

VIEWS OF THE BOARD OF WAYNE COUNTY AUDITORS

IN REGARD TO THE

WAYNE COUNTY CHILD DEVELOPMENT CENTER  
(Formerly, Wayne County Training School)

Attempting to clarify present public commitment and  
responsibility for care and training of educable-mentally  
-retarded and emotionally disturbed children in Wayne  
County, Michigan

INTERNAL DISCUSSION DRAFT, R. H. AUSTIN, 10-16-68

(CONFIDENTIAL--NOT FOR PUBLICATION)

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OCT 24 1968  
WAYNE COUNTY CHILD  
DEVELOPMENT CENTER

BOARD OF WAYNE COUNTY AUDITORS

DETROIT, MICHIGAN



Participating in the Board of Auditors' discussions of the Wayne County Child Development Center were the following members of Auditors' Staff Conference Group:

Richard H. Austin, Wayne County Auditor, Chairman of SCG  
Arthur A. Sumeracki, Wayne County Auditor  
John F. Williams, Wayne County Auditor  
Louis G. Basso, Budget Director  
Edward E. Bobowski, Assistant Budget Director  
Edward J. Bresnahan, Jr., Superintendent of Buildings  
Richard T. Kelly, Purchasing Director  
Stanley J. Molenda, Director of Auditing and Accounting  
Charles H. Sanson, Jr., Executive Secretary  
Stephen J. Ura, Assistant Director, Auditing and Accounting

The Staff Conference Group meets weekly to discuss and advise on complex issues confronting the Board of Auditors and the County of Wayne. Since organization in February, 1967, SCG has studied many other issues and planned strategy for several important actions, including: distribution of new state income tax to counties, court reorganization, county government reorganization, renewal of one-mill property tax levy, mid-management training, electronic data processing, and complex budget questions.



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IN REGARD TO WAYNE COUNTY CHILD DEVELOPMENT CENTER

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BOARD OF WAYNE COUNTY AUDITORS

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Appendix B



VIEWS OF THE BOARD OF WAYNE COUNTY AUDITORS  
IN REGARD TO THE CHILD DEVELOPMENT CENTER

After reading all of the reports on the Child Development Center that were referred to and reviewed by the Board of Auditors, one of the division directors wryly remarked, "In reviewing these reports, one fact seems quite evident; no more reports are required. Another report will further confuse a situation which is now thoroughly confused." His remarks appropriately express the sentiment of most members of the Board of Auditors and staff as they began deliberations on the findings and conclusions of the various study reports. Undoubtedly members of the Board of Supervisors have been similarly affected.

The Board of Auditors sincerely hopes the collation of the findings of study reports and the views of the Auditors expressed in this paper add no more confusion but will guide the Supervisors to a positive solution to the Wayne County Child Development Center dilemma. The views expressed should be received with the understanding that the overriding concern of the Board of Auditors is for the best care and training possible with available resources for mentally handicapped and mentally ill children, who are eligible for service in Wayne County.

The Board submits, in the statement on the pages that follow, its views in regard to the future of Wayne County Child Development Center. Immediately following are the conclusions and recommendations by the Auditors for specific action.

CONCLUSIONS

A. Although the Wayne County Child Development Center programs have remained



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basically unchanged, the trend has been toward increased involvement in the problems of children who cannot remain at home or in a foster setting. The present overall program, according to the Medical Superintendent's statement of admission policy, is to treat and train "children with mild or borderline retardation who have not adjusted in the special programs of the public schools, are experiencing social and emotional problems, usually come from culturally deprived home settings, and for whom other agencies have been adjudged either unavailable or inadequate for their needs." Emphasis is on early admission, intensive specialized education and training, habilitation, and return to the community. There is sufficient evidential content in the various reports to support the view that program emphasis is shifting toward increased services to children in residence. It is the opinion of the Board of Auditors, however, that now is the time for the Board of Supervisors to carefully examine the relevance of the Center's service to the present needs of the community, and to make a judgment as to whether the Center should be continued as a county agency.

