are important participants in the treatment process rather than locked out of it.

Bureaucracy At Street Level

"In corrections, treatment is usually involuntary and takes place within a coercive context of social control" (Lerman, 1975). Because of the immediate nature of their interactions with "non-voluntary" clients, street level bureaucrats are characterized by 1) a relatively high degree of discretion and 2) relative autonomy from organizational authority (Lipskey, 1980). Street level bureaucrats "spend their lives in the corrupted world of service" (Lipskey, 1980). They try to do the best they can under adverse circumstances. The perception of inadequate resources, misdirected management decisions and intractable youth combine to frustrate and burn out workers so they

"develop techniques to salvage service and decision-making values within limits imposed upon them by the structure of the work. They develop conceptions of their work and of their clients that narrow the gap between personal and work limitations and the service ideal. These work practices and orientations are maintained even while they contribute to the perversion of the service ideal or put the workers in the position of manipulating citizens on behalf of agencies" (Lipskey, 1980).

Home Intensive Care team members possess a broad discretion that is characteristic of the larger system. "Discretionary choices can involve a

definition of what constitutes delinquency, whether distinctions will be made between degrees of deviance and deciding who will interpret the definitions of renewed deviance. Discretion can also be exercised regarding the standards, procedures, and limits used in conducting hearings and imposing sanctions. In addition, discretion can be directed toward organizational choices that influence fiscal costs and evaluation" (Lerman, 1975).

The relationship of street-level bureaucracies to their client populations is a function of the nature of their interactions. "In non-voluntary situations...helpers tend to relate not as partners, but as partisans. Each has a different definition of the problem and different loyalties, commitments and investments in outcomes. In short, each has his or her own axe to grind" (Murdoch, 1980). Oftentimes, conflict characterizes the "helping" relationship. "Restabilization" among individuals in conflict, rather than the mere provision of services, becomes the interventionist's goal. "Social interventions in non-voluntary situations thus tend to develop a 'political' rather than a personal service emphasis. That is, they resemble moves in a game of strategy more than efforts to render assistance" (Murdoch, 1980). The vicissitudes of the "corrupted world of service" often demand bargaining and persuasion and the strategic use of authority. This is reflected in Home Intensive Care's emphasis on problem solving, rather than socialization into a "middle-class" value system. Goals of treatment may conflict with the need to protect society. Furthermore, the ebb and flow of the local political climate vis a vis delinquent offenders is influenced by the recent level and nature of delinquent activity which, in

turn, influences decision-making by Community Services Workers, probate judges, the Youth Parole and Review Board, etc. Where policy meets the public, decisions are often expedient rather than prudent, concerned with fiscal rather than humanitarian matters. The reality of "treatment" therefore, lies somewhere between the official ideal and system ineffectiveness and professional delusions.

Summary

Home Intensive Care cannot be characterized as utilizing any particular approach or strategy, but rather as creatively flexible, attempting to adapt a solution to the problem, not vice-versa. The program itself is coercive and disruptive of family processes but is perceived as less so than out-of-home placement. Furthermore, there is an emphasis on community responsibility and the development and utilization of local resources.

IV QUANTITATIVE ANALYSIS

Conceptual Model

The analysis that follows is from a "political economy" perspective and involves applying micro-economic techniques to corrections programs. This type of analysis "highlights factors which are susceptible to manipulation by policy makers rather than factors inherent to the clients themselves which are either difficult, or perhaps even impossible to change, or are perhaps not socially desirable as alternatives" (Gray, et. al., 1978).

For economists, "criminal activities are an important subset of the class of activities that cause diseconomies" (Becker, 1968). The enormous social costs of crime include disutility to victims (through loss of something of value, perhaps life itself), disutility to potential victims (through fear and apprehension), and disutility to offenders (for example, the discounted sum of earnings foregone or losses due to restrictions in consumption and freedom while incarcerated). The purpose of the criminal justice system (or, in this case, the subset that is the juvenile justice system) is to, insofar as practical, reduce the social costs of crime through:

1. Deterrence of potential offenders
2. Deterrence of further crime by past offenders
3. Prevention of crime by current offenders (Hennessey, et. al., 1977).

Traditional criminology has explained crime and criminal behavior by applying various concepts of insanity, anomie, abnormality, deviance, deprivation, etc. Here the criminal is seen as uniquely motivated with an unusual "inner structure" resulting from "exceptional social or family circumstances" (Erllich, 1973). Economists, on the contrary, prefer a model which holds that "criminals" are "rational and normally calculating people maximizing their preferences subject to given constraints" (Sullivan, 1973). In other words, for those who commit crimes, their individual cost calculus leads to optimal, but illegal decisions (Hennessey, et. al., 1977). Furthermore, calculations are not presumed to be accurate. The "criminal" may overestimate benefits, underestimate costs, or both. It is precisely these "miscalculations" that make the offender appear irrational (Sullivan, 1973). Additionally, criminal and non-criminal activities are not mutually exclusive in the sense that all actions of "criminals" are illegal. Rather, illegitimate and legitimate behaviors compete and there are degrees of criminality (Erllich, 1973).

This "economic" viewpoint is not of necessity incompatible with the more traditional conceptualizations of criminal behavior. It does provide a framework for analysis of treatment modes as "productive processes" that may guide decision-makers in selecting among alternatives. However, the concerns of the juvenile justice system are not merely fiscal and decisions do affect the lives of human beings. Given concerns for justice, liberty, and dignity, the economic model may be considered an heuristic device - not a theory of motivation.

The following analysis attempts to quantify Home Intensive Care results for the start-up year, October 1, 1982 through September 30, 1983. One objective is to "describe" the client population along several

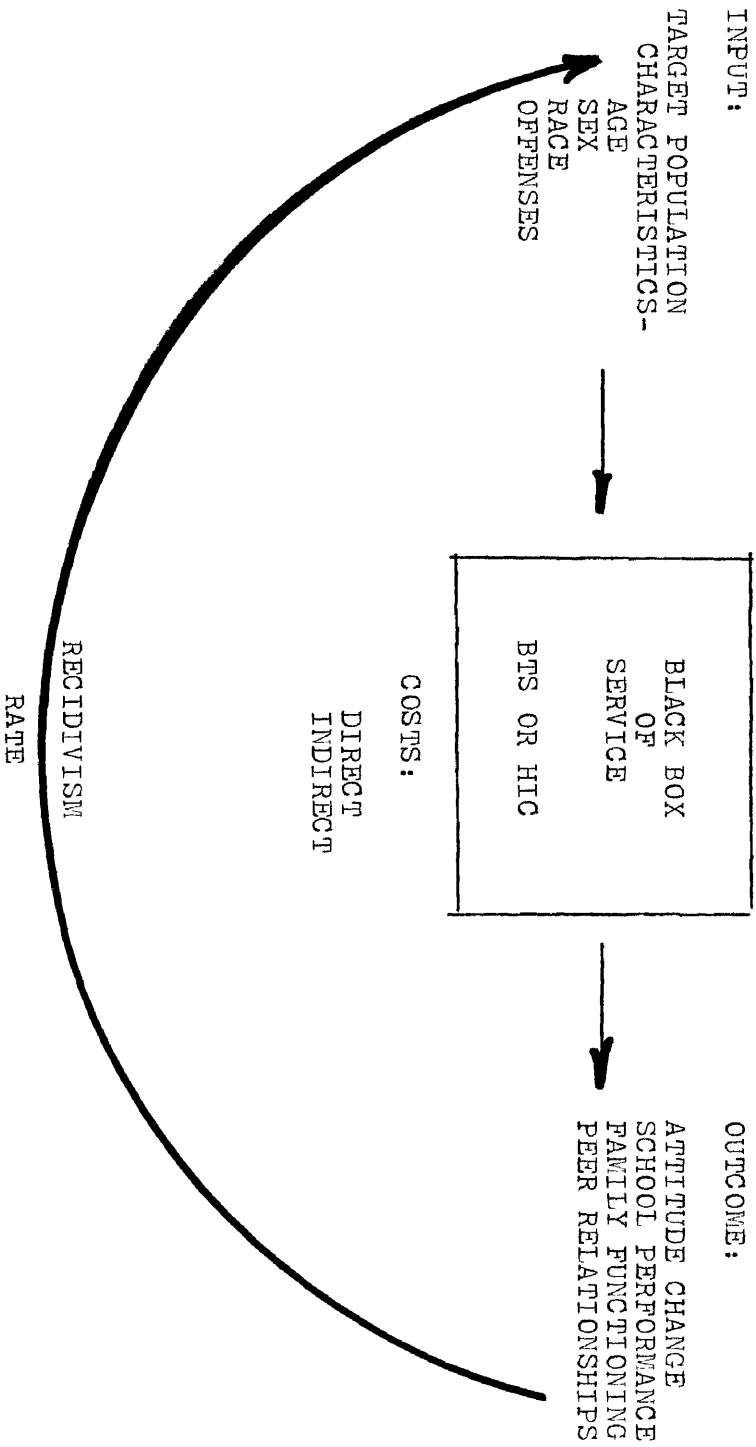
relevant variables. Next, Home Intensive Care will be compared with a state-administered institution. The analysis assumes Home Intensive Care and the institutional program are different "productive processes", each with a particular input (client population) and output (some kind of "rehabilitation"). Further, each entails costs, monetary and interpersonal, regardless of its processes. That is, even if the processes themselves remain ambiguous, positive statements about the relationship between costs and outputs may be made. First, the comparability of the respective client populations must be determined. Once a common output measure is selected, costs of each program may be compared in terms of units of output. This information may be useful to decision-makers in Genesee County relative to the viability of Home Intensive Care as an alternative to other living arrangements for P.A. 150 wards. (See Figure 1).

Comparison Program Description

The program with which HIC is to be compared is W.J. Maxey Boys Training School (and its counterpart, Adrian Training School which has both male and female clients. For convenience, both will be referred to as BTS as the programs are the same). Program selection was based on accessibility of data. Also, in many respects, BTS represents the opposite extreme of HIC in the spectrum of placements for P.A. 150 wards. The analysis is intended to be illustrative rather than definitive. BTS facilities are located at Whitmore Lake and Adrian, Michigan. Overall capacity is 460 beds. Average length of stay is 353 days/youth.

BTS is a total, long-term institution, highly structured and restrictive. The intended target population is comprised of those P.A.

FIGURE 1: CONCEPTUAL MODEL



(Adapted from Bohigian, 1977)

150 wards deemed in need of the most vigorous and restrictive setting available. This need is determined by the ward's Community Services Worker.

Since the early 1970's, a "peer culture" process, developed by Vorrath and Brendtro (1974) has been utilized. Positive Peer Culture, as it is called, "represented a radical departure from traditional autocratic methods of correctional administration and programming" (Miller and Montilla, 1977). The inmate population is the primary treatment resource to effect change in specific problem areas. (See Appendix 4). Groups of youth (usually ten), with the guidance of adult staff, are made responsible for the control of individual members as well as personal problem formulation and resolution. "Care and concern" for and by each group member creates a socializing milieu and daily group meetings are combined with on-grounds, individualized academics and rudimentary vocational preparation. For youth to "earn a release" from BTS, there must be a consensus among group members (overseen by staff team and YPRB) that all identified problem areas have been sufficiently "dealt with" or resolved.

At its best, BTS, via the Positive Peer Culture group micro-culture, does provide a "socializing experience" for youth. Often, however, youth fall short of their goals and accomplish only ritualistic resolution of problems. That is, they become "conversant" in PPC jargon rather than "converted" to its ideals and are able to "front" their way out of program. As such, the program favors the verbally adept. Other youth earn "maximum benefit" releases, a euphemism for particularly intractable or otherwise limited individuals who, although they have "problems"

remaining, are adjudged to have received all the "help" possible in the institutional setting. At its worst, BTS is subject to any and all of the institutional shortcomings previously described. To limit institutional placement, since mid-1981, a Case Assessment and Review Committee has existed to allow several private residential placements (Boysville, Starr Commonwealth, Eagle Boys Village and Camp Highfields) to screen each youth entering BTS for possible "diversion". (See Figure 2).

Hypotheses

In general, program target groups are presumed to be comparable, both in term of "inputs" and "outcomes". Specific hypetheses include:

1. HIC and BTS target populations are not significantly different by:
 - a. Age
 - b. Sex
 - c. Race
 - d. Socio-economic status
 - e. Offenses
 - (1) Person felonies
 - (2) Property felonies
 - (3) Misdemeanors
 - (4) Status offenses
 - f. Placements
2. HIC and BTS are not significantly different in outcome (i.e. recidivism and placements).
3. HIC is cost effective relative to BTS:
 - a. Cost/completion
 - b. Cost/day

FIGURE 2: BTS/HIC COMPARISON

DIMENSION	BTS	HIC
1. Structure	24 hours a day	3-4 contacts per week
2. Restrictiveness/control	closed institutional setting - inflexible	Open community setting - flexible
3. Punitiveness	Most coercive	less coercive
4. Disruptiveness	Youth removed from family/community	Treatment in situ
5. Time frame	360 days	90 days
6. Focus	Youth and peer relationships	Youth/family in environment

Hypotheses stated in the null form are done so for purposes of statistical treatment.

