

CHILDREN'S SERVICES DEPARTMENT

DATA SUMMARY FOR THE WASHTENAW COUNTY BOARD OF COMMISSIONERS

4/14/09

Please visit the Children's Services Department website through ewashtenaw.org to view photos of the Youth Center as well as to access interactive links describing the services, program materials and the Rational Behavior Training (RBT) program model.

DATA-AT-A-GLANCE

Washtenaw County Juvenile Detention and Daybreak Residential Treatment

	2006	2007	2008
<i>Number of Admissions Completed</i>	522	497	569
<i>Average Daily Population Count</i>	29	26	25
<i>Average Annual Percentage Occupancy at Present Staffed Levels (Staffed for average daily population of 30; total secure capacity 40)</i>	97%	87%	83%
<i>Total Number Days of Care Provided (Includes revenue days)</i>	10,524	8,918	8,636
<i>Average Length of Stay</i>	19.6 days	16.2 days	16.9 days
<i>Number of Revenue days of Care Provided (Includes out-of-county youth, Immigration and Customs Enforcement youth, and State Ward youth)</i>	906	755	950
<i>Courtesy Bed Revenue Dollars Generated (reduces General Fund obligation)</i>	\$139,995	\$158,682	\$174,821

Washtenaw County Daybreak Intensive Outpatient Program

	2006	2007	2008
<i>Number of Youth and Families Served</i>	37	46	45
<i>Other local Providers of Intensive Outpatient Substance Abuse Treatment for Adolescents</i>	None	None	None

JUVENILE DETENTION HISTORY

The previous juvenile detention facility was located at 2270 Platt Road as part of the Court's Juvenile Center. That building was built in 1966. The juvenile detention program was transferred from the oversight of the Court to the County and from the County to the Court, several times since 1966.

In 1997, the juvenile detention program was in noncompliance with 88 out of 115 of the State's administrative rules for operating a child caring institution. This was not atypical in its 30 year history whether or not the program was operated by the Court or the County.

In 1999, Washtenaw County Commissioners committed many resources to build up the program and bring it into compliance. Staffing was increased, training was funded and program supplies were increased. The management of the Juvenile Detention program was transferred back to the County via a Joint Operating Agreement (JOA) between the Washtenaw County Board of Commissioners and the Circuit Court-Family Division.

The JOA stipulates that any policies and procedures that affect the Family Court are jointly developed with the County. Specific operating procedures within the program itself are developed by the Department. The Court and County spent over two years developing policies and procedures for juvenile detention, specifically to remedy licensing deficiencies as well as compliance with court rules.

Since 2002, the juvenile detention program has had perfect or near perfect compliance with all administrative rules. The State of Michigan maintains a website where licensing reports and investigations can be reviewed for every licensed child caring agency and child caring institution in the State at www.michigan.gov. In 2003, both the juvenile detention program and the former O'Brien Center day treatment program were moved to the new building at 4125 Washtenaw.

DAYBREAK INTENSIVE OUTPATIENT PROGRAM HISTORY

COPE/O'Brien was established by Judge Francis L. O'Brien in the 1970s. The O'Brien Center was the day treatment program for court-involved youth. COPE was a nonprofit agency established by Judge O'Brien to provide educational support and to help court-involved youth in the O'Brien day treatment program to attain a GED. The Executive Director of the O'Brien Center and the Department Head for the COPE non-profit agency were the same person.

As time went on, the COPE side began providing more services to non-court involved youth from local school systems and less service to the O'Brien population. Eventually by 1999, the O'Brien youth were only receiving 45 minutes of educational support per day for only nine months of the year. The remainder of their day was spent in treatment groups or field trips.

In 2001, upon the retirement of the COPE/O'Brien Department Head, the two programs were separated, with COPE hiring its own Executive Director paid for with COPE funds. COPE then moved out of the County building, and the O'Brien portion of the program became part of the newly formed Children's Services Department. Simultaneously, Department of Education funds were secured to provide a full day of accredited education through Washtenaw Intermediate School District starting in the fall of 2001.

The Court and the Children's Services Department developed various program models for the day treatment program, eventually developing the Juvenile Drug Court in 2003. Daybreak is the name of the service programs (IOP and residential) provided by the Children's Services Department on behalf of the Juvenile Drug Court.

CURRENT SET-UP

WHAT IS JUVENILE DETENTION AND HOW IS IT DIFFERENT FROM RESIDENTIAL CARE OR TRAINING SCHOOLS?