B. Wayne County Child Development Center is the only governmental resource in Wayne County for referrals for the placement of educable retarded children requiring a residential environment. Outside of Wayne County, the State arranges for admissions of these children to State facilities. When asked whether a recommendation to transfer ownership of the Center to the State of Michigan would be viewed with interest by the Department of Mental Health, Dr. William H. Anderson, Director, responded as follows:

The Department of Mental Health is interested in ensuring that provision

(Please see Page 3)



is made for the care and training of retarded persons in Wayne County who are eligible for service in the Wayne County Child Development Center. It is expected that the Child Development Center will provide services to youngsters in the higher level of mental retardation who cannot receive needed care and training in their homes and local schools by virtue of special conditions added to their mental handicap. If children of this type are not served by the Child Development Center, admission is sought for them in state facilities. We would prefer not to make arrangements for this additional and specialized caseload within our institutions if it can be handled in the county facility. The Department of Mental Health does not wish to assume responsibility for the Wayne County Child Development Center unless significant advantages can be realized if it is integrated with the State system. We feel that any decision to request transfer to the Department of Mental Health should be made by agencies and citizens of the county who are knowledgeable and who are convinced that significant advantages can be achieved by State administration of the Center.

Dr. Anderson added that his department (in a transfer arrangement) would assume, since the facility borders Plymouth State Home and Training School, that the administration would be an extension of the State Home service capacity, and would not be duplicated.

Since the operation of an institution for the care, treatment and habilitation of the mentally ill is more appropriately a state responsibility, the feasibility of transferring the Center to the State should be fully explored. In any transfer arrangement, steps should be taken to assure continuation of services and adequate protection of the rights and accumulated benefits of affected employees. - *what about administration?*

C. The Wayne County Training School Ordinance, under which the Center operates, includes only "feeble-minded children" in its definition of the child population to be served. Because the present admission policy is more liberal, the Wayne County Prosecutor's Office should be requested to draft a new Training School Ordinance



that will give appropriate legal recognition of intent to operate an institution for the care, education and training of emotionally disturbed children as well as mentally retarded. This technical change appears to be necessary to conform the ordinance to present accepted practice and avoid possible criticism for current expenditures of County funds for services not appropriately authorized. The power of the Administrative Board of the Center to control admission policy within the broad guidelines of the proposed, revised ordinance should be preserved.

D. Although the Child Development Center Citizens Review Committee report is highly critical of top management of the Center and recommends removal of the Medical Superintendent, it must be remembered that nine months earlier, an evaluating team of the American Association of Mental Deficiency approvingly referred to the management as "basically sound and reasonably effective". It has been suggested that the Board of Supervisors examine the relevance of the Center's service to the present needs of the community to determine whether the Center should be continued as a county agency. If it is to be continued as a county agency, then the population to be served should be more clearly identified. Until these things are done, the Supervisors, Administrative Board and the Medical Superintendent will have difficulty defining management objectives. Replacement of the Medical Superintendent without a better understanding of service goals will not necessarily solve the basic problems.

E. The State of Michigan, through the operation of Plymouth State Home and Training School and similar institutions, has clearly accepted the responsibility for the care and training of children in the lower I.Q. categories. The public school systems



have properly assumed the responsibility, under permissive legislation, for teaching and training in special education programs educable and trainable retarded children. Most of the school districts within Wayne County are attempting to provide day care programs for these children. As a result of the expansion of these day care programs there is less need today for special education programs in residential setting, accounting in part for the lighter demand and lower population at the Center.

*Are they interested in residential or "Novel Approach"?*

F. The Wayne County Child Development Center's services appear to be necessary supplements to the special education efforts of the school districts in Wayne County --housing, treating and training children with borderline retardation who have not adjusted in the special programs of the public schools, or who cannot function in the home setting. Appropriately, therefore, it could be (and possibly should be) operated through the Wayne County Intermediate School District which represents all of the school districts in Wayne County or by the State of Michigan. The state universities may be interested in operating the Center as a training center for special education students of the various institutions of higher education in the state. The possibilities of transferring the Center or its education programs to a school system should be fully explored.

G. Judge James H. Lincoln, Wayne County Judge of Probate, Juvenile Division, has expressed the view that recent changes in admission policy at the Child Development Center "have brought the slamming of doors in the faces of juveniles who need help." He has been outspoken in his criticism of the Center's present admission policy and practice. An effort should be made to reconcile the views of these two large and important County agencies dedicated to child welfare and care. The Board of Supervisors



should take steps to affect this reconciliation. In the process of working out an agreement between these two agencies, the Supervisors may discover more clues to the future appropriate role of the Center.

*Dr. Wein*  
H. The Buildings Division of the Board of Auditors has roughly estimated the amount of \$1,200,000 as required maintenance expenditures to update the physical plant of the Center. Additionally, questions have been raised in some of the reports about the suitability of present structures (erected over 40 years ago) for present concepts of services. For example, the Regional Interagency Committee on Mental Retardation complains that the large dormitory areas in the cottage units make it impossible to divide residents into smaller groups required for effective treatment programs, behavioral modification, etc. The Auditors believe that professional advice should be sought to evaluate the physical plant of the Center in relation to present needs.