Operational Definitions Summary

1. Target Population - Those youth released from either BTS or HIC between October 1, 1982 and September 30, 1983 are to be considered (BTS n=28, HIC n=24). HIC youth can be further divided into "diverted" youth (those youth who would have been placed had HIC services not been available, n=16) or "early release" youth (those who were released early from BTS to participate in HIC, n=8). N=52
2. Age - Age at program completion (date of release).
3. Sex - Self-evident.
4. Race - White or non-white. Mixed racial backgrounds will be considered non-white.
5. Socio-economic status - Based on education, income and occupation of parents according to the taxonomy devised by Gilbert and Kahl (1982).
6. Offense History - Total offenses, by category (from collapsed Client Services Management Information system - CSMIS - categories in Appendix 5) for HIC and BTS groups committed prior to program placement.
7. Recidivism - Offenses committed, by category, for BTS and HIC groups subsequent to program completion regardless of disposition or outcome.

All "offenses", whether regarding history or recidivism, are defined as arrests, petitions filed, or other narrative case record documentation.

8. Placements - All post-commitment living arrangements other than own home, relative's home, foster care, group home or independent living. Also, stays in detention will not be considered.

Comparability of HIC/BTS Groups

All youth to be considered are P.A. 150 wards and assumed to be in a "high risk" category. A post hoc analysis was conducted to further establish group comparability (and secondarily, to describe HIC participants) and looked at age, sex, race, SES, offense history and placements prior to program participation.

Age

The relationship of age to delinquency is greatly influenced by cultural variations in attitudes toward the child. "In most countries, the incidence of delinquency is highest at some time during adolescence, usually between fourteen and sixteen, and falls away rapidly after twenty-one or, at most, twenty-five" (Gibbons and Arhrenfeldt, 1966). P.A. 150 wards in Michigan range in age from twelve to nineteen. However, youth are routinely prosecuted as adults at age 17. At 15, for particularly serious offenses, the offender may be waived to adult court. Status offenses (those which would not be considered criminal if committed by an adult) are "corrected" by attaining adult status (i.e. age 17). Finally, the younger the child at first conviction, the greater his or her chances of recidivism (Gibbons and Ahrenfeldt, 1966).

Findings

Operationally defined as "age at program completion", cross tabulation by program type (diverted youth, early release or BTS) showed significant differences between groups by age (see Table 1). The mean age

of BTS participants was 16 years, 9 months, while the average for HIC participants was 15 years, 9 months. Within the HIC group, early releasee's mean age was 16 years, 6 months compared to 15 years, 4 months for diverted youth. Comparing diverted youth to BTS youth (and collapsing age categories into 14-15, 16, 17-18) revealed even greater significance of differences (see Table 2). The differences between groups by age could be explained somewhat by the difference in program average length of stay. Also, institutional placement is often viewed as a "last resort" and other placements may be tried first (see placements pre-program).

Data Source

Case records

Sex

The demographic variable most clearly related to delinquent behavior is sex. In most western countries, about six boys are arrested for every girl among juveniles (Gibbons and Ahrenfeldt, 1966). The President's Commission on Law Enforcement and Administration of Justice asserts girls come to the attention of juvenile courts at a rate one-fifth that of boys. Cohen (1955) estimates the rate to be one-fourth to one-sixth. Based on FBI Uniform Crime Reports (1975), females commit mostly property offenses. One half of all females come to the attention of the juvenile justice system for status offenses only. "Female crimes...are often seen as victimless, most harmful to the offender and having minimal impact on the social order" (Datesman and Scarpitti, 1980). The only "offense" for which girls are more likely to be brought to the attention of the court is runaway.

TABLE 1: Crosstabulation of Program Type by Age at Completion

Count Row Pct Col Pct Tot Pct	Age					Row Total
	14	15	16	17	18	
HIC/ Diverted	2 12.5 100.0 3.8	9 56.3 81.8 17.3	3 18.8 23.1 5.8	1 6.3 4.5 1.9	1 6.3 25.0 1.9	16 30.8
HIC/ Early Release		1 12.5 9.1 1.9	2 25.0 15.4 3.8	5 62.5 22.7 9.6		8 15.4
BTS		1 3.6 9.1 1.9	8 28.6 61.5 15.4	16 57.1 72.7 30.8	3 10.7 75.0 5.8	28 63.8
Column Total	2 3.8	11 21.2	13 25.0	22 42.3	4 7.7	52 100.00

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 26.71996 8 0.0008 0.308 11 of 15 (73.3%)

Number of Missing Observations = 0

TABLE 2: Crosstabulation of Program Type by Age at Completion

Count Row Pct Col Pct Tot Pct	Age			Row Total
	14-15	16	17-18	
HIC/ Diverterd	11 68.8 91.7 25.0	3 18.8 27.3 6.8	2 12.5 9.5 4.5	16 36.4
BTS	1 3.6 8.3 2.3	8 28.6 72.7 18.2	19 67.9 90.5 43.2	28 63.6
Column Total	12 27.3	11 25.0	21 47.7	44 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 22.79039 2 0.0000 4.000 2 of 6 (33.3%)

Number of Missing Observations = 0

Findings

Females comprised only 7.1% of the BTS sample as compared to 31.3% for diverted youth and 25% for those released early (see Table 3). A crosstabulation comparing diverted and BTS youth was approaching statistical significance (see Table 4).

Data Source

Case Records

Race

According to FBI Indexes (1975), black males are overrepresented throughout the criminal justice system. Also, racial differences may be reflected in socio-economic data insofar as non-whites are more likely to be poor.

Findings

All subjects were either white or black. Although comparisons by race and program type did not show statistical significance (see Table 5), 62.5% of youth diverted were white compared with 35.7% of the BTS group. This may be related to the HIC selection process (see Table 6).

Data Source

Case records

Socio-economic Status

There is no theoretical consensus regarding the relationship of socio-economic status and delinquency. Empirical outcomes depend to some extent on whether official statistics (e.g. FBI indexes) or self-report data are used. There is a general notion that lower class delinquency is sub-cultural in nature (and therefore more intractable) while middle class delinquency has a "boys will be boys" quality. This has not been demonstrated empirically.

TABLE 3: Crosstabulation of Program Type by Sex

Count Row Pct Col Pct Tot Pct	Sex		Row Total
	Male 0	Female 1	
HIC/ Diverted	11 68.8 25.6 21.2	5 31.3 55.6 9.6	16 30.8
HIC/ Early Release	6 75.0 14.0 11.5	2 25.0 22.2 3.8	8 15.4
BTS	26 92.9 60.5 50.0	2 7.1 22.2 3.8	28 53.8
Column Total	43 82.7	9 17.3	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 4.52529 2 0.1041 1.385 3 of 6 (50.0%)

Number of Missing Observations = 0

TABLE 4: Crosstabulation of Program Type by Sex

		Sex		Row Total
		Male 0	Female 1	
HIC/ Diverted	Count	11	5	16
	Row Pct	68.8	31.3	36.4
BTS	Count	26	2	28
	Row Pct	92.9	7.1	63.6
Column Total	Count	37	7	44
	Col Pct	84.1	15.9	100.0
Tot Pct				

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 2.80461 1 0.0940 2.545 2 of 4 (50.0%)
 4.42306 1 0.0355 (Before Yates Correction)

Number of Missing Observations = 0

TABLE 5: Crosstabulation of Program Type by Race

Count Row Pct Col Pct Tot Pct	Race		Row Total
	White 0	Non-white 1	
HIC/ Diverterd	10 62.5 43.5 19.2	6 37.5 20.7 11.5	16 30.8
HIC/ Early Release	3 37.5 13.0 5.8	5 62.5 17.2 9.6	8 15.4
BTS	10 35.7 43.5 19.2	18 64.3 62.1 34.6	28 53.8
Column Total	23 44.1	29 55.8	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 3.13515 2 0.2086 3.538 2 of 6 (33.3%)

Number of Missing Observations = 0

TABLE 6: Crosstabulation of Program Type by Race

		Race		Row Total
		White 0	Non-white 1	
Count Row Pct Col Pct Tot Pct	HIC/ Diverted	10 62.5 50.0 22.7	6 37.5 25.0 13.6	16 36.14
	BTS	10 35.7 50.0 22.7	18 64.3 75.0 40.9	28 63.6
Column Total		20 45.5	24 54.5	44 100.0

<u>Chi Square</u>	<u>D.F.</u>	<u>Significance</u>	<u>Min E.F.</u>	<u>Cells with E.F. less than 5</u>
1.96510	1	0.1610	7.273	None
2.94643	1	0.0861	(Before Yates Correction)	

Number of Missing Observations = 0

Selecting a meaningful taxonomy required making some basic assumptions about the nature of American class structure. The formulations of Gilbert and Kahl (1982) provide a relatively current and understandable framework (see Figure 3). SES for each client was determined by the educational level, income and occupation of the parents. Where there were disparities (e.g. low educational level but high income and occupation), youth were classified by the majority of indicators. In several instances, both parents were employed by General Motors making their income level upper middle class but otherwise they would be working/middle class. These youth were placed in the latter category.

Findings

Cross tabulations by program type and SES revealed no significant differences. However, youth participating in HIC as early releasees were more likely to be considered "underclass". (See Table 7). Most significantly, perhaps, there were no youth in any program type upper middle class or above. Diverted and BTS youth were not significantly different. (See Table 8).

Data Source

Case Records

Offense History

This variable is more likely related to outcomes and will be considered in somewhat more detail. Four categories of offenses were derived from seven CSMIS groupings and include:

- a. Serious Felony
- b. Property Felony

FIGURE 3: AMERICAN CLASS STRUCTURE

PROPORTION OF POPULATION	CLASS	EDUCATION	OCCUPATION	INCOME, 1978
1%	CAPITALIST	PRESTIGE UNIVERSITY	INVESTORS, HEIRS, EXECUTIVES	\$300,000, MOSTLY FROM ASSETS
14%	UPPER MIDDLE	COLLEGE, OFTEN WITH POST-GRADUATE STUDY	UPPER MANAGERS AND PROFESSIONALS; MEDIUM BUSINESSMEN	\$30,000 OR MORE
65%	MIDDLE	AT LEAST HIGH SCHOOL; OFTEN SOME COLLEGE OR APPRENTICESHIP	LOWER MANAGERS SEMI-PROFESSIONALS; SALES, NONRETAIL; CRAFTSPeOPLE; FOREMEN	ABOUT \$20,000
	WORKING	HIGH SCHOOL	OPERATIVES; LOW PAID CRAFTSPeOPLE; CLERICAL WORKERS; RETAIL SALES WORKER	ABOUT \$15,000
20%	WORKING POOR	SOME HIGH SCHOOL	SERVICE WORKERS; LABORERS; LOW-PAID OPERATIVES	BELOW \$10,000
	UNDERCLASS	PRIMARY SCHOOL	UNEMPLOYED OR PART-TIME; WELFARE RECIPIENTS	BELOW \$7,000

Adapted from

TABLE 7: Crosstabulation of Program Type by SES

		SES		
Count Row Pct Col Pct Tot Pct	HIC/ Diverted	Under- Class	Working Middle Class	Row Total
		0	1	
	BTS	8 28.6 72.7 18.2	20 71.4 60.6 45.5	28 63.6
	Column Total	11 25.0	33 75.0	44 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 0.13095 1 0.71174 4.000 1 of 4 (25.0%)
 0.52381 1 0.4692 (Before Yates Correction)

Number of Missing Observations = 0

TABLE 8: Crosstabulation of Program Type by SES

		SES		
Count		Under Class	Working Middle Class	
Row Pct				
Col Pct				
Tot Pct				
	HIC/ Diverterd	3 18.8 18.8 5.8	13 81.3 36.1 25.0	16 30.8
	HIC/ Early Release	5 62.5 31.3 9.6	3 37.5 8.3 5.8	8 15.4
	BTS	8 28.6 50.0 15.4	20 71.4 55.6 38.5	28 53.8
Column Total		16 30.8	36 69.2	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 4.92981 2 0.0850 2.462 2 of 6 (33.3%)

Number of Missing Observations = 0

c. Misdemeanor

d. Status Offense

Collapsing the seven CSMIS categories was necessary because of small sample size and to keep the number of categories manageable. Because actual offenses tend to be underreported (not everyone is apprehended everytime they commit an offense, police exercise discretion, etc.), any petition, arrest, or crime documented in case narrative, regardless of outcome or disposition, was considered.