It is not legal for children to be cared for in an unrelated, unlicensed home for more than two weeks. **Child welfare licensing law (P.A. 116 and the associated administrative rules) regulates all living situations where a child is not under the custody of the parent.** Licensing recognizes the following types of licensed out-of-home placements:

- Child caring agencies that supervise foster family homes (up to four children per home) and foster family group homes (up to six children per home)
- Child caring institutions which include:
 - Short term institution (typically unlocked shelters where children are held less than 48 hours)
 - Residential treatment institution (typically unlocked programs where youth reside for more than 48 hours)
 - Secure institutions (where outside doors and individual sleeping rooms are locked)

Residential treatment programs are unlocked programs typically provided by non-profits (although most juvenile detention facilities in Michigan also offer a small residential component, including Washtenaw which operates a small substance abuse residential program in one wing of the building).

The Court may also commit a youth to the State of Michigan under P.A. 150, where he/she is then sent to the State Training Schools (considered a long term residential treatment program) until age 21, but this is an option no longer used much by the Court due to the lack of treatment services and the cost charged by the State. (\$568 per day per youth at Maxey Training School as of 2007) An adult waiver youth who is convicted of an adult crime and is sentenced as a juvenile may go to a State Training School. Adult waiver youth who are sentenced as adults go to a state prison.

The Washtenaw County Juvenile Detention program is a licensed, secure child caring institution under P.A. 116 as amended. However, it is more properly considered as part of a larger system of the management of juveniles under the auspices of the Family Court. The Court has many options when it decides to restrict the movements of a youth.

Washtenaw County Family Court employs a broad array of interventions for juveniles and their families within its continuum of services, including diversion, probation, intensive probation, night surveillance, tethering, and a number of other specialized programs, including sending youth to residential placement. **The maximum security Juvenile Detention program is used as a deliberately short term program** where a youth is held for the above purposes until the youth either returns home, is put into residential placement, or is sent to jail.

The Juvenile Detention program is a 24 hour facility. Instead of the normal 1950 hours per year for a 37.5 hour work week or 2080 hours per year for a 40 hour work week, **the juvenile detention program operates 8760 hours per year and has operated continuously since its inception.** Every calendar week in a 24 hour facility is roughly the hourly equivalent of a month of work in a Monday through Friday program.

JUVENILE DETENTION POPULATION AND UTILIZATION

In 2008, 569 youth were admitted to the Washtenaw County juvenile detention program, for a total of 8636 child care days, which is an average of 24.90 youth per day. The average length of stay for detention youth was 13 days. The average length of stay for residential youth was 67 days. Ages ranged from 10 to 17. 9 of the youth were adult waiver cases, that is, these youth were on trial as an adult.

The juvenile detention daily population fluctuates greatly. That is, **the number of youth in residence goes up and down dramatically** in the course of a day, week or month. However, the staffing infrastructure has to be maintained regardless of how many youth are in service. For example, the cook/janitor is still working whether there are 38 youth or 18 youth in program that day.

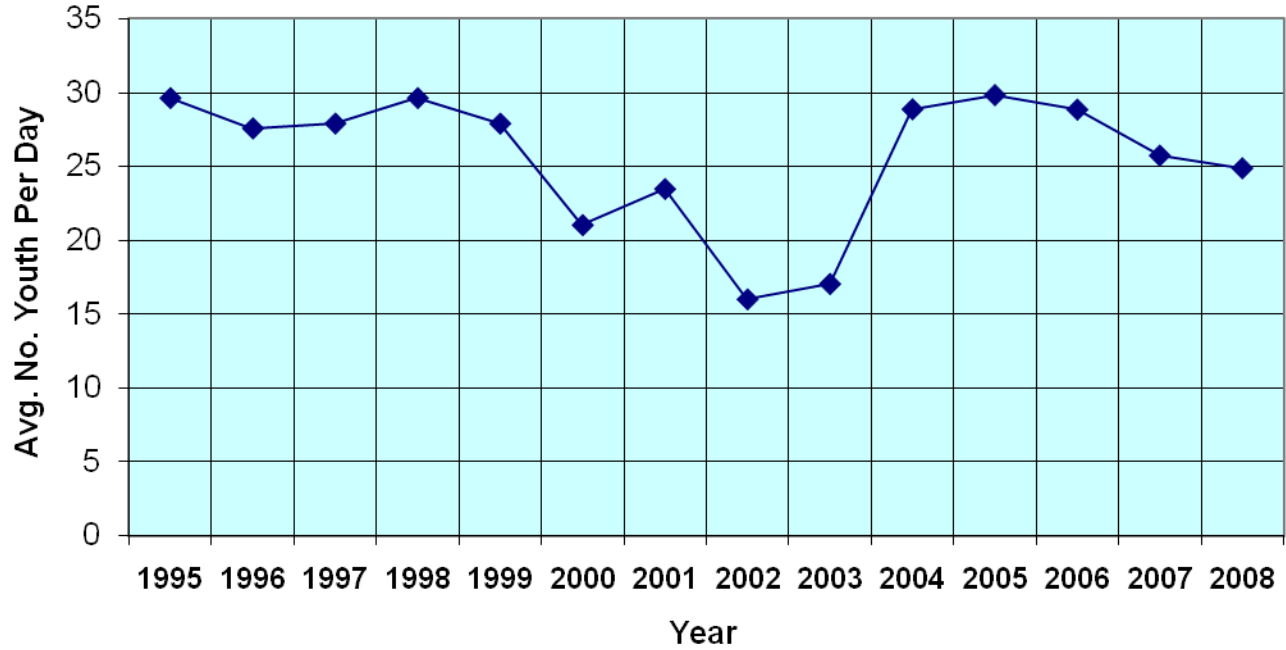
In 2001, Juvenile Detention instituted a staffing standard formula based on the State of Michigan required ratios of staff required per number of youth. The institution of this policy and practice assures that when regular staff utilize accrued time off banks, the shift is only filled to the level required for the number of youth in the facility at that specific time. Because the population can fluctuate from day to day, strict adherence to the staffing standard formulas has resulted in significant reduction of overtime costs.