I. The Board of Auditors would be remiss if it did not emphasize that the gross per diem cost at the Center has increased from \$9.37 in 1960 to \$29.12 in 1968. This increase has resulted partly from an increase in the amount of operating expenses but mainly from a reduction of average child population from approximately 700 to 300. Although they are cognizant of the shift in program emphasis at the Center toward increased services to children in residence, the Auditors are disturbed about the increase since 1960 of 40 percent in expenses while average daily resident population dropped 57 percent. Without engaging in a sophisticated discussion of overhead and minimum staff requirements, it should be clear that the population of a facility constructed and



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*APA summary*

generally staffed for a capacity of around 700 should not be allowed to drop to 300.

The Auditors believe that the precipitate drop in population should be fully investigated and more productive use be made of committed resources.

J. From the short range view, a concentrated effort should be directed at the State Legislature with the objective of bringing the reimbursements for state patients in line with present per diem costs. At present, with the recent drastic increase in *6/12* the per diem cost at Wayne County Child Development Center, a substantial gap now exists. After many years of hedging at the state level, the State Legislature and the State Department of Instruction had, until the 1967-68 cost advances, at least brought state reimbursement and school subsidy within reasonable limits. A new effort should be made to close the gap.

*18 units - one unavailable & one for inf, leaves 16*

*16  
35  
80  
48  
560*

*Dr. Bush's recomm*



### RECOMMENDATIONS

The following recommendations for specific action by the Board of Supervisors have been distilled from the conclusions in the statement of views:

1. Wayne County Child Development Center is the only governmental resource in Wayne County for placement of higher level, educable, retarded children requiring a residential environment. It has been a pioneer in its field and performs a vital and useful function in the County. It is recommended that the Board of Supervisors assure continued operation of the Center or a facility providing similarly high level care and treatment within Wayne County. o/c
2. It is recommended that, since the operation of an institution for the care, treatment and habilitation of the mentally ill is more appropriately a state responsibility, the feasibility of transferring the Wayne County Child Development Center to the State be fully explored with the appropriate state and local officials. ?
3. It is recommended that the Wayne County Prosecutor's Office be requested to draft a new training School Ordinance that will give appropriate legal recognition of intent to operate an institution for the care, education and training of emotionally disturbed children as well as mentally retarded. (This technical change appears necessary to conform the ordinance to present accepted practice to ?



avoid possible criticism for current expenditures of County funds for services not appropriately authorized. The present ordinance includes only "feeble-minded children" in its definition.)

4. The Wayne County Child Development Center's services appear to be necessary supplements to the special education efforts of the school districts in Wayne County--housing, treating and training children with borderline retardation who have not adjusted in the special education, day care programs of the public schools. It is recommended that the possibilities of transferring the Center or its education program to a local or state school system be fully explored. OK
5. It is recommended that the Board of Supervisors take steps to affect a reconciliation of conflicting views on admission policy at the Center, between the Wayne County Probate Court, Juvenile Division, and the Child Development Center Administration. OK
6. It is recommended that the Buildings Division of the Board of Auditors be authorized to obtain professional advice for evaluation of the physical plant of the Center relative to present needs. OK
7. It is recommended that both the Board of Supervisors and the Board of Auditors fully investigate the precipitate drop in population at the Center and promote more productive use of available facilities OK



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and committed resources.

8. It is recommended that the Board of Supervisors and the Board of Auditors jointly lead an appeal to the State Legislature to bring reimbursements for State patients more closely in line with present per diem costs.

D/C

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ASSIGNMENT TO BOARD OF AUDITORS

Several studies by citizen and professional groups have been concluded recently evaluating the operations of the Wayne County Child Development Center. Reports of some have been critical; others have been complimentary. Selected views from the various reports are presented below to show the range of views. Each report should be read in its entirety for full and adequate appreciation of the views expressed.