Offense history is not always a good indicator of "type of youth" and should not be considered as such. For example, from the sample considered, one youth had a history of eleven property felonies that, upon closer reading, was found to be eleven instances of the theft of automobile hood ornaments, all occurring the same evening. Furthermore, "status offense" is an ambiguous category and may refer to behavior ranging from runaways of sexually abused youth to "incorrigible" youth committing serious assaults within the family setting. Moreover, plea bargaining may result in reduced offenses.

Findings

Crosstabulation by program type and offense category (both for number of offenders and number of offenses) showed no statistically significant differences between institutional and community groups. These calculations were impaired by very small numbers and numerous empty cells. To correct somewhat, categories were further collapsed to felony/non-felony (by combining categories one and two and categories three and four) to compare means, by group (either community or institution) using a t-test. Results are presented in Table 9 and

indicated BTS youth averaged more felonies pre-program. Comparison of non-felonies pre-program was also approaching significance (see Table 10).

Data Source

Case records

Placements pre-program

This variable is presented as an indicator of "embroilment" in the juvenile justice system as well as intractability of youth. Early release youth were considered to have at least one pre-program placement.

Findings

BTS youth were more likely to have one or more pre-program placements than diverted youth. Though significant, over 50% of cells had expected frequencies of less than five making the statistic somewhat weakened (see Table 11). A comparison of diverted with institutional youth was statistically significant as well with BTS youth more likely to have one or more pre-program placements (see Table 12).

In summary, community and institutional groups are only moderately comparable being significantly different by age, felonies pre-program and number of placements pre-program.

Cost Comparison

Funding for HIC derives from State Ward Board and Care funds supervised by the Child Care Resources Division. The total source is a budget line item approved by the state legislature. The total cost amount is shared 50/50 by the state and county. The entire HIC budget for the start-up year was \$24,750 for purchased services. The grant was approved pursuant to a project proposal submitted prior to the fiscal

1. BTS Costs - 1982-83

Salary and wages (484 F.T.E.)	\$13,898,820.00
CSS&M (Equipment and materials other than capital equipment)	1,960,090.00
Fuel and utilities	1,158,235.00
Equipment	712,760.00
Travel	89,095.00
Total:	<u>\$17,819,000.00</u>

Per diem	\$ 93.47
Average length of stay	353 days
Number of youth served	28
Total days of care	9884
Average cost per youth	\$ 32,994.91

Total expenditures for Genesee County youth	\$ 923,857.48
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County charge-back amount	\$ 461,928.74
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2. HIC Costs - 1982-83

Salary and Wages (1 F.T.E.)	\$	29,946.00
Purchased services		17,940.00
(Diversion, Inc. - \$16,646.00		
Miscellaneous - 1,294.00		
*Rent/utilities		<u>1,605.00</u>
Total:	\$	49,491.00

Per diem		33.81
Average length of stay		61 days
Number of youth served		24
Total days of care		1464
Average cost per youth	\$	2,062.00
County charge-back amount (one-half of the services purchased from Diversion, Inc.)	\$	8,323.00

*Rent/utilities was estimated by dividing operating expenses and rent for the Genesee County State Office Building by total number of F.T.E.'s to get cost per F.T.E.

Operating Expenses	\$	657,421.00
Rent		158,324.00
F.T.E.'s		<u>508</u>
Cost/F.T.E.:	\$	1,605.00

TABLE 9: Felonies - Pre-program

Variable	Number Of Cases	Mean	Standard Deviation	Standard Error	F Value	2 Tail Prob.	T Value
Pre BTS	28	5.3214	2.568	0.485	2.61	0.018	1.18
HIC Felonies	24	4.2083	4.149	0.847			

TABLE 10: Non-felonies - Pre-program

Variable	Number Of Cases	Mean	Standard Deviation	Standard Error	F Value	2 Tail Prob.	T Value
Pre BTS	28	3.8214	3.139	0.593	2.18	0.061	2.13
HIC Felonies	24	2.2083	2.126	0.434			

TABLE 11: Crosstabulation of Program Type by Preplacement

Count Row Pct Col Pct Tot Pct	Preplmt			Row Total
	Zero 0	One 1	More Than One 2	
HIC/ Diverted	12 75.0 54.5 23.1	3 18.8 13.6 5.8	1 6.3 12.5 1.9	16 30.8
HIC/ Early Release		5 62.5 22.7 9.6	3 37.5 37.5 5.8	8 15.4
BTS	10 35.7 45.5 19.2	14 50.0 63.6 26.9	4 14.3 50.0 7.7	28 53.8
Column Total	2 3.8	11 21.2	13 25.0	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 14.40868 4 0.0061 1.231 5 of 9 (55.6%)

Number of Missing Observations = 0

TABLE 12: Crosstabulation of Program Type by Preplacement

Count Row Pct Col Pct Tot Pct	Preplmt			Row Total
	Zero 0	One 1	More Than One 2	
HIC/ Diverted	12 75.0 54.5 27.3	3 18.8 17.6 6.8	1 6.3 20.0 2.3	16 36.4
BTS	10 35.7 45.5 22.7	14 50.0 82.4 31.8	4 14.3 80.0 9.1	28 63.6
Column Total	22 50.0	17 38.6	5 11.4	44 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 6.29496 2 0.0430 1.818 2 of 6 (33.3%)

Number of Missing Observations = 0

year. Proposals must be strictly within the Child Care Fund format for in-home care programs and are the responsibility of county Delinquency Services unit supervision. Case record documentation, reporting requirements and the means of budget revision are stipulated. The legal base is Act 81 of the Public Acts of 1978 as amended, specifically Section 117(a) through 117(f). Approval was also granted by the Genesee County Board of Commissioners and is an annual requirement.

BTS funding is also provided through State Ward Board and Care funds administered by the Institutional Services Division. Per diem rates are computed in accordance with P.A. 150 guidelines using appropriated dollar amounts (minus early retirement deductions). Utilization rates are assumed to be 100% (actual rates were 100% for the Whitmore Lake facility and 98.3% for the Adrian facility).

Data Sources

1. Institutional Services Division report, January, 1984
2. HIC budget and monthly chargeback receipts.
3. State Office Building operating expenses, 1982-83.
4. Other local records and documents.

Comparison of Group Outcomes

Offenses

Because of the small number of post-placement offenses committed by each group, no statistically significant relationship was demonstrated with the exception of status offenses (see Table 13). Again the relationship is questionable given the number of empty cells and small sample size. The difference between groups is highlighted somewhat if the number of offenders (as opposed to number of offenses) is considered.

TABLE 13: Crosstabulation of Program Type by Total Number of Category Four Offenses Post-Program

Count Row Pct Col Pct Tot Pct	NOFF4PST				Row Total
	0	1	2	3	
HIC/ Diverted	8 50.0 20.0 15.4	4 25.0 57.1 7.7	2 12.5 66.7 3.8	2 12.5 100.0 3.8	16 30.8
HIC/ Early	6 75.0 15.0 11.5	1 12.5 14.3 1.9	1 12.5 33.3 1.9		8 15.4
BTS	26 92.9 65.0 50.0	2 7.1 28.6 3.8			28 53.8
Column Total	40 76.9	7 13.5	3 5.8	2 3.8	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 12.85407 6 0.0454 0.308 9 of 12 (75.0%)

Number of Missing Observations = 0

Because BTS youth are more likely to be 17 or older, they are less likely to be involved in status-type offenses. That is, they have, in a sense, reached adult status. Extraction of the "early release" group increases the statistical significance of the relationship (see Tables 14 and 15).

Post-program Placements

No significant relationship was found between program type and post-program placements (see Tables 16 and 17).

Given the analysis performed, BTS and HIC cannot be said to be significantly different in outcomes with the possible exception of Category 4 (status-type offenses).

Data Sources

Case records

County arrest sheets

Critique of Quantitative Analysis

Overall, the preceding analysis is limited by the small sample size and lack of control group. As is often the case with social research, there are ethical problems of using a "no treatment" control. The post hoc comparison group was significantly different in a number of important aspects (particularly age, pre-program felonies and placements) which makes any subsequent cost comparison less meaningful. Comparison with other program types along the spectrum of available alternatives may be more efficacious.

Cost-effectiveness Analysis

As Lerman points out,

"this mode of analysis assumes that all program efforts and outcomes can be quantified, but how does one allocate cost values to unnecessary restrictions on liberty? Aside from this complex problem, studies providing the relative costs of

TABLE 14: Crosstabulation of Program Type by Number of Youth Committing Category Four Offenses Post Program

Count Row Pct Col Pct Tot Pct	OFF4POST		Row Total
	Yes	No	
	0	1	
HIC/ Diverted	8 50.0 72.7 15.4	8 50.0 19.5 15.4	16 30.8
HIC/ Early Release	1 12.5 9.1 1.9	7 87.5 17.1 13.5	8 15.4
BTS	2 7.1 18.2 3.8	26 92.9 63.4 50.0	28 53.8
Column Total	11 21.2	41 78.8	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 11.63700 2 0.0304 1.692 2 of 6 (33.3%)

Number of Missing Observations = 0

TABLE 15: Crosstabulation of Program Type by Number of Youth Committing Category Four Offenses Post Program

Count Row Pct Col Pct Tot Pct	OFF4POST		Row Total
	Yes	No	
	0	1	
HIC/ Diverted	8 50.0 30.0 18.2	8 50.0 23.5 18.2	16 36.4
BTS	2 7.1 20.0 4.5	26 92.9 76.5 59.1	28 63.6
Column Total	10 22.7	34 77.3	44 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 8.34821 1 0.0039 3.636 1 of 4 (25.0%)
 10.64874 1 0.0011 (Before Yates Correction)

Number of Missing Observations = 0

TABLE 16: Crosstabulation of Program Type by Number of Placements Post-Program

Count Row Pct Col Pct Tot Pct	Postplmt			Row Total
	Zero	One	More Than One	
HIC/ Diverted	8 50.0 32.0 18.2	4 25.0 36.4 9.1	4 25.0 50.0 9.1	16 36.4
BTS	17 60.7 68.0 38.6	7 25.0 63.6 15.9	4 14.3 50.0 9.1	28 63.6
Column Total	25 56.8	11 25.0	8 18.2	44 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 0.84857 2 0.6542 2.909 2 of 6 (33.3%)

Number of Missing Observations = 0

TABLE 17: Crosstabulation of Program Type by Number of Placements Post Program

Count Row Pct Col Pct Tot Pct	Postplmt			Row Total
	Zero	One	More Than One	
HIC/ Diverted	8 50.0 28.6 15.4	4 25.0 30.8 7.7	4 25.0 36.4 7.7	16 30.8
HIC/ Early Release	3 37.5 10.7 5.8	2 25.0 15.4 3.8	3 37.5 27.3 5.8	8 15.4
BTS	17 60.7 60.7 32.7	7 25.0 53.8 13.5	4 14.3 36.4 7.7	28 53.8
Column Total	28 53.8	13 25.0	11 21.2	52 100.0

Chi Square D.F. Significance Min E.F. Cells with E.F. less than 5
 2.43298 4 0.6567 1.692 5 of 8 (55.6%)

Number of Missing Observations = 0

traditional and non-traditional programs have yielded mixed results. A uniform accounting scheme does not yet exist for determining whose costs should be computed, what items are to be included, the time period to use, the present discount rates that are applicable, or other technical matters" (Lerman, 1982).

A better analysis perhaps is described by Gray (et. al., 1978) and would include matching comparison groups along a number of relevant variables (age, race, sex, SES, IQ, educational level, etc.), including offenses. Offenses would be scaled according to "seriousness" and "severity" to allow for easier comparison. Marginal costs would be computed for the very short, short, and long runs to derive, through analysis of covariance, cost per unit of reduced recidivism. However, despite these improvements, relative cost-effectiveness does not resolve important value considerations for the decision-maker.

Overall, the costs of community treatment tend to be underestimated (Bullington, 1978). For example, educational costs (which are included in the institutional calculations under salary and wages) were not considered for HIC youth. Other costs to the community may have been incurred and the preceding analysis is in terms of costs to the Department. Generalizability of the HIC program would require computation of uncanceled fixed costs of existing facilities and impact on the private sector.

Multiple Treatment Effects

Even if all costs and benefits could be quantified, any inference regarding causality would be difficult to defend. That is, youth at this stage of the juvenile justice system have typically received numerous services and been the target of several interventions. Furthermore, even if adequate controls could be devised, program processes are complex,

involving numerous forces and influences. Any distillation would be difficult indeed. Also, post-program influences may affect outcomes.

The preceding analysis does not take into account incapacitative ability - i.e. the prevention of crime by current offenders. When comparing an institutional with a community-based program, the question becomes complicated in that community youth receive less scrutiny than those in a total institution. Many offenses may go undetected in the community. On the other hand, behaviors in the artificial institutional environment that may have been considered criminal "on the outside" are routinely overlooked. For example, according to an OCYS Institutional Centers Report, 1983, at BTS between July, 1981 and June, 1982, there were 381 assaults (31 on staff, 350 on other youth) that required medical attention or first aid.

