

AN EVALUATION

OF THE

UPPER VALLEY YOUTH SERVICES CORPORATION

"Comprehensive Youth Services Project"

GRANT NUMBER

77-A-2371 D53; 79-JJ-2371 D53

PROJECT PERIOD

November 3, 1978 to November 30, 1979

James Cahill and Joseph M. Horton
Evaluation Specialists

NEW HAMPSHIRE GOVERNOR'S COMMISSION ON CRIME AND DELINQUENCY

April 12, 1979

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ACQUISITIONS

SUB-GRANTEE Upper Valley Youth Services Corporation

PROJECT TITLE "Comprehensive Youth Services Project"

PROJECT DIRECTOR Peter Tenenbaum, Executive Director

GRANT NUMBER 77-A-2371 D53; 79-JJ-2371 D53

GRANT PERIOD November 3, 1978 to November 30, 1979

GRANT BUDGET

<u>Item</u>	<u>Total</u>	<u>Fed.</u>	<u>State</u>	<u>Local</u>
Personnel Services	\$68,875	\$60,182	\$1,834	\$6,859
Consultant Services	467	369	22	76
Travel and Subsistence	0	0	0	0
Construction and Renovation	0	0	0	0
Rental	0	0	0	0
All Other	0	0	0	0
Indirect Costs	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total Cost	\$69,342	\$60,551	\$1,856	\$6,935

PREVIOUS PROJECT HISTORY

<u>Grant Period</u>	<u>Total Funding</u>	<u>Fed.</u>	<u>Percentage State</u>	<u>Local</u>
October 7, 1977 to September 30, 1978	\$62,355	90%	05%	05%

76/77-II-E/A-1931 D06/03

Cross reference: 76-II-JF-1193 P01: "Residential Youth Services Research Project" Monitoring Report (Clark), September 1, 1976

EVALUATORS: Joseph Horton and James Cahill
DATE: April 12, 1979

FUNDING HISTORY

1. Present funding

77-A-2371 D53 11/3/78 - 9/30/79

LEAA	\$31,551	Salaries	\$35,589
GCCD	1,856	Benefits	4,386
Subgrantee	6,935	Consultants	467
	<u>\$40,342</u>		<u>\$40,342</u>

79-JJ-2371 D53 11/3/78 - 11/30/79

LEAA	\$29,000	Salaries	\$26,007
GCCD	0	Benefits	2,993
Subgrantee	0		<u>\$29,000</u>
	<u>\$29,000</u>		

Detail of Salaries and Benefits

Executive Director	\$17,857
Associate Director	13,081
Social Worker	10,649
Foster Care Coordinator	12,480
Office Manager	7,429
	<u>\$61,496</u>

FICA @ 6.13%	
and Insurance @ 5.87%	7,379
	<u>\$68,875</u>

Consultant fund allocation is for payment of outside psychologists and counsellors.

2. Prior funding

76-II-E-1931 D06 10/7/77 - 9/30/78

LEAA	\$39,526	Salaries	\$28,263
GCCD	2,196	Benefits	2,953
Subgrantee	2,197	Consultant	2,039
	<u>\$43,919</u>	Travel	761
		Office equipment	2,150
		Rental (space)	2,050
		Current expense	5,703
			<u>\$43,919</u>

77-II-A-1931 D03 9/1/78 - 11/30/78

LEAA	\$16,593	Salaries	\$14,949
GCCD	922 (-1)	Benefits	1,662
Subgrantee	922	Consultant	210
	<u>\$18,436</u>	Travel	616
		Rental (space)	700
		Current expense	300
			<u>\$18,436 (+1)</u>

Adjustments

GAN #1 \$18,436 de-obligated from 76-II-E-D06 and obligated from 77-II-A-d03 on March 8, 1978 to permit continuation beyond end of FY 1976.

GAN #2 Amendment to list of equipment to be purchased on 76-II-E D06 on May 19, 1978.

GAN #3 \$1,705 allocated to 76-II-E D06 salaries re-allocated to travel and consultant fee on December 1, 1978.

BACKGROUND - PROJECT HISTORY

In March 1976, the Human Services Council of the United Way of the Upper Valley, acting through Grafton County, presented to the Governor's Commission on Crime and Delinquency a grant application proposing a research project to be conducted by its ad hoc Residential Youth Services Study Committee (hereinafter "RYSSC"). The proposed four-step research project would accomplish the following:

- 1) Assess the need for youth services generally in the Upper Valley region of New Hampshire, concentrating on the need for residential and placement services particularly;
- 2) Study examples of residential services outside the Upper Valley, conferring with experts in that field and in the field of social planning;
- 3) Prepare a service plan which incorporates existing and potential youth service agencies and organizations; and
- 4) Make recommendations for operationalizing the plan.

RYSSC set out gathering information about the state of youth services then existent in the Upper Valley region, including statistical data assembled from surveys, eventually producing a forty-nine page report, with appendices.

The report made several recommendations as to the establishment of a central service agency which would provide a comprehensive range of services for troubled adolescents and their families. Very briefly, the RYSSC Report, published in the summer of 1977, and supported by GCCD grant 76-II-JF-1193 P01 awarded on April 9, 1976, drew the following conclusions and recommended the following actions:

- 1) Residential placements in the Upper Valley region were less than optimal in terms of quality and number;
- 2) Specialized foster homes were seen as the substitute placements of choice;
- 3) There was a need for establishment of an improved long-term group home;
- 4) There was a need for more adequate family therapeutic services; and
- 5) A comprehensive effort must be made to prevent the problems which required adolescents to be placed in foster care, and to provide services to mend and maintain the family unit.

The Upper Valley Comprehensive Youth Services Project (hereinafter "UVYS") and the Upper Valley Youth Services Corporation were chosen to carry out the recommendations of the RYSSC report. Initially, a grant in the amount of \$59,237 (76/77-II-E/A-1931 D06/03) awarded by the Crime Commission in October, 1977 to the Grafton County Comprehensive Youth Services Project supported partially the first year of operation of the Upper Valley Project. The progress made under this grant is discussed in an evaluation report submitted by Dr. Gabriel of this office on July 6, 1978. On November 3, 1978, the Crime Commission awarded renewal funding in the amount of \$62,407. On December 18, 1978, Mr. Mason of this office visited UVYS to assess its progress since the time of Dr. Gabriel's evaluation. Finding serious problems with respect to UVYS's success in achieving the stages of implementation contemplated in the project's timetable, he recommended suspension of grant funds

until these problems had been addressed. Accordingly, on December 27, 1978, in correspondence with UVYS Executive Director Peter Tenenbaum, GCCD Director Crowley suspended the grant funds, grounding the decision to do so upon Mr. Mason's recommendation and upon problems discovered by Mrs. Whitcomb and Mr. Olson, the GCCD auditors, in the early stages of an audit they had undertaken.

The next day, at a meeting of GCCD and UVYS staff members, funds were reinstated subject to compliance by UVYS with the following timetable:

- 1/4/79 Establishment of a realistic goal for a number of clients to be served in the 'Youth and Family Counselling' component of the project.
- 1/31/79 Establishment of an accounting system suitable for GCCD audit requirements.
- 2/1/79 Revise the job descriptions for the current staff members to accurately set forth duties and responsibilities.
- 3/1/79 Implement the 'Comprehensive Intake' system described in the grant application and supporting documents.
- 3/1/79 The first foster home placements are to be made; twenty in all to be made by the end of the grant period on November 30, 1979.
- 4/15/79 The second training program for foster care parents must