1. According to an approving report by the American Association of Mental Deficiency dated September 5, 1967, "the management of the Wayne County Child Development Center appears basically sound and reasonably effective, yet certain weaknesses are indicated which should be given serious consideration...Fortunately the Center has a well-qualified and experienced administrative officer and in general a well-qualified and experienced and devoted administrative staff. This provides a positive base for improving the managerial aspects of the Center...While there are deficiencies, it is the distinct and definite impression that these deficiencies are not due to the lack of knowledge of what is desirable and are not due to the lack of interest and concern for the residents on the part of the chief executive and his staff..."
2. The Child Development Center Citizens Review Committee in its report dated May 25, 1968, was highly critical of top management. Following are excerpts from the Committee's report:
  - a. "The administrative board has operated with either indifference, ignorance, or ineffectiveness. To have known about the deplorable conditions that existed at the Center and yet not act upon them is inexcusable. What is definitely indicated is a change in the makeup of the present administrative board."
  - b. "The superintendent, as chief administrator and medical officer of the institution, has clearly abdicated his responsibilities to persons not equipped by training or temperament to handle such responsibilities. Under his administration, staff estrangement, pessimism, indifference, and incompetence were allowed to develop and by his passivity, encouraged. We recommend that



the present superintendent be removed."

3. The Professional Committee in Behalf of the Children at the Wayne County Training School, Fritz Redl, Ph.D., Chairman, concluded its advisory communication dated February 22, 1967 with the following recommendation and slap at the administration:

"The Professional Committee in Behalf of the Children at the Wayne County Training School strongly urges the Board of Supervisors to weigh the seriousness of the professional gap created by the breakdown of the only resource for referrals for the placement of educable retarded children in Wayne County, and to take appropriate steps for the amelioration of such disastrous service-decay. Whether this can be done with the present administrative resources is the vital question."

4. Homer F. Weir, M.D., on behalf of the Regional Interagency Committee on Mental Retardation, in avoiding the controversy over administration policy and employee morale, included the following conclusions in his comments on April 22, 1968 which strongly suggest that the location of the Center is inappropriate for its present program emphasis:

"There are three major categories of retardates who require residential placement and/or for whom no suitable facilities are available at this time. There are--(1) the mildly retarded and borderline defective group, (2) the older, ambulatory, moderately and severely retarded, and, (3) the retardates who require short term residential facilities while receiving vocational training or during the early phases of job placement..."

"In summary, the Committee believes that the use of the Child Development Center for any of the above categories of individuals is inappropriate. The Committee does believe, however, that certain facilities presently available at the Child Development Center might well profitably be developed to provide a day program for the northwest section of Wayne County for the retarded in the area requiring special education at the educable level, vocational rehabilitation and training, and recreational programs..."

5. Judge James H. Lincoln, Wayne County Judge of Probate, Juvenile Division, summed up his present frustration, in referring some of his handicapped charges or Wards of the Court to the Center, in



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a letter to the Board of Auditors dated September 30, 1968 as follows: "Now, I wish to emphasize that the Wayne County Child Development Center remains a valuable asset to the Court and the community even though recent changes have brought the slamming of doors in the faces of juveniles who need help."

The Board of Wayne County Auditors has been asked by the Training School Committee of the Wayne County Board of Supervisors to assume the responsibility for collating and classifying the conclusions of studies that have been completed and to assist the committee in arriving at studied recommendations to the Board of Supervisors. The consensus of the Board of Auditors and Staff is reflected in this report. The Auditors have made no attempt to pass judgment on the professional competency of the Center management and staff or to evaluate the effectiveness of programs.

#### MAJOR CONCERNS OF THE BOARD OF AUDITORS

The Board of Auditors, as the focal point of centralized financial control and county government operations, has three major concerns in its consideration of the future of Wayne County Child Development Center. The first major concern is for the care and habilitation of mentally retarded and emotionally disturbed children, which are universally recognized, vital services of local government. The second is the apparent growing dissatisfaction with the administration and the relevance of the Center's service to the present needs of the community. The third major concern is for the propriety of expenditures of Wayne County taxpayers' dollars.

The Auditors are convinced of the compelling need for early diagnosis, evaluation and treatment of mentally handicapped and mentally ill children, many of whom require

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constant professional attention in an institutional environment. It is the responsibility, both legal and moral, of county government as an arm of the state to see that every mentally handicapped and mentally ill resident child receives the measure of care and treatment he needs. It is the responsibility of county government officials to see that all mandated services are rendered at an adequate level. It is also their responsibility to see that the burden of paying for services rendered is borne by appropriate individuals or units of government.

Most of the services rendered by the general government of the County of Wayne are mandated by the State Legislature. Many services rendered by the County are State services performed at the local level on behalf of the State, the major portion of the cost of which is required to be reimbursed by the State. The State does not fully reimburse the County for state services rendered by the County. Moreover the County's power to levy local taxes for support of services is limited by the State. As the cost of all County services continues to rise, the importance of examining the value and compatibility of each service as a county responsibility becomes more significant. For example, the shocking fact that the net per diem cost at the Child Development Center increased from \$10.74 to \$19.95 within the last year (1967-68) alone is sufficient justification for critical analysis and evaluation of the institution's present direction. The gross per diem cost during the same period, before deduction of State reimbursements, increased from \$19.94 to \$29.12.