For BTS and HIC, an examination of during-program offenses (which includes those offenses committed while on AWOL status from program) between October 1, 1982 and September 30, 1983 revealed a total of 8 offenses for the community group including one serious felony (Category One). Offenses break down as follows:

	<u>BTS</u>	<u>HIC</u>	<u>Diverted</u>	<u>E/R</u>
CAT I	0	1	0	1
CAT II	4	1	2	0
CAT III	1	0	0	0
CAT IV	<u>11</u>	<u>5</u>	<u>3</u>	<u>2</u>
Total	15	8	5	3

Given the average length of stay for BTS is nearly six times that of HIC, it may be assumed that community placement is somewhat riskier.

This analysis does not address the effects of the threat of institutional (or other out-of-home) placements as a deterrent. Youth

participating in HIC did so as an alternative to a less desirable response. In fact, several youth were transported to view the institutional program and counseled that failure to comply with program guidelines might result in institutional placement.

The analysis of relative inputs and outcomes omits numerous pertinent dimensions and variables. For example, client groups were not discussed in terms of maturity level, IQ, educational level or other individual characteristics that may impact on results. Given that the community option identified the client as the family rather than the individual, family characteristics (e.g. size, intact or single parent, the presence of substance or sexual abuse, etc.) may be central to effective analysis. Furthermore, significant outcomes were ignored. These include changes in individual and/or community attitudes, individual changes in maturity level or educational level and other "system" effects (Gibbons and Blake, 1976). Relatedly, outcomes examined do not address the problem of prognosis. This refers to "maximum benefit" releases from the institution and "successful" versus "unsuccessful" releases from community treatment. For example, seven of ten youth released successfully from HIC (meaning they met all program requirements as subjectively determined by the treatment team) did not recidivate nor require out-of-home placement one year after program completion.

Because the time-frame analyzed was HIC's start-up year, results may be atypical. Due to its novelty, HIC perhaps was allowed more autonomy and independence which enhanced flexibility. In any case, as of this writing, the program has experienced major changes in personnel (the entire treatment team with one exception has been replaced) and the client

population has been broadened to include ADC-F as well as P.A. 150 wards, (the former being viewed as "pre-delinquent"). Also, the services of Diversion, Inc. are no longer being purchased but, instead, the Department is contracting directly with therapists and counselors. This has affected both per diem amounts as well as team dynamics and program processes. What the program may develop into cannot be established.

Finally, program managers established two criteria of program success. The HIC project proposal outlined the following outcome indicators, modified over the first six months, based on CSMIS data:

Goal 1:

To increase by 10% the number of state wards placed in their own homes as a first placement. Using 1981/82 fiscal year as baseline, 23 of 90 newly-committed wards (25%) were placed in their own homes. For the HIC start-up year (1982/83), 29 of 79 (37%) newly-committed wards were so placed.

Goal 2:

To reduce by 10% the number of state wards placed in institutional living arrangements. These include BTS/ATS, private residential treatment centers, DNR camps, mental health facilities and halfway houses. For the baseline year, 125 of 246 wards (51%) were in institutional placements. For the HIC start-up year, 78 out of 221 youth (35%) were in institutional living arrangements.

While it appears these goals are being met, no relationship to the implementation of HIC may be assumed. First, only one year has been examined; longitudinal trends may be affecting outcomes. Also, the reliability of CSMIS data may be questioned.

Summary

Despite the limitations of the preceding analysis, allowing for the greater risks involved in community treatment, (though these risks were not demonstrated), HIC appears to be a relatively cost effective treatment alternative. Continuing evaluation will be necessary, however, to corroborate these preliminary findings.

V

CONCLUSION

The preceding description and analysis has attempted via a mixed-methodological strategy, to ascertain for decision-makers the worth of an innovative community treatment program for juvenile offenders. Overall, there are indications that the program is viable both in terms of cost entailed, strategies employed and values expressed. However, only limited answers to a broad, complex problem have been provided and much still is left to one's subjective judgment. Several important questions do arise relative to evaluation methodology.

First, "how much evaluation is enough"? Clearly, this analysis has not been definitive but, instead, only a preliminary study. Insofar as the program exists in a changing, dynamic environment, influenced by and influencing other agencies, divisions within the bureaucracy, legal developments in the juvenile justice system, community sentiment and attitudes toward juvenile offenders, as well as ideological and theoretical forces, evaluation could continue ad infinitum. In a sense, decision-makers must live with a certain amount of ambiguity and uncertainty. Perhaps the question "is it worth it"? must be narrowed to include "for whom"? and "in what sense"? For example, whether one asks the question in terms of "worth" to the client, the community, or the state budget significantly impacts upon both methodology and the type of answer sought. The bias of this essay has been to emphasize the broadly complex nature of the issue.

Second, "what methods are appropriate"? seems to also depend on what aspect of "worth" is to be determined. Qualitative exposition is dangerously subjective but does allow a richness of information rarely accomplished via quantitative analysis methods. Quantitative analysis, on the other hand, is nearly always seen as more rigorous and objective, providing an unchallengeable "bottom line". Paradoxically, obsession with objectivity is an a priori "subjective" determination. Therefore, the objective/subjective dimension of quantitative and qualitative methods is never absolute. Appropriateness of any methodology is also a function of the purpose it is to serve, whether the advancement of theory, management decision-making or program accountability. What emphasis should be placed on either quantitative or qualitative data requires user judgment. Finally, evaluation itself entails costs and this is a practical constraint. Insofar as evaluation results are equivocal, they are of limited use.

Evaluations take place in a political environment and may have political consequences. As such they may be misused to postpone decision-making, duck responsibility during controversy, fulfill grant requirements, public relations, self-glorification or to torpedo a program regardless of effectiveness (Tripodi, 1974). Another important question becomes "how to guard against improper uses of program evaluation"? and again, "whose interests are served"?

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MICHIGAN DEPARTMENT OF SOCIAL SERVICES

SERVICES MANUAL

CHILDREN AND YOUTH

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Program	DELINQUENCY SERVICES
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APPENDIX 1

PUBLIC ACTS 1974—No. 150

The People of the State of Michigan enact:

803.301 Short title. [M.S.A. 25.399(51)]

Sec. 1. This act shall be known and may be cited as the "youth rehabilitation services act".

803.302 Definitions. [M.S.A. 25.399(52)]

Sec. 2. As used in this act:

(a) "Department" means the state department of social services.

(b) "State ward" means a person accepted for care by the department who is at least 12 years of age but not over 17 years and 6 months of age at the time committed to the department by the juvenile division of a probate court in compliance with section 18(e) of chapter 12A of Act No. 288 of the Public Acts of 1939, as amended, being section 712A.18 of the Michigan Compiled Laws, if the court acquired jurisdiction over the person pursuant to section 2(a) or section 2(d) of chapter 12A of Act No. 288 of the Public Acts of 1939, as amended, being section 712A.2 of the Michigan Compiled Laws, and if the act for which the youth is committed occurred before his seventeenth birthday.

803.303 Powers and duties of department generally. [M.S.A. 25.399(53)]

Sec. 3. The department may receive and accept youths as state wards for purposes of care and rehabilitation. The department shall accept a youth properly committed to it in accordance with law. The state, represented by the director of the department or his designate, shall have custody of a youth accepted as a state ward under this act from the time of acceptance until the youth is discharged from wardship pursuant to section 7. If a state ward is placed in a residential facility other than his own home, the department shall provide the food, clothing, housing, educational, medical and treatment needs of the youth. The department may consent to routine, non-surgical medical care or emergency medical treatment of the youth, but consent for non-emergency, elective surgery shall be given by the ward's parent or parents or legal guardian. If a state ward is placed in his own home, the department shall provide counseling services and may establish reasonable conditions under which the youth will be permitted to remain in his own home, but all other parental rights and duties shall be retained by the ward's parent or parents.

803.304 Additional powers and duties of department. [M.S.A. 25.399(54)]

Sec. 4. (1) The department may establish facilities and programs for the care of state wards. The department shall supervise and operate state facilities and programs for the care of state wards, including institutions, halfway houses, youth camps, diagnostic centers, regional detention facilities and treatment centers, group homes, supervision in the community, or other child welfare services.

(2) The department may utilize the facilities, services, and personnel of any approved agency of this state and its political subdivisions or of any licensed private agency for the care and rehabilitation of state wards.

(3) The department may supervise a state ward placed in private home care.

(4) A state ward under this act may be placed in any facility, residence, or program described in this section. If the department determines the best



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interests of a state ward require the involvement of another state agency, other than the department of corrections, then the department, together with that agency, shall determine an appropriate care and treatment plan for the state ward. A state ward may be placed in a mental institution only after a hearing in the probate court pursuant to Act No. 151 of the Public Acts of 1923, as amended, being sections 330.11 to 330.71 of the Michigan Compiled Laws, for which hearing the probate court shall appoint a guardian ad litem for the ward. If such placement occurs, the ward shall be returned to the jurisdiction of the department upon release from the mental institution.

(5) When necessary, the department may place a state ward in a public or private institution or agency incorporated under the laws of another state or country and approved or licensed by that state's or country's department of social welfare or equivalent approving or licensing agency.

803.305 Cost of state ward's care. [M.S.A. 25.399(55)]

Sec. 5. The county from which the state ward is committed shall be liable to the state for 50% of the cost of his care, but this amount may be reduced by the use of funds from the annual original foster care grant of the state to the county, or otherwise, for any period in respect to which the department has made a finding that the county is unable to bear 50% of the cost of care. The county of residence of the state ward shall be liable to the state, rather than the county from which the youth was committed, if the juvenile division of the probate court of the county of residence withheld consent to a transfer of proceedings under section 2 of chapter 12A of Act No. 288 of the Public Acts of 1939, as amended, being section 712A.2 of the Michigan Compiled Laws, as determined by the department. The finding that the county is unable to bear 50% of the expense shall be based on a study of the financial resources and necessary expenditures of the county made by the department. The cost of care shall be determined by the department on a per diem basis using the initial annual allotment of appropriations for the current fiscal year exclusive of capital outlay and the population figures upon which that allotment was based. The cost of care so determined shall apply in determining required reimbursement to the state for care provided during the calendar year immediately following the beginning of the current fiscal year for which the state expenditures were allotted.

803.306 Absence of state ward from facility or residence; penalty. [M.S.A. 25.399(56)]

Sec. 6. (1) A state ward shall not absent himself from the facility or residence in which he has been placed without prior approval of the department. A state ward who violates this provision may be returned to the facility in which he was placed by a peace officer without warrant. A person having knowledge of the whereabouts of a state ward who violates this provision shall immediately notify the department and the nearest peace officer.

(2) A person who induces or assists a state ward to violate subsection (1) or who fails to give the notice required in subsection (1) is guilty of a misdemeanor.

803.307 Duration of state wardship; discharge. [M.S.A. 25.399(57)]

Sec. 7. A youth accepted by the department shall remain a ward of the state until discharged from state wardship with the approval of the youth parole and review board created in section 120 of Act No. 280 of the Public Acts of 1939, being section 400.120 of the Michigan Compiled Laws. If placed in an



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institution, a state ward shall remain until released with the approval of the youth parole and review board as provided in section 121 of Act No. 280 of the Public Acts of 1939, as amended, being section 400.121 of the Michigan Compiled Laws. A youth accepted as a state ward is automatically discharged from state wardship upon reaching the age of 19.

003.308 Records confidential. [M.S.A. 25.399(58)]

Sec. 8. All records of the department pertaining to a state ward are confidential and shall not be made public unless:

- (a) If the person is under the age of majority, by the authorization of the department when deemed necessary for the best interests of the youth.
- (b) If the person has attained the age of majority, by his consent.

003.309 Repeal; references as referring to department of social services. [M.S.A. 25.399(59)]

Sec. 9. Act No. 183 of the Public Acts of 1925, being sections 804.101 to 804.113 of the Compiled Laws of 1970, and Act No. 185 of the Public Acts of 1925, being sections 803.101 to 803.113 of the Compiled Laws of 1970, are repealed. References in all laws to these acts, the girls' training school, or the boys' training school shall be deemed to refer to the department or institutions operated by the department under this act.

This act is ordered to take immediate effect.
Approved June 12, 1974.