On the following page is a chart summarizing the average daily population by month and year from 1995-2008.

Washtenaw County Juvenile Detention

Average Number of Youth Per Day

1995-2008



	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Avg	
1995	25.77	29.00	32.06	27.20	29.48	30.20	27.10	29.00	28.43	35.97	30.97	30.52	29.64	
1996	29.16	25.43	25.61	25.70	28.19	26.87	28.87	25.32	35.97	27.13	28.90	23.97	27.59	
1997	NO MONTHLY DATA - Lost in Flood							24.65	29.32	26.43	31.23	27.80	29.35	27.92
1998	27.38	31.50	30.22										29.64	
1999	22.39	29.32	29.13	24.60	28.83	24.73	24.06	28.16	17.23	26.48	24.13	24.61	27.91	
2000	19.29	15.10	18.42	23.90	21.00	21.20	21.32	24.48	22.30	24.71	19.83	21.00	21.05	
2001	20.10	25.71	27.87	28.20	29.19	23.93	18.81	20.26	16.16	25.58	23.43	22.61	23.49	
2002	18.03	13.46	18.26	19.23	17.39	17.17	15.77	15.97	9.87	16.06	14.47	16.57	16.02	
2003	16.06	16.57	14.25	18.06	21.32	23.00	15.00	15.74	13.76	15.74	20.03	15.19	17.06	
2004	19.13	24.24	32.35	30.60	28.58	26.06	33.35	30.35	28.70	33.13	32.10	28.03	28.89	
2005	31.71	32.82	27.97	30.66	31.77	25.60	31.06	33.29	33.10	26.45	26.60	27.10	29.84	
2006	25.54	32.86	27.54	35.50	31.35	26.40	30.77	26.38	23.06	26.35	29.93	30.64	28.86	
2007	28.13	26.86	21.48	30.90	29.90	23.37	23.77	25.23	25.07	23.61	29.13	21.61	25.76	
2008	28.84	23.69	23.16	27.60	30.97	29.17	27.52	27.66	20.57	20.39	20.33	18.84	24.90	

The average daily population does not tell the whole story. Below is a chart capturing the movement of youth in and out of the facility. For example, although the average number of youth per day in January 2008 was 28.84, the Juvenile Detention Program actually served 72 youth. Some of those youth remained in program in February 2008, but many left and many new youth entered. In February, 53 youth were served, and so on.

2007			2008		
	Daily Average Per Month	No. of Youth Served in Month		Daily Average Per Month	No. of Youth Served in Month
Jan	28.13	55	Jan	28.84	72
Feb	26.86	52	Feb	23.69	53
Mar	25.71	61	Mar	23.16	65
Apr	30.90	55	Apr	27.60	63
May	29.90	60	May	30.97	57
Jun	23.30	49	Jun	29.17	57
Jul	23.78	62	Jul	27.52	58
Aug	27.76	51	Aug	27.66	55
Sep	25.06	56	Sep	20.57	42
Oct	24.40	53	Oct	20.39	54
Nov	29.22	61	Nov	20.33	53
Dec	26.12	61	Dec	18.84	46

WHAT IS THE DAYBREAK INTENSIVE OUTPATIENT PROGRAM AND HOW IS IT DIFFERENT FROM OTHER IOPS?