The average number of children served by the Child Development Center has dropped from about 500 to around 300 during the last year. At one time the bed capacity

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was quoted as high as 700. One expert in the mental health field has suggested that mildly retarded children who do not have some additional problem need no residential program today. This, he contends, results from increasing numbers of special education classes in our public schools, day care programs, and other related new programs.

#### FACILITIES AVAILABLE TO WAYNE COUNTY RESIDENTS

Listed below are some of the facilities available to Wayne County Residents for the care, (including housing), treatment and education of mentally ill or mentally handicapped children.

State law distinguishes between those who are mentally ill and those who are mentally handicapped, as follows:

Mentally Ill (MSA 14.844) includes those who are mentally deranged and unsound of mind, except epileptics, the mentally handicapped and the non-psychotic senile.

Mentally Handicapped (MSA 14.844) includes morons, imbeciles, the feeble-minded and those in whom congenital defects have produced the same deficiency.

#### HOMES FOR MENTALLY ILL OR EMOTIONALLY DISTURBED CHILDREN

##### GOVERNMENTAL FACILITIES

Northville State Hospital, Northville, Michigan  
Hawthorne Center, Northville, Michigan  
Lafayette Clinic, Detroit, Michigan  
Ypsilanti State Hospital, Ypsilanti, Michigan  
Children's Psychiatric Unit of the University of Michigan,  
Ann Arbor, Michigan  
Detroit Psychiatric Institute



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PRIVATE FACILITIES

Children's Hospital, Detroit, Michigan  
Haven Hospital and Psychiatric Center, Rochester, Michigan  
Boys Republic, Farmington, Michigan  
Barat House, Detroit, Michigan

HOMES FOR MENTALLY HANDICAPPED CHILDREN

GOVERNMENTAL FACILITIES

Plymouth State Home and Training School, Northville, Michigan  
Wayne County Child Development Center, Northville, Michigan

PRIVATE FACILITIES

St. Louis School, Chelsea, Michigan  
Our Lady of Providence School for Girls, Northville  
Haven Farms, Parents Foundation for the Mentally Retarded,  
Rochester, Michigan  
Christ Child School for Retarded Children, Birmingham, Michigan

INSTITUTION FOR TREATMENT OF EPILEPTICS

Caro State Hospital (Michigan Department of Mental Health)

DETROIT BOARD OF EDUCATION--Special Education

Purpose and Service Offered: Plans educational programs and services for the physically handicapped educable and trainable mentally retarded, emotionally disturbed and socially maladjusted pupils. Programs include special classes for blind (home visitation service for preschool blind), partially-sighted, trainable mentally handicapped, educable mentally retarded, and 9-to-12 year-old emotionally disturbed children; three special schools for orthopedically handicapped and epileptic; special school for deaf and hard-of-hearing; special classes and schools for socially maladjusted boys; special classes for foreign children unfamiliar with the English language; health conservation classes for children with lowered vitality; speech correction classes and hearing conservation programs for those with speech and hearing handicaps. Home teaching

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is provided pupils confined because of extended illnesses and for certain children in hospitals and Maybury Sanatorium. The department supervises 20 all-special schools and offers clinical services for the following:

Crippled and Cardiac (Oakland, Leland and White Schools)  
Deaf and Hard-of-Hearing (Day School for the Deaf)  
Epileptic (White Special School)  
Psychological (5057 Woodward)  
Speech and Hearing (5057 Woodward)  
Vision (Franklin School)

CATHOLIC SCHOOL SYSTEM OF DETROIT--Special Education Department

Purpose and Services Offered: Provides educational instruction for mentally retarded children within a Catholic school environment. Program offers nine classrooms for educable retardates and one classroom for trainable retardates. Classes are conducted from 9 a.m. to 2 p.m., Monday through Friday, nine months a year. Children's ages range from 7 to 16 years. Application is made to archdiocesan school office. Tuition is \$60 annually for each child.

Supported by: Archdiocesan Development Fund, archdiocesan school office and Archdiocesan Parents of Exceptional Children.

Related Services: Two residential schools operate under the auspices of the archdiocese. See Our Lady of Providence School for Girls, Northville, Page 95, and St. Louis School, Chelsea, Page 106.