MICHIGAN DEPARTMENT OF SOCIAL SERVICES

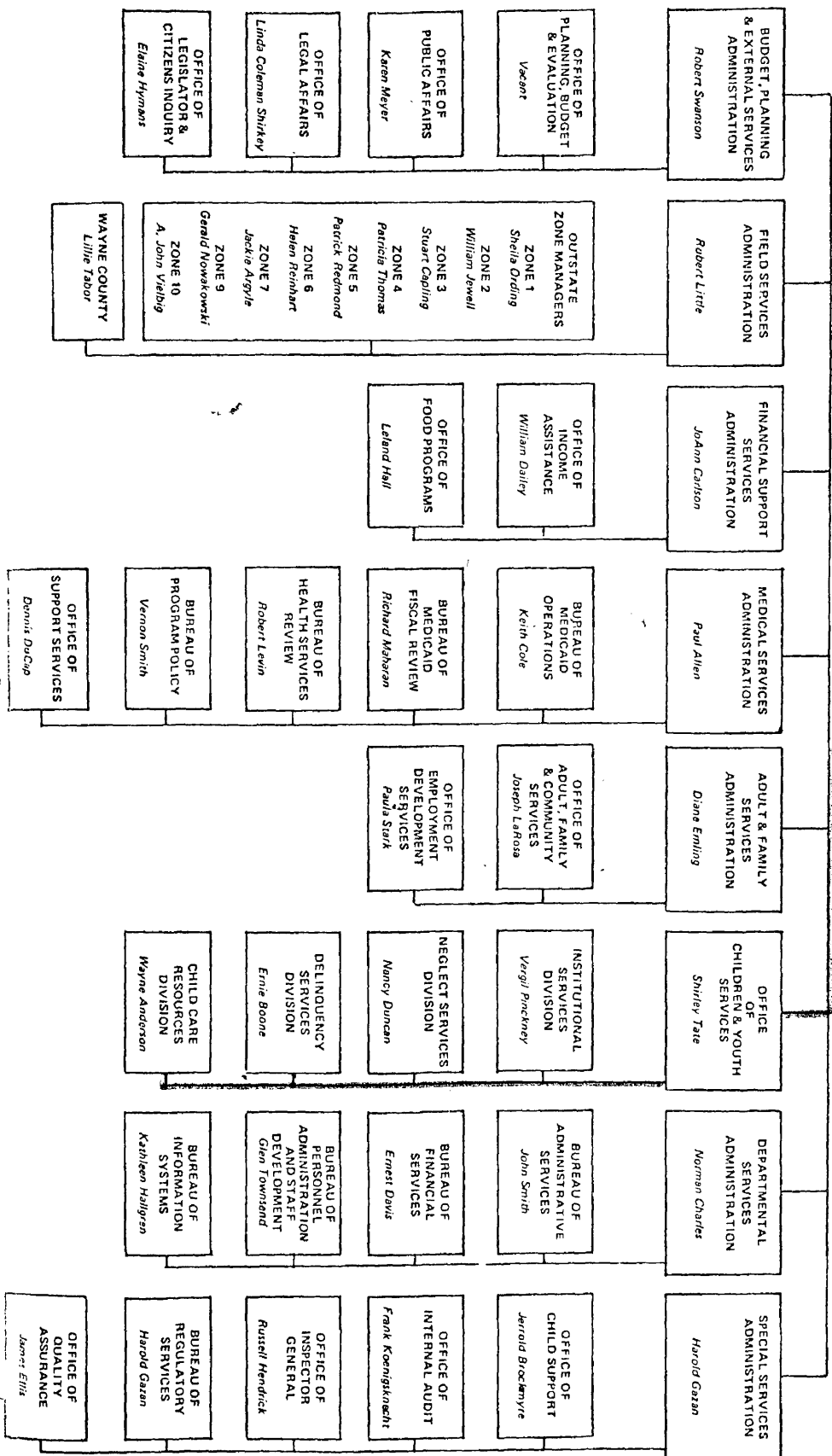
APPENDIX 2

August, 1983

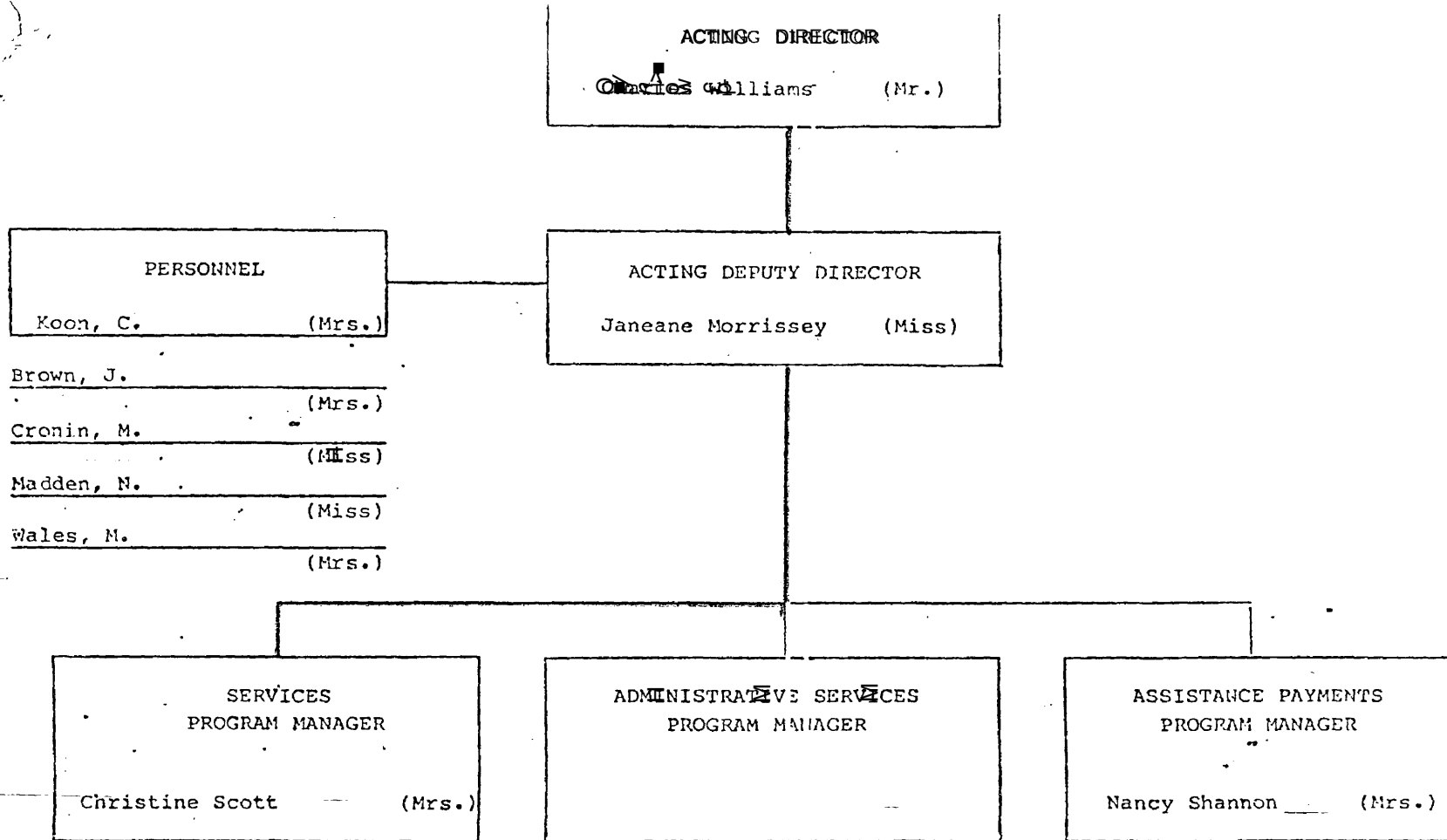
Date

Agnes M. Mansour
DIRECTOR
Norman Charles
DEPUTY DIRECTOR

Agnes M. Mansour
DIRECTOR



APPENDIX 2



EFF: 12-1-83

PROGRAM MANAGER

Christine Scott (Mrs.)

DELINQUENCY, C.R.C. & EMPLOYMENT & TRAINING SECTION SUPERVISOR
Unit 4
N. Trevor Matthews (Mr.)

FIFTH FLOOR

DELINQUENCY UNIT SUPERVISOR
Nisbet, S. (Mr.)
41

- Costa, P. (Mr.) 4100
- Doyle, D. (Mr.) 4101
- Spencer, T. (Mr.) 4102
- +Pearson, A. (Mr.) 4103
- Diener, P. (Mr.) 4104
- +Garbulinski, K. (Miss) 4105

FIFTH FLOOR

DELINQUENCY UNIT SUPERVISOR
Pappas, C. (Mrs.)
42

- Karafa, C. (Mr.) 4200
- ***Baryo, G. (Mr.) 4201
- Kulper, G. (Mr.) 4202
- Campbell, A. (Mr.) 4203
- Johnson, P. (Miss) 4204
- ****VanArsdale, J. (Mr.) 4205

FIFTH FLOOR

FLINT RESIDENTIAL CARE CENTER
Llwin, J. (Mr.)
43

- Barnett, R. (Mr.)
- Marks, K. (Mr.)
- Price, J. (Mr.)
- Stanley, T. (Mr.)
- Eggleston, R. (Mr.)
- Logan, J. (Mr.)

FIFTH FLOOR

MEREDITH RESIDENTIAL CARE CENTER
Parks, R. (Mr.)
44

- Schlaud, W. (Mr.)
- Merrill, D. (Mr.)
- Henderson, J. (Ms.)
- Long, W. (Mr.)
- Slattery, G. (Mr.)
- Carr, E. (Mr.)
- Wilcox, G. (Mr.)

+Y.E.S.
***Shelter Homes
***Group Homes

EPF: 12-1-83

OCT 18 1982

RH

STATE OF MICHIGAN
COUNTY OF GENESEE
PROBATE COURT—JUVENILE DIVISION

CERTIFICATION OF RECORDS

CASE NO.

DEL. [REDACTED]

In the matter of RODNEY [REDACTED]
(name(s), alias(es), DOB) 7/12/66

I certify that the attached documents as listed below are correct copies of the original records on file in this office:
ORDER COMMITTING TO STATE DEPARTMENT OF SOCIAL SERVICES, ACT 150

October 14, 1982

Date



Deputy Probate Register signature

Karron Martin

Name (type or print)

(COURT SEAL)

STATE OF MICHIGAN COUNTY OF GENESEE <i>RH</i> STATE COURT - JUVENILE DIVISION	ORDER OF COMMITMENT OR REFERRAL TO DEPARTMENT OF SOCIAL SERVICES - DELINQUENCY	CASE NO. DEL. [REDACTED]
---	--	---

Title matter of **RODNEY** [REDACTED]
Name, alias, DOB) 7/12/66

Petition has been filed and a hearing has been held in accordance with court rule.

Date of hearing: October 14, 1982 Judge/Referee: HON. THOMAS L. GADOLA
The court finds that the minor comes within the provisions of MCL 712A.2; MSA 27.3178(598.2) and that the material allegations of the petition(s) listed below are found to be true: (include petition dates and adjudicated acts)

FELONIOUS ASSAULT (amended) - 8/18/82

Further, at the time of the above petition, the minor was subject to the provisions of a previous order of the court or the following acts: (include petition dates)

HEREFORE, IT IS ORDERED that:

- The prior disposition dated _____ be amended and that the minor be continued as a temporary ward of this court.
- The above minor be made a temporary ward of this court.

IT IS FURTHER ORDERED that the above minor be

- committed to the Michigan Department of Social Services pursuant to MCL 803.301 and MSA 25.399(51)(Y.R.A.)
- referred to the County Department of Social Services for placement and care pursuant to MCL 400.55(h) and MSA 16.455(h) (A.D.C.-F.).

Recommended placement: _____

IT IS FURTHER ORDERED that the Director of the Michigan Department of Social Services be appointed Special Guardian to receive any benefits now due or to become due the minor from the government of the United States and that:

a. Pending transfer to the Department of Social Services temporary custody shall be as follows:

Regional Detention Center

Court-appointed counsel is hereby released.

- b. Reimbursement be as follows: Bond posted to be returned to parents. NO COST of care assessed; parents to reimburse County for attorney fees at the rate of \$20 per month.

THE PENDING CHARGE OF MINOR IN POSSESSION IS HEREBY DISMISSED.

c. Review date: None.

THOMAS L. GADOLA
 Judge of Probate Date 10/14/82

- cc: Card File
- Probation Dept.
- Parents
- B. St. John
- D. Beaudry
- SDSS
- RDC

OCT 14 11 01 AM '82

JUVENILE DIVISION

km

INITIAL SERVICES PLAN

Identifying Information:

Child's Name: Rodney E. Case Number: V1591703A Date of Birth: 7-12-66
County of Commitment: Genesee AP Clearance: N/A

Legal Status:

- 12-8-81 Petition filed - Breaking and Entering - offense adjudicated - made temporary ward of the Court - placed on six months probation in parent's home.
- 7-8-82 Dismissed from Court wardship - successful completion of probation.
- 8-18-82 Petition filed - Assault with Intent to Commit Murder
- 9-22-82 Contested Pre-Trial - petition amended to Felonious Assault - amended offense admitted - dispositional hearing set for 10-14-82.
- 10-1-82 Petition filed for Minor in Possession - original plea of guilty made after referee indicated Rodney would be lodged at RDC and bond of \$10,000.00 for the Felonious Assault charge cancelled - plea changed to not guilty - placed at RDC.
- 10-14-82 Dispositional Hearing - committed to the State of Michigan on charge of Felonious Assault - Minor in Possession charge dismissed.