Intensive Outpatient services for mental health or for substance abuse treatment programs are typically defined by insurance companies in a specific manner for reimbursement purposes or by national accreditation bodies. Clinical (counseling) services must be provided for at least three hours per day for five days a week to be considered an IOP.

The Daybreak IOP in Children's Services is superior to other intensive outpatient programs for many reasons, but the chief reason is that **each IOP youth receives a full day of year round accredited education from Master's-prepared special education teachers from WISD.** Youth are able to

transfer these school credits back to their home school upon graduation from the program, unlike other programs where the youth end up further and further behind in school. In fact, the youth can make up MORE credits than in regular school since many of the treatment groups can be considered “life skills” education.

Youth in the Daybreak IOP live at home but experience a highly structured day Monday through Friday, and are under night surveillance by the Court at night and on weekends. The youth are picked up by vans or car in the morning; eat breakfast; attend a full day of school; eat lunch, attend group, individual or family treatment; eat dinner or a snack; and are transported home beginning at 6:00 p.m. After 6:00 p.m., they are monitored by the Court’s night surveillance team. **The youth’s behavior at home, in treatment, in school, and in the community are reported back to the Drug Court Team which meets weekly to discuss the youth’s progress.**

WHAT IS THE JUVENILE DRUG COURT?

The purpose of a specialized juvenile drug court is to provide an innovative alternative to the traditional method of handling criminal cases by united criminal justice and treatment services in an effort to break the cycle of juvenile drug use and addiction. Through this approach, the Juvenile Drug Court is able to encourage substance-free behavior by holding all youth accountable for their behavior, and providing youth and families with the resources and skills to be responsible, law-abiding citizens. **A drug court ensures a greater level of community safety through increased oversight and structure, and specialized treatment services** that focus on treating drug abuse and addiction as root causes of criminal or antisocial behavior.

The Juvenile Drug Court was established in 2004 by the Honorable Donald E. Shelton, Supervising Judge of the Trial Court – Juvenile Division as a collaboration of the Court, Prosecutor, Public Defender, Dawn Farm, Children’s Services Department, and the Washtenaw Intermediate School District (WISD).

Each youth/family is assigned to a special drug court probation officer who serves as the youth and family’s case manager. Treatment services are provided by the probation officer, Children’s Services Department staff, Dawn Farm staff, WISD teachers and the WISD certified school social worker. **The drug court youth may enter via the residential portion of juvenile detention and then graduate to the IOP, or may enter via the IOP.** Juvenile Detention may or may not be used as part of the youth’s consequences for noncompliance with drug court rules.

Weekly meetings of the Drug Court Team are held by all of the partners with the drug court Referee to discuss the progress of the case and to discuss treatment options. The court also holds weekly court hearings at the Youth Center for youth and parents. Based upon the recommendations of the Drug Court Team, the assigned Referee orders youth into various phases of the program and parents may be ordered into treatment.

HOW DO WE KNOW THAT WASHTENAW COUNTY PROVIDES A HIGH QUALITY PROGRAM?

There are numerous sources of information about the quality of the Juvenile Detention and Daybreak Intensive Outpatient program. One of the primary methods is compliance with applicable child welfare licensing rules. **Since 2002, the juvenile detention program has achieved perfect or near perfect licensing compliance for juvenile detention and residential treatment services**

In October 2006, after a year of planning and training, the Children's Services Department implemented "Rational Behavior Training" as the program intervention model. This model was chosen because it can support both the substance abuse treatment youth and the general youth population. **RBT is an evidence-based practice** implemented in many detention and residential programs during the past five years. It is a combination of cognitive restructuring (reflecting back and reframing the youth's thinking) and behavior therapy (rewarding positive behavior.) **The most notable result has been the dramatic reduction in both the necessity for physical management of the youth** and in the use of isolation as a consequence. Layered incentives to count things youth are doing "right" have transformed the dynamic of youth- staff relationships. The RBT Training Team was awarded a "Service & Program Enhancement Award" by the County Administrator in 2007.

Other evidence of quality includes maintenance of the substance abuse treatment license, as well as meeting State of Michigan Board of Education standards. Youth in our outstanding education program are consistently making up several grade levels during their stay. The facility is inspected by public health and the fire department biannually, and consistently passes these inspections with an "A" grade or fully compliant.

Customer surveys of youth and parents are conducted quarterly or three times per year. Survey results are generally positive, and also result in changes in programming where possible.

The Michigan Association of Drug Court Professionals awarded the Washtenaw County Drug Court Team the Honoree of the Year Award in 2006. Finally, the continuum of services comprising the Daybreak Substance Abuse Treatment Program (comprising both the residential treatment component and the intensive outpatient program) has consistently performed at or above national outcomes for this population since the program began.