It should be noted that while the Plymouth State Home provides programs and treatment similar to the Wayne County Child Development Center, admissions are generally limited to the more severely mentally handicapped with an I.Q. of below 50. The Child Development Center specializes in the high level mentally retarded with an I.Q. of 60 or over. The availability of community resources for children with I.Q.'s ranging between 50 and 60 are very limited.

} Not 50  
} Not 50

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The above lists are complete insofar as the availability of governmental facilities. However, many private facilities available in the community for the care, treatment, and training of children with emotional or behavior problems have not been included, since admissions are on a selected basis.

Brief descriptions of some of the facilities included in the above lists are available in the Tri-County Social Services Directory published by the United Community Services. A "Handbook of Child Caring Institutions" is used by the Wayne County Juvenile Court and the Child Study Clinic as a placement resources guide which contains more descriptive institutional information, including standards of admission.

#### LEGAL AND FINANCIAL RESPONSIBILITY OF THE COUNTY

Counties in Michigan are required by law to pay the entire cost of the first year of mentally handicapped residents--children and adults--for whom institutional care and treatment are needed. When a person has been committed by the Probate Court to a mental institution, or admitted on a voluntary basis, it is the responsibility of his home county to pay the full cost of institutional care for the first year of his confinement, regardless of the location of the institution. The State of Michigan assumes the full cost after the first year in state operated institutions, but only a portion of the cost in county institutions.

Although they are not required by law to provide and operate facilities for care, treatment and habilitation of mentally handicapped residents, counties in Michigan are authorized on a voluntary basis to operate mental institutions. Public Act 392 of 1921 authorizes the Probate Court to commit persons afflicted with mental illness or deficiency to county institutions. The Act, as amended, also provides for state reimbursement, after the first year of care for each patient, to counties maintaining



these institutions at an amount equal to the cost of care in state institutions.

Wayne County Child Development Center (formerly Wayne County Training School) was undertaken by the County of Wayne in 1925 as a voluntary project to provide more adequate modern training possibilities for feeble-minded children of higher grades, who, if properly socialized, might become more economic and social assets in the community. It was never intended to relieve the State of any share of its assumed and legal burden for custodial care of the "non-socially-possible" children from Wayne County. It was necessary for the County at that time to construct, equip and operate the Wayne County Training School facility because State operated accommodations were unavailable for a critically high population in Wayne County of committed children in dire need of institutional care.

BOARD OF SUPERVISORS' TRAINING SCHOOL ORDINANCE

The Wayne County Training School Ordinance, passed by the Board of Supervisors in 1925 and amended in 1966, provides for:

"The care, education and training of feeble-minded children, of such age and grade as in the judgment of the Administrative Board, be capable of benefiting by special education and training."

As early as 1928, many children were admitted to the school who did not fit the stereotype of mentally retarded or "feeble-minded". As of today only 35 percent of the admissions are children whose only affliction is mental retardation. The remainder is comprised of children who have social and emotional problems in addition to minor retardation.

In a letter mailed to referral agencies on September 9, 1968, the Medical



Superintendent of the Center included the following brief description of present admission policy:

"We do have vacancies in several of our units for both males and females and are asking for referrals. They will immediately be turned over to our Pre-admission Screening Committee. The Child Development Center will provide services to children in the higher level of mental retardation who cannot receive needed care and training in their homes and local schools by virtue of special conditions added to their mental handicaps.

"Our philosophy continues to be to admit those children between seven and fifteen years of age with mild or borderline retardation who have not adjusted in the special programs of the public schools, are experiencing social and emotional problems, usually come from culturally deprived home settings, and for whom other agencies have been adjudged either unavailable or inadequate for their needs. Emphasis has always been on treatment and training for early return to the community and, so far as possible, to prepare each child for a productive and satisfying life."

Regardless of the ultimate disposition of Wayne County Child Development Center (formerly Wayne County Training School), it is obviously necessary to re-define the child population to be served. It appears that the language of the present ordinance authorizing county operation and maintenance of the school is too restrictive to permit custody of children who have emotional and behavioral problems and who are unable to function in a public school, home or foster setting. It also provokes questions about the propriety of current expenditures of county funds to finance extensions of service at the Center to accommodate these categories.

#### PHYSICAL PLANT--CHILD DEVELOPMENT CENTER

The Wayne County Child Development Center comprises 50 buildings constructed on a 1,000 acre site in northwestern Wayne County (Northville). In 1957, 250 acres

(Please see Page 21)



were deeded to the State of Michigan for construction of the Plymouth State Home and Training School.