In regards to the B & E charge Rodney stated he was walking with a friend by the name of Nate and they both decided to pull a B & E. Rodney stated that they picked a house that appeared had no one at home. He stated he went in through a back window and let his friend in. They were looking for money but found none. As they were getting ready to leave, the police arrived and they were apprehended. Rodney successfully completed six months probation for this offense.

The charge of Felonious Assault occurred as a result of an altercation with a neighbor, one Julius C. According to Rodney, he was at Mr. C.'s house on his bike talking to a cousin of Mr. C. who wanted Rodney to find him some marijuana. Rodney stated that Mr. C. told him to get off his property so he moved his bike to the street in front of the C. residence. Rodney stated that Mr. C. was not satisfied with this and again told him to move. Apparently they began to argue and Rodney stated Mr. C. hit him in the face, kicked him and knocked him to the ground. Rodney stated two observers grabbed Mr. C. to pull him off Rodney and while they were holding him, he pulled a jack knife from his pocket and stabbed Mr. C. in the back.

Mr. C.'s version is somewhat different. In a police report he stated that he did not trust Rodney in his yard as he believed he had committed a prior B & E into his garage so he told him to leave his yard. Mr. C. reported that Rodney refused to leave, began cussing at him and reached into his back pocket. Mr. C. stated he believed Rodney to have a weapon and when Rodney's hand came forward out of his pocket, he kicked at Rodney. At that point, he stated the two observers, a cousin of Mr. C. and a neighbor, grabbed his

Rodney E.
V1591703A

arms and held him down on his knees. He then stated Rodney ran up behind him and stabbed him in the back.

The Minor in Possession charge apparently occurred when Rodney was confronted by another neighbor, an off duty police officer, while Rodney and a group of friends were drinking beer in front of the officer's house. Rodney stated the officer approached him with his gun drawn and told him to stand up against the tree and not move. Rodney accused the officer of banging his head off the tree. When the officer went into the house to call for a cruiser, Rodney ran home. His parents state shortly thereafter the off duty officer entered the front yard with his gun drawn and demanded to see Rodney.

The officer contended that he approached the group of kids and when he questioned them as to what they were doing, Rodney became hostile and he therefore ordered him to remain standing next to a tree while he called for a cruiser. He stated at that time Rodney ran and as a result of Rodney making threats to his safety, he chased Rodney with his gun drawn. He arrested Rodney at his home.

The parents contend that Mr. C. and the police officer were drinking buddies and were guilty of harrassing Rodney. They didn't understand why the officer only arrested Rodney when there were also other youths drinking in front of the officer's home. The parents made a complaint to the Flint Ombudsmans Office in regard to this matter.

On the other hand, it has been reported that there are several neighbors who don't like Rodney and would like to see him removed.

Social Work Contacts:

10-22-82 Mr. E. - phone conversation
10-25-82 Mr. and Mrs. E. and Nathaniel - in person contact
10-27-82 Charles Douglas, Program Manager, RDC - in person contact
10-28-82 Rodney - in person contact at RDC
11-02-84 Remus Holbrook, Probate Court worker - phone conversation
11-03-82 Rodney - in person contact at RDC
11-04-82 Mr. and Mrs. E, Nathaniel and Gloria - in person contact

Assessment of Total Family:

Mother: Sarah E, age 52, was born in Columbus, Mississippi. She was married to Mr. E. in 1960. She has three children, the first being born out of wedlock. Mrs. E. is currently receiving disability benefits as the result of having a leg amputated.

Father: Nathaniel E., age 65, was born in Camdon, Arkansas. His marriage to Mrs. E. is his second. Mr. E. is also receiving disability benefits. He reportedly has no criminal record.

Siblings: Gloria R., age 29, was born out of wedlock. She is a high school graduate and currently resides in the Beecher district.

Nathaniel Jr., age 19, is a high school graduate from Northwestern. He is unemployed, living at home and has no criminal record.

Family Assessment:

Mr. and Mrs. E. are very firm in their stand that Rodney should be allowed to return to their home. While the family has been cooperative with this worker so far, there is little doubt if the decision was made to place Rodney outside the home they would not be cooperative and would sabotage any efforts to help Rodney. They have a tendency, particularly Mrs. E., to blame the system (i.e. courts, police) for Rodney's current situation. They admit Rodney was wrong in stabbing the neighbor but justify it by saying Rodney was provoked.

It is quite apparent that Mrs. E. is the head of the household and that Mr. E. has little impact on the other family members. Mrs. E. is an extremely emotional and volatile person. It would appear that she is over protective of Rodney and the sister, Gloria, reports that the parents are not strict enough with Rodney.

There appears to be real friction and a lack of communication between Rodney's older brother, Nathaniel, and the father. Mr. E. attempts to convey the importance of not violating the law and is proud of the fact that he has never been arrested. He very seldom varies from this theme and as stated previously when he speaks everyone appears to tune him out.

The most refreshing member of the family to this worker is the older sister, Gloria. She is a very straight forward pleasant individual who appears to be the most level headed. She feels Rodney's biggest problem is his temper which she feels he inherited from his mother. She states Rodney is very much like his mother. Nonetheless she feels strongly that Rodney could remain in the community in her custody. She states that she has an excellent relationship with Rodney and can provide a much more structured setting for him. She feels that by Rodney living with her he will be removed from the neighborhood which she feels has contributed greatly to his current difficulties. The mother appeared to see Gloria's suggestion as an attempt to undermine her authority.

The older brother, while in many ways having a similar personality to his mother and Rodney, nonetheless appears to have some control over Rodney. For the most part he would appear to be a positive influence on him. He is a very street-wise individual who understands the pitfalls of the street and like his father is proud of the fact he has never been in trouble. He too feels Rodney can make it in the community.

Needless to say the family provided a united front in attempting to convince this worker to allow Rodney to return home. It is quite apparent that they are not trusting of outside agencies. The father appeared to be the most understanding of the State's position of those in the home but unfortunately as stated previously he has little to say in the household. They feel Rodney's only problem is his temper and doubt any placement's ability to help him. The parents further add they rely heavily on Rodney due to their disabilities.

Child Assessment:

Rodney E. is a 16 year old youth who was committed to the State of Michigan in the charge of Felonious Assault. The only other offense on his record

Rodney E.
V1591703A

is a charge of Breaking and Entering. In discussing Rodney with others who have been involved with him, he is described as mouth, disruptive, aggressive, arrogant and stone-faced.

In this worker's interviews with Rodney he was cooperative, however, it is quite apparent that Rodney understands that he is under pressure and was very careful how he presented himself. He admits he was wrong in what he did but states he was provoked and acted out of fear and anger. He too sees his only problem as his temper.

In regard to school Rodney was last enrolled in the 10th grade at Northwester High School last fall. He has been enrolled in EI classes for quite some time. Reports indicate that Rodney has shown signs of deep-seated emotional problems. While Rodney has shown little motivation and has done poor academically, reports indicate he has been making a lot of progress behaviorally. The schools engineered Rodney's classes to maximize his ability to get along basically by cutting his hours. Reports further indicate that Rodney had a good relationship with his EI teacher, Mr. C , who has worked with Rodney since the 7th grade. Mr. D is credited for Rodney's improvement in behavior.

The parents report that Rodney has had all of his childhood shots and immunizations. The parents also report that Rodney has been hit by cars on two different occasions before he entered the 4th grade and once again approximately one year ago. He suffers from headaches and his nose bleeds easily. He was administered an EEG and the results were normal. He was involved in therapy for one year at CMH after one of these car accidents.

(psychological interview was conducted by Carl Poit at the Regional Detention Center. Mr. Poit indicated that Rodney was functioning within the dull normal range of intelligence. The only problems noted by Mr. Poit were the lack of supervision in the home and Rodney's attitude.

Needs and Goals:

Given the seriousness of Rodney's committing offense and his poor attitude, this worker feels commitment to the State was warranted. Rodney's attitude is one of blaming others for his situation and feeling he needs no help in resolving problems. The family, particularly the mother, share Rodney's attitude. In regard to the committing offense, the family feels Rodney was provoked. It is this worker's feeling that Rodney was provoked to a certain extent, however, no justification can be given for such an action. This worker further has some concerns about the minor in possession petition.

The mother has fed into Rodney's negative attitude and is very over-protective. Her attitude leads one to believe that if her son were placed outside the home, she would be totally uncooperative and sabotage any efforts to help her son.

In interviewing and discussing Rodney with significant others who have either worked with Rodney or observed him on a regular basis, the consensus is that Rodney should be placed if for no other reason than punitive measures. Neighbors in particular are reportedly fed up with Rodney. Returning him to his mother's home could possibly lead to further difficulties with these neighbors as tensions appear to be running high.

is felt that the parent's strong resolved to have Rodney remain home
uld be advantageous in motivating them to make necessary changes, making
clear that failure to do so would result in Rodney being placed at BTS.
ney has shown an ability to respond to intervention by his successful
mpletion of six months probation while working with Probate Court. For
e most part, he is not criminally oriented with his attitude being his
ggest problem.

erall, this worker feels the most beneficial approach in working with
ney would be in motivating the family to participate in the treatment
ocess. It is not felt that this would be achieved through placement at
3. In that Rodney meets the criteria for being a candidate in the pilot
object (HIC), this worker is recommending that he remain in the community
i benefit from the intensive services coordinated by Mr. Pat Diener.

e biggest concern this worker has in Rodney being involved in the pilot
object would be the potential difficulties with the neighbors. Therefore,
is worker is recommending that Rodney for the period of time he is involved
the pilot project, live with his sister, Gloria. This worker is confident
at Gloria will be cooperative and provide a much more structured setting
c him. With placement of Rodney at his sister's, alleviating the concern
potential difficulties with the neighbors, this worker feels prognosis
f Rodney completing the pilot project is good. Furthermore, failure on
dney's part to cooperate and live up to his responsibilities would call
r his immediate removal from the community and placement at BTS. Given
e age, there still remains time to place him.

Treatment Plan:

referral will be made to Mr. Pat Diener, intensive treatment worker, who
ll establish the necessary treatment goals and objectives. Treatment plans
stablished by Mr. Diener will (a) assess the current functioning of the
uth and his family, (b) appraise the resources available to this agency to
olve identified problems, (c) make a statement of immediate and long
rm goals and treatment methods to be utilized which will relate to the
ecific behavior precipitating the possible removal of Rodney from his home,
) set a time frame for objective accomplishments for both the youth and
e family and (e) make a statement of shared objectives and responsibilities
the CSW, state ward, family and Purchase of Service agent.

orker's Signature _____ Date: _____

ervisor's Signature _____ Date: _____

STATE OF MICHIGAN
DEPARTMENT OF SOCIAL SERVICES

MEMORANDUM

To: Chester Bielaczyc, Director
Genesee County Department of Social Services

Date November 17, 1982

From: Tim Spencer, Caseworker
Delinquency Services Unit

Subject: Exception Request to Mandatory Training School Placement

Rodney E [REDACTED], d.o.b. 7-12-66, was committed to the State of Michigan as the result of being adjudicated on the charge of Felonious Assault, a type I felony and mandatory training school offense. His previous court history consists of one charge of breaking and entering of which he successfully completed six months probation as monitored by Probate Court.

The committing offense occurred when Rodney and a twenty-eight year old neighbor engaged in a physical altercation. Apparently, the neighbor thought Rodney had previously broke into his garage although this claim cannot be substantiated. It is this worker's belief that the neighbor initiated the altercation and to a certain extent Rodney was provoked. Unfortunately, Rodney saw fit to defend himself by stabbing the neighbor with a jackknife he was carrying.

Per Manual Item B-812 Pg. 13, it is this worker's opinion the mitigating circumstances that provide the basis for the exception request include:

- a). 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 conduct.
- b). The victim provoked the crime to a significant degree by his conduct.

While this worker is in no way condoning Rodney's actions, it is felt that Rodney was provoked. He has shown an ability to respond to intervention by his successful completion of six months probation while working with Probate Court. For the most part he is not criminally oriented with his attitude being his biggest problem. This worker feels the most beneficial approach in working with Rodney would be in motivating the family to participate in the treatment process. The parents strong resolve to have Rodney remain home could be advantageous in motivating them to make the necessary changes.

As an alternative to placement of Rodney in the Training School, it has been recommended that he be involved in the new pilot project currently being coordinated by Mr. Pat Diener. Rodney and his family will receive intensive services which will closely monitor Rodney's behavior while also providing counseling to the family.

This recommendation was discussed with the victim in this matter and he stated no objections. Precautions are being taken to prevent contact between Rodney and the victim. This is basically being achieved by removing Rodney from his parents' home and placing him with his sister.

The Treatment Plan as developed by Mr. Diener is attached, as well as the initial services plan. It is this worker's feeling that the prognosis for Rodney successfully completing the pilot project is good.

Approved: Chester B. Bielaczyc
Chester Bielaczyc, Director

Not Approved: _____
Chester Bielaczyc, Director

PSYCHOLOGICAL EVALUATION

NAME: RODNEY ██████████
 DATE OF EXAM: 2/16/83
 TESTS ADMINISTERED: WECHSLER INTELLIGENCE SCALE FOR CHILDREN-REVISED, WIDE RANGE ACHIEVEMENT TEST, SENTENCE COMPLETION, HOUSE-TREE-PERSON, MINNESOTA MULTIPHASIC PERSONALITY INVENTORY, RORSCHACH.

REFERRAL SOURCE AND QUESTION:

Rodney ██████████ was referred for psychological testing through psychiatric intervention. The referral question concerns an evaluation for current personality dynamics and diagnosis. Particular attention is to be paid to the potential for continued acting out within the environment and placement needs.

BEHAVIORAL OBSERVATIONS:

Rodney approached the testing process in an extremely negative manner to the point of being openly hostile and belligerent. This was particularly true within the first meeting with him within which it was very difficult to elicit the cooperation necessary within the testing process. Within the second meeting, the initial encounter was also rather negative and very resentful on his part. After some additional attempts at developing reinforcement, however, he did show an increase in cooperation. It is felt that while the defensiveness was present there was an adequate degree of inferences available for appropriate determination of diagnosis and dynamics.

IMPRESSION:

In my opinion, Rodney ██████████ displays evidence of sociopathic personality with very nonconforming and antisocial features. He will consistently fit poorly within his environment and will have a history of underachievement and marginal adjustment. Very poor impulse control will lead to erratic behavior with loss of frustration tolerance and unpredictable aggression within the environment. These patterns appear to be of significant standing and becoming well-ingrained within his personality patterns. While there is some potential for causation arising from difficulty in academic functioning and a loss of self-esteem development concomitantly arising because of it. It is very unlikely that remediation in this area alone will be enough to alter the behavioral patterns that are currently seen. It is,

PSYCHOLOGICAL EVALUATION
RODNEY ██████████
PAGE TWO

therefore, my recommendation that Rodney be considered for placement within a highly structured environment within which his impulse control and frustration tolerance can be improved upon. Rodney needs strong controls in order to secure some help for acceptable behavior in the future. Without changes in this area it is very likely that acting out will continue in the future and greatly minimize his potential for adequate entrance into adult life.

More specifically, Rodney's intelligence currently falls within a low normal range (verbal I.Q. equals 77, performance I.Q. equals 106, full scale I.Q. equals 89). The following is a summary of the WISC-R subtests which were able to be completed during the present testing process.

Information	6
Similarities	7
Arithmetic	7
Vocabulary	7
Comprehension	4
Digit Span	9
Picture Completion	14
Picture Arrangement	11
Block Design	10
Object Assembly	11
Coding	9

As can be seen from the 29 point variation between the verbal and performance scores, some indication of dysfunctioning within the left cerebral hemisphere is suspected. It is important to remember, however, that within characterologic disorders the high preference for action to thought can at times, lower significantly, the verbal portion of these tests. If, however, the suspected dysfunctioning is present, it is very likely to greatly minimize Rodney's potential for success within the academic environment. It is very likely that he has higher ability than is indicated by either the verbal scale I.Q. or the full scale I.Q. Remedial instruction would appear important at this time especially within the area of integration of verbal processes and expression of ideas. It would also be important to follow through with a neurological evaluation to determine the potential for problems within the left cerebral hemisphere. This has become of key importance in that minimal brain dysfunction often will create a process within which anger reactions are seen early within a child's life, and because of consistent failure within the academic environment, acting out becomes increasingly likely as age progresses. Rodney may have also fallen prey to this process and now has developed a course of seeing the world around him in a manner which is becoming very set and fixed in its methods. It generally is wise to explore potential for remediation both within academics and chemotherapy.

PSYCHOLOGICAL EVALUATION

RODNEY [REDACTED]

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As previously stated, Rodney shows very poor impulse control and frustration tolerance. He has a tendency toward extreme narcissism and self-indulgence in which he will show very poor judgment and often act without considering the consequences of his behaviors. He will generally not learn from these experiences and will have a tendency to reenact past behaviors. Beneath the surface there is a high level of anger and hostility which is often expressed in very dramatic emotional outbursts.

Rodney shows a high level of energy and general over-activity. This also would show the need for continued medical and neurological evaluation. It is possible that hyperactivity may have been present within his earlier life and now is being manifested through more cognitive based over-activity. This may serve to even lessen his potential for controls and reality testing.

Within social situations, Rodney in general may create very favorable first impressions. His distrust of others, however, will lead to very superficial and non-rewarding relationships. Deep emotional ties are unlikely and he will generally keep himself at a rather strong emotional distance. While he will attempt to portray himself in a very strong and forceful manner, beneath the surface it is very likely that he has underlying feelings of inadequacy, immaturity, and a very poor self-esteem. This lowered self-worth appears of long standing and well ingrained within his personality patterns leaving him very vulnerable to acting out as a means by which to secure additional attention. Over a long period of time these patterns must be changed if significant improvement is to be forthcoming.

RECOMMENDATIONS:

As previously stated it would appear important at this time to develop a placement within which Rodney can increase his control of impulses and frustration. A very secure and structured setting is necessary in that he is likely to be very aggressive and negativistic toward authority figures until these changes are developed. He needs an environment in which he can lend structure and control from it as opposed to supplying his own early within the relationship. If Rodney can improve upon his impulse control, there appears to be enough adequate personality patterns available to him that some positive movement may be possible. If, however, the highly negativistic and distrustful approach to the world around him continues, it is expected that continued sociopathic acting out will be seen. Prognosis for significant improvement is guarded.

Robert D Fritzen Ed.D

Robert D. Fritzen, Ed.D.

Licensed Psychologist

Diplomate in Clinical Psychology, A.B.P.P.

RDF/kal

BEHAVIORAL CONTRACT

RODNEY [REDACTED]

SCHOOL ATTENDANCE:

To attend every day and every class
Maintain a "B" average

CURFEW:

Weekdays 10 p.m.

Weekends 12 midnight

WHEREABOUTS;

When you leave home,, get verbal permission and write
where you are going and what telephone number is.

HOUSEHOLD CHORES:

At Sisters:

Shovel snow
Keep basement clean
Pick up after yourself

At Parents:

Keep room clean
Rake leaves
Take garbage out
Feed dog

Rodney [REDACTED]
Client

[REDACTED]
Parent

Ms. Glenn J. [REDACTED]
Sister

Linda [REDACTED]
Supervisor Foster Care Diversion

██████████, Rodney
Case Number: V1591703A
Birthdate: 07-12-66

Worker: Patrick H. Diener
Community Services Unit
Genesee County D.S.S.
Date: November 17, 1982

TREATMENT PLAN

Diversion:

1. Weekly therapy
2. One other contact weekly
3. Reports as contracted
4. Emergency services, crisis intervention

Caseworker:

1. Monitor school progress
2. Meet with Rodney twice weekly
3. Employment referral (if appropriate)
4. Follow-up

Goals for Rodney and Family:

1. No arrests or police contacts
2. School attendance 90%, passing all classes.
3. Keep all appointments with Diversion, state worker
4. Weekly therapy
5. Reside with sister for diversion period
6. Obey curfew
7. Does household chores
8. Visits parents with Gloria only

School incentive may be paid.

*Goal #8 may be modified, visits must
be monitored and well supervised. Conditions
must be approved prior to visit.*

*Sister Gloria should be aware of Rodney's
location at all times.*

UPDATED SERVICE PLAN
TERMINATION REPORT

██████████, ██████████
County: Genesee

Birthdate: 7-12-66

VI591703A

Date Entered Agency's Services: 10-14-82

Report Period: 1-18-83 through 3-18-83

Date Completed: 3-11-83

LEGAL STATUS:

P.A. 150 committed 10-14-82.

12-18-81 Temporary ward of the court committed for B&E.

7-08-82 Dismissed as temporary ward of the court.

8-18-82 Assault with Intent to Murder.

9-22-82 Amended to Felonious Assault - guilty.

10-01-82 Minor in Possession - placed in RDC.

10-14-82 Committed on charges of Felonious Assault, Minor in Possession dismissed.

SOCIAL WORK CONTACTS:

Since November.

Social work contacts were numerous and various. Minimally, they included one contact per week by the department, one by Diversion, Inc. and one by a family therapist. There were also weekly contacts with Rodney's school.

CURRENT PLACEMENT:

Exception request was approved for Rodney to reside in the community. From commitment until 12-20-82 he lived with his sister, Gloria at ██████████ Bermuda Lane. On 12-20-82 he returned to the home of his mother, Sarah ██████████ at ██████████ Winthrop, Flint.

Since 11-17-82 Rodney has participated in the Genesee County Diversion program. Intensive services have been provided including family therapy and several social work contacts per week.

PROGRESS REPORT:

(Please refer to I.S.S., 30 day report).

Rodney has continued to meet all goals adequately. There have been no arrests nor police contacts since the 30 day report. Rodney is not suspected of criminal activity, but did derive much pleasure from stealing, an enterprise he found thrilling, challenging and one at which he was quite successful. Rodney does not experience moral pain when he steals but he does fear the consequences.

Rodney met the goals of 90% school attendance with the exception of a 10 day suspension. He was caught with several other youth in a restricted area 5 minutes after he should have been in class. Marijuana was being smoked, but it could not be determined by whom. This is a repeat of the problem behavior Rodney exhibited before Diversion. As a result he was extended in program 30 days.

Since semester break, Rodney has had two hours of auto mechanics and two hours of auto body shop -- not a real strong curriculum. Recently his class schedule has been amended to two hours auto mechanics, 1 hour mainstream math and two hours special ed (E.I.). Rodney is very resistant to the special ed classes and this situation needs to be resolved. Seen as a chronic behavior problem, school officials remain skeptical of Rodney and would most likely respond to any acting out with expulsion.

School incentive money has been paid at the rate of \$5.00 per day.

Within the home, mother probably does not have as much direct control as once thought, but is the dominant person. Father and brother, Nathaniel, are seen as weak and ineffectual, but "good boys". Father particularly is very unrealistic in his view of Rodney, believing him to be much more capable than he is. Mother has battled her own depression since losing her leg approximately six years ago. She still has a tendency to protect Rodney and lacks the energy if not the actual power to control him. She continues to perpetuate a paranoid world view that feeds Rodney's sociopathy. Rodney and mother are enmeshed emotionally and he displays elements of her depression during "down" periods. In contrast, Rodney frequently is over-active and his "bouncing off the walls" is very difficult for mother.

To provide a positive male model and esteem building activity, martial arts instruction was obtained. Rodney attended well until the reality of the rigorous nature of martial arts training was too much for him and he dropped out. He was encouraged to resume training, but has not attended for several weeks.

Rodney was tested by Robert D. Fritzen, Ed.D. on 2-16-83. Diagnosis was "sociopathic personality with very non-conforming and antisocial feature." Also there is suspected neurological dysfunction of the left hemisphere, indicated by a large difference between verbal and performance scores. Rodney is seen as impulsive and likely to act out in aggressive, antisocial ways. Dr. Fritzen recommends a secure, structured setting for Rodney and feels the prognosis for significant improvement is guarded. Because of the potential for aggressive acting out, any such behavior would be sufficient reason for out of home placement.

(GOALS & ACTION STEPS:

Despite adequate adjustment within the Diversion program, Rodney remains potentially dangerous to the community. He does respond to external structure and is fearful of being removed from the home. Significant gains were within the home and concern the mother's level of cooperation with the department.

Immediate goals:

1. Resolve as much as possible, the school situation by meeting with Northwestern administration and Mrs. ██████████
2. Provide a structured probation to influence Rodney's behavior - to curb his impulsiveness.

Should Rodney become involved in any delinquent activity, training school placement would be appropriate. Attitudinally, Rodney has not changed significantly and without the additional structure of the Diversion program, prognosis is fair at best.

RECOMMENDATION:

That Rodney remain in the home of his mother under strict probationary conditions.