Mr. Edward Bresnahan, Wayne County Superintendent of Buildings, has reported that the physical plant, planned and built approximately 40 years ago, may not be satisfactory for the over-all program of the Center. When the institution was built back in the 1920s, because of a lack of transportation and communication, it was conceived as a completely contained, self-sufficient facility within the confines of its grounds. The employees were housed; independent services, including power plant, fire department, farm, bakery, laundry, and medical facilities, were established on the grounds. The attitude of the founders was that the institution should not be dependent on outside services and they objected to outside interference. Operating on the theory that certain manual chores have therapuetic value, resident children were assigned duties as coal passers in the power plant and as farm hands, laundry workers and kitchen hands.

Although the original concept of self-containment is still the rule at the Center, much of the original plan has changed. The farm operation has been reduced; the emphasis on employee housing has diminished; and the power plant is soon to be eliminated. Staff has been employed to perform some of the chores formerly assigned to resident children.

About five years ago, Mr. Bresnahan's Division (of the Board of Auditors) recommended employment of an architectural firm having experience in construction of child care facilities to evaluate the structural condition of the buildings and submit a master



plan consistent with the modern concept of a child care facility. Today, Mr. Bresnahan feels that the recommendation of five years ago still has merit.

Dr. Pasquale Buoniconto, the Medical Superintendent, has requested construction of a medical unit to enable him to assemble his professional staff under one roof rather than have them spread and tucked under many roofs.

The Buildings Division of the Board of Wayne County Auditors estimates that it will cost approximately \$1,200,000 to update maintenance of the physical plant of the Center to properly care for the present population and accommodate present program. This, of course, would not include the cost of alterations required for program changes.



STAFFING, ADMISSIONS, FINANCE- Child Development Center

A review of the 1927-28 budget of the Wayne County Child Development Center indicates that the Center operated the following programs: General Administration, Child Care and Living, Psychology Service, Medical and Clinical Services, Vocational Training, Education and Social Services. The pattern in 1927-28 corresponds closely to the structure of programs currently in effect.

An analysis of the staffing pattern used during the years selected for comparison along with pertinent population statistics follows:

<u>Budget Positions including Temporary Positions by Program</u>	<u>Number of Employees</u>			
	<u>1928</u>	<u>1955</u>	<u>1960</u>	<u>1967</u>
Professional	18	30	31	37
Education	31	29	34	42
Vocational	1	5	4	8
Child Care and Living	71	107	130	124
Other	60	111	110	106
Total Employees	<u>181</u>	<u>282</u>	<u>309</u>	<u>317</u>
<u>Population at end of Year</u>				
In Institution	481	772	660	461
Outside Institution	40	442	392	103
Total	<u>521</u>	<u>1,214</u>	<u>1,052</u>	<u>564</u>

From the above statistics, it is apparent that the employee count has increased while the total population decreased. *True everywhere*

The comparative analysis of admissions to the Center, listed below, indicates that the trend has been toward higher I.Q. admissions.



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<u>Intelligence Quotient</u>	<u>1928</u>	<u>1955</u>	<u>1960</u>	<u>1967</u>
Under 50	1	1		
Under 55			2	2
50-59	42	26		
60-69	98	62		
55-69			68	61
70-79	61	72	87	
70-84				98
80 and over	18	15	36	
85 and over				18
Total Admissions	<u>220</u>	<u>176</u>	<u>193</u>	<u>179</u>
Percentage Analysis:				
Feebleminded (under 69)	64.1%	50.6%	36.3%	35.2%
Borderline or not feebleminded (over 70)	<u>35.9</u>	<u>49.4</u>	<u>63.7</u>	<u>64.8</u>
Total	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

The apparent tendency is to admit the child who is more intelligent but with more peripheral emotional problems. No longer are there waiting lists of the patient type for which the Center was originally constructed.

Although Judge Lincoln feels the present admission policy is too restrictive, it should be noted that a high percentage of the admissions are from the Juvenile Court --children who present emotional and behavioral problems and who are unable to function in a school, home or foster setting. The public and parochial school systems apparently do not care to have children participating in their special programs who are disruptive, and therefore, are referring this burden to other agencies, such as the Wayne County Child Development Center.

It is also to be noted that an average of about 200 of the residents at the Center are state patients in the second or more years of care and, therefore, the financial responsibility of the State of Michigan.

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At April 22, 1968 there were 143 mildly retarded, borderline defective cases resident at the Center. There were another 56 patients, age 16 and over, of the age at which vocational training becomes a major emphasis.

According to the report of the Regional Interagency Committee on Mental Retardation, the Center's location and facilities are inappropriate to the needs of: (a) the mildly retarded and borderline defective, (b) the elder adult retardate, and (c) short term care for the retarded in vocational training. If the Interagency Committee's evaluation is valid, the Center is inappropriate to serve the needs of more than 50 percent of its present population. Yet, at the same time, the Wayne County Buildings Division has made it abundantly clear that at least \$1,200,000 will have to be spent to update maintenance of the physical plant of the Center to properly care for the present population.

The schedule below presents the total institution cost, per diem cost, and State per diem reimbursements for the fiscal years ended 1955, 1960 and 1967. Accurate figures are not available for 1928.

	<u>1955</u>	<u>1960</u>	<u>1967</u>
Institution Cost	\$1,953,489	\$2,317,955	\$3,017,530
Total Patient Days	263,893	247,433	151,351
Cost per Patient Day	\$ 7.40	\$ 9.37	\$ 19.94
State Reimbursement (per day) \$	3.10	4.30	9.13
Percent of State Reimbursement (per day) to cost	41.9%	45.9%	45.8%

The decrease in patient days for 1967 can be attributed in part to the State mandated change in procedure effective July 1, 1967 which excluded all leave days

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after that date. Previously, leave of absence days were counted if the patient returned to the institution within five days.

Per diem cost at the Center has taken another jump during 1968. The interim financial for the six months period ended May 31, 1968, shows gross per diem cost of \$29.12. The reflected increase resulted from a combination of a further decrease in resident child census and an increase in expenses.

It is apparent that the Center is spending more money to service fewer children, reflecting a shifting of emphasis toward increased services to children in residence.



REPORTS, ETC., REFERRED TO THE BOARD OF WAYNE COUNTY AUDITORS

The Wayne County Child Development Center (formerly Wayne County Training School), established over 40 years ago, was regarded for many years as a model institution for care and training of mentally retarded children. Following a series of provoked complaints of neglect and punitive disciplinary acts in late 1966 and 1967, the management of the Center was sharply criticized in news media and by volunteer investigating teams.

Responding to public and professional clamor for action to correct alleged maltreatment at the Center, the Chairman of the Board of Supervisors appointed the Wayne County Child Development Center Citizens Review Committee to study conditions at the Center. The Committee rendered its report on March 25, 1968, approximately one year after its formation. The Board of Supervisors, through its Training School Committee, presently has under consideration the issues raised in the report of the Citizens Review Committee.

The report of the Citizens Review Committee, reports of other reviewing groups, and various responses were referred in May, 1968 to the Board of Wayne County Auditors for review and reaction. A list of reports and communications referred to the Auditors follows:

2-22-67	Report of Professional Committee in Behalf of the Children at Wayne County Training School (Dr. Fritz Redl, Chairman)
9-5-67	Report of Evaluation of Wayne County Training School by American Association of Mental Deficiency
3-28-68	Report of Wayne County Child Development Center Citizens Review Committee (Dr. J. Russell Bright, Chairman)



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- 4-8-68 Letter from Attorney of Paul A. Haupricht, Child Care Director at Wayne County Child Development Center, and letter from Paul A. Haupricht
- 4-22-68 Comments of Wayne County Regional Interagency Committee on Mental Retardation (Homer F. Weir, M.D., Chairman) in regard to report of Citizens Review Committee
- 5-15-68 Response by Pasquale Buoniconto, M.D., Medical Director of Wayne County Child Development Center, to Wayne County Regional Interagency Committee
- 7-23-68 Letter from Director of Michigan Department of Mental Health in answer to inquiry of Wayne County Community Mental Health Services Board in regard to possible transfer of Training School to the State
- 8-1-68 Official response of Child Care Development Center Administrative Board to the report and recommendations of the Citizens Review Committee
- 8-30-68 Statement of Characteristics of the Wayne County Child Development Center Resident Population by Dr. Buoniconto and staff
- 9-9-68 Letter from Child Development Center to various referral agencies in the community, soliciting referrals and stating general admission policy

OTHER REPORTS AND COMMUNICATIONS REVIEWED BY BOARD OF AUDITORS

- 5-31-68 Summary of Costs for Care and Training of Children at Wayne County Training School- Period ended May 31, 1968
- 9-20-68 Report prepared by Budget Division of Board of Auditors, entitled Study of Objectives and Programs of Wayne County Child Development Center
- 9-30-68 Letter from Judge James Lincoln, Wayne County Probate Court, Juvenile Division, transmitting a statement of referrals to Child Development Center.