Patrick H. Diener

(PHD:lf

Date Typed: 3-15-83

APPENDIX B

DESCRIPTION OF PROBLEMS

1. **LOW SELF-IMAGE: HAS A POOR OPINION OF SELF; OFTEN FEELS PUT DOWN OR OF LITTLE WORTH.**
 - a. Feels unlucky, a loser, rejected, mistreated; feels sorry for himself; has no confidence he can be of value to others.
 - b. Worries that something is wrong with him, feels inadequate, thinks he is good for nothing, is afraid others will find out "how bad I really am."
 - c. Distrusts others, feels they are against him and want to hurt him, feels he must defend self from others.
 - d. Is uncomfortable when people look at him or speak to him, can't face up to people confidently and look them in the eyes.
 - e. Is insecure with "superior" people, doesn't feel good enough to be accepted by others, except those who also feel poorly about themselves.
2. **INCONSIDERATE OF OTHERS: DOES THINGS THAT ARE DAMAGING TO OTHERS.**
 - a. Does things that hurt people, enjoys putting people down.
 - b. Acts selfishly, doesn't care about the needs or feelings of others.
 - c. Seeks to build self up by manipulating others for his own purposes.
 - d. Takes advantage of weaker persons and those with problems.
 - e. Won't help other people, except, possibly, if they are members of his own family or circle of friends.
3. **INCONSIDERATE OF SELF: DOES THINGS THAT ARE DAMAGING TO SELF.**
 - a. Puts self down, brings anger and ridicule on self, does things that hurt self.
 - b. Acts as though he doesn't want to improve self or solve problems.
 - c. Tries to explain away his problems, or blames them on somebody else.
 - d. Denies problems, hides from problems, runs away from problems.
 - e. Doesn't want others to point out his problems or talk about them; resists help with problems.
4. **AUTHORITY PROBLEM: DOES NOT WANT TO BE MANAGED BY ANYONE.**
 - a. Views authority as an enemy camp "out to get him."
 - b. Resents anyone telling him what to do, does not readily

AUTHORITY PROBLEM (continued)

accept advice from either adults or peers.

- c. Can't get along with those in authority, gets into big confrontations with authority figures, often over minor matters.
 - d. Does not respond well to parental control or supervision.
 - e. Tries to out maneuver authority figures, circumventing or manipulating them if possible.
5. MISLEADS OTHERS: DRAWS OTHERS INTO NEGATIVE BEHAVIOR.
- a. Seeks status by being a negative or delinquent leader.
 - b. Gives support to the negative or delinquent actions of others.
 - c. Misuses others to achieve his own goals, getting them to do his "dirty work".
 - d. Wants others to be in trouble with him, afraid of being separate.
 - e. If others follow him and get in trouble, feels that it is their problem and not his responsibility.
6. EASILY MISLED: IS DRAWN INTO NEGATIVE BEHAVIOR BY OTHERS.
- a. Can't make his own decisions and is easily controlled by stronger persons.
 - b. Can't stand up for what he believes, even when he knows he is right.
 - c. Is easily talked into committing delinquent acts in order to please or impress others.
 - d. Behavior varies from good to bad, according to influence from those with whom he associates.
 - e. Lets people misuse him, is willing to be somebody else's flunky.
7. AGGRAVATES OTHERS: TREATS PEOPLE IN NEGATIVE, HOSTILE WAYS.
- a. Makes fun of others, tries to embarrass them and make them feel low.
 - b. Seeks attention in negative ways, irritates or annoys people.
 - c. Makes subtle threats in word or manner.
 - d. Challenges, provokes, or hassles others.

AGGRAVATES OTHERS (continued)

- e. Intimidates, bullies, pushes people around.
8. EASILY ANGERED: IS OFTEN IRRITATED OR PROVOKED, OR HAS TANTRUMS.
- a. Frequently becomes upset or explosive but may try to excuse such behavior as naturally "having a bad temper."
 - b. Easily frustrated, unable to accept failure or disappointments.
 - c. Responds to the slightest challenge or provocation, thus making other people's problems his own.
 - d. So sensitive about himself that he cannot stand criticism or disagreement with his ideas.
 - e. Easily upset if someone shouts at him, points a finger at him, touches him, or shows any negative feelings toward him.
9. STEALING: TAKES THINGS THAT BELONG TO OTHERS.
- a. Thinks it is all right to steal if you are sneaky enough not to get caught.
 - b. Doesn't respect others and is willing to hurt another person to get what he wants.
 - c. Steals to prove he is big and important or to prove he is "slick" enough to get away with it.
 - d. Steals because he is afraid peers will think he is weak or chicken if he doesn't.
 - e. Doesn't have confidence that he could get things by his own effort.
10. ALCOHOL OR DRUG PROBLEM: MISUSES SUBSTANCES THAT COULD HURT SELF.
- a. Afraid he won't have friends if he doesn't join with them in drugs or drinking.
 - b. Thinks drugs are cool, tries to impress others with his drug knowledge or experience.
 - c. Uses the fact that many adults abuse drugs (such as alcohol) as an excuse for his involvement.

ALCOHOL OR DRUG PROBLEM (continued)

- d. Can't really be happy without being high,
can't face his problems without a crutch.
 - e. Acts as though he doesn't care about damaging
or destroying himself.
11. LYING: CANNOT BE TRUSTED TO TELL THE TRUTH.
- a. Tells stories because he thinks others will like
him better.
 - b. Likes to live in a make-believe, fantasy world.
 - c. Is afraid of having his mistakes discovered
and so lies to cover up. May even make up false
problems to hide real ones.
 - d. Has told so many lies that he may lie even when
there is no apparent need to lie.
 - e. Twists the truth to create a false impression
but doesn't see this as lying.
12. FRONTING: PUTS ON AN ACT RATHER THAN BEING REAL.
- a. Needs to appear big in the eyes of others, al-
ways needs to try to prove himself.
 - b. Bluffs and cons people, thinks loudness and slick
talk are better than reason.
 - c. Acts superior, always has to be right, argues,
needs to be best in everything, resents being
beaten.
 - d. Clowns or shows off to get attention.
 - e. Plays a role to keep from having to show his
real feeling to others.

APPENDIX 2

COMMITMENT/REARREST OFFENSE

I. SERIOUS FELONY

MCLA 750.82 Felonious Assault
MCLA 750.84 Assault with Intent to do Great Bodily Harm Less than Murder
MCLA 750.83 Assault with Intent to Murder
MCLA 750.89 Assault with Intent to Rob While Armed
MCLA 750.88 Assault with Intent to Rob While Unarmed
MCLA 750.520b(1)(a) First Degree Criminal Sexual Conduct and
750.520b(1)(c)
and 750.520b(1)(e)
and 750.520b(1)(f)
MCLA 750.520c Second Degree Criminal Sexual Conduct
MCLA 750.520d(1)(a) Third Degree Criminal Sexual Conduct
and 750.520d(1)(b)
MCLA 750.520g(1) Assault with Intent to Commit Sexual Penetration
MCLA 750.349 Kidnapping
MCLA 750.316 Murder
MCLA 750.321 Manslaughter
MCLA 750.324 Negligent Homicide
MCLA 750.327 Death due to Explosives
MCLA 750.677 Negligent Homicide with Watercraft
MCLA 750.397a Placing Harmful Objects in Food
MCLA 750.397 Mayhem
MCLA 750.530 Unarmed Robbery
MCLA 750.529 Armed Robbery
MCLA 750.72 Arson of a Dwelling House
MCLA 750.74 Burning of Personal Property (\$50 or more)
MCLA 750.77 Preparation to Burn Personal Property (\$50 or more)
MCLA 750.73 Burning of Real Property
MCLA 750.211a Possession of Explosives or Incendiary Devices
MCLA 750.226 Carrying a Dangerous Weapon with Unlawful Intent
MCLA 750.191 Felonious Driving
MCLA 750.213 Extortion
MCLA 750.227 Carrying Dangerous Weapon in Auto
MCLA 750.227 Carrying Concealed Weapon
MCLA 750.227 Carrying Pistol in Auto
MCLA 750.248 Forgery
MCLA 750.249 Uttering and Publishing
MCLA 333.7403(1),(2)(a),(IV) Possession of a Controlled Substance - Narcotic
MCLA 333.7403(1),(2)(b) Possession of a Controlled Substance - Non-Narcotic

I. SERIOUS FELONY (Continued)

MCLA 750.224 Possession of a Forbidden Weapon
MCLA 750.224 Possession of Blackjack

II. PROPERTY FELONY

MCLA 752.811 Breaking and Entering of a Coin
Operated Device
MCLA 750.356b Breaking and Entering of a Coin
Operated Telephone
MCLA 750.110 Breaking and Entering of an Occupied
Dwelling with Intent to Commit a
Felony
MCLA 750.110 Attempted Breaking and Entering of an
and Occupied Dwelling with Intent to
750.92 Commit a Felony
MCLA 750.110 Breaking and Entering of an Occupied
Dwelling with Intent to Commit Larceny
MCLA 750.110 Attempted Breaking and Entering of an
and Occupied Dwelling with Intent to Commit
750.92 Larceny
MCLA 750.110 Breaking and Entering of a Building
with Intent to Commit a Felony
MCLA 750.110 Attempted Breaking and Entering of a
and Building with Intent to Commit a
750.92 Felony
MCLA 750.110 Breaking and Entering of a Building
with Intent to Commit Larceny
MCLA 750.110 Attempted Breaking and Entering of a
and Building with Intent to Commit Lar-
750.92 ceny
MCLA 750.356a Breaking and Entering of a Vehicle
with Damage to Vehicle
MCLA 750.111 Entry Without Breaking with Intent to
Commit Felony
MCLA 750.111 Entry Without Breaking with Intent to
Commit Larceny
MCLA 750.356 Larceny over \$100.00
MCLA 750.360 Larceny in a Building
MCLA 750.360
and Attempted Larceny in a Building
750.92
MCLA 750.362 Larceny by Conversion over \$100.00
MCLA 750.362a Larceny from a Motor Vehicle
MCLA 750.357 Larceny from a Person
MCLA 750.380 Malicious Destruction of a Building
over \$100.00
MCLA 750.377b Malicious Destruction of Fire or
Police Property
MCLA 750.377a Malicious Destruction of Personal
Property - over \$100.00

II. PROPERTY FELONY (Continued)

MCLA 750.413 Unlawfully Driving Away Motor Vehicle
MCLA 750.535 Receiving and Concealing Stolen Property in Excess of \$100.00

III. MISDEMEANOR

MCLA 750.81 Assault or Assault and Battery
MCLA 750.81a Aggravated Assault
MCLA 333.7404(1),(2)(d) Unlawful Use of Marijuana
333.7212(1)(c)
MCLA 333.7404(1),(2)(a) Unlawful Use of a Controlled Substance - Narcotic
MCLA 333.7404(1),(2)(b) Unlawful Use of a Controlled Substance - Non-Narcotic
MCLA 333.7404(1),(2)(c) Unlawful Use of a Controlled Substance - Non-Narcotic
MCLA 257.626 Reckless Driving
MCLA 257.625 Driving Under the Influence of Liquor
MCLA 750.335a Indecent Exposure
MCLA 750.479a Failure to Obey Police Officer's Signal
MCLA 750.479 Resisting and Obstructing Police Officer Preserving Peace
MCLA 436.34a Open Alcohol Container in Vehicle
MCLA 436.33a Possession of Alcohol by Minor
MCLA 436.33a Possession of Alcohol by Minor in a Motor Vehicle
MCLA 436.33a Purchase of Alcohol by Minor
MCLA 333.7403(1),(2)(d) Possession of Marijuana and
333.7212(1)(c)
MCLA 333.7403(1),(2)(c) Possession of a Controlled Substance - Non-Narcotic
MCLA 750.167 Disorderly Person
MCLA 750.170 Disturbing the Peace
MCLA 312.10 Possession of a Loaded Firearm in a Motor Vehicle
MCLA 750.243a Possession of Fireworks
MCLA 750.226a Possession of Switchblade
MCLA 750.520e Fourth Degree Criminal Sexual Conduct
MCLA 750.74 Burning of Personal Property (\$50.00 or Less
MCLA 750.77 Preparation to Burn Personal Property (\$50.00 or less)
MCLA 750.113 Breaking and Entering of a Coin Box
MCLA 750.240 False Fire Alarm
MCLA 312.10 Improper Possession of a Firearm in an Automobile
MCLA 752.863a Reckless Use of Firearms
MCLA 750.115 Illegal Entry (Breaking)
MCLA 750.115 Illegal Entry (Without Breaking)
MCLA 750.356 Larceny \$100.00 or Less
MCLA 750.362 Larceny by Conversion - \$100.00 or Less
MCLA 750.359 Larceny from Vacant Building
MCLA 750.380 Malicious Destruction of Building - \$100.00 or Less

III. MISDEMEANOR (Continued)

MCLA 750.416 Tampering with Motor Vehicle - Damaging
MCLA 750.414 Joyriding
MCLA 750.535 Receiving and Concealing Stolen Property
- \$100.00 or less

IV. STATUS OFFENSES

MCLA 712A.2(a)(2) Incurrigibility - Home
MCLA 712A.2(a) Incurrigibility - Lawful Placement
MCLA 712A.2(a)(4) Incurrigibility - School
MCLA 712A.2(a)(2) Truancy - Home (without permission)
MCLA 712A.2(a)(4) Truancy - School
MCLA 712A.2(a)(2) Truancy - Lawful Placement (with-
out permission)
MCLA 712A.2(a) Truancy - Lawful Placement (with
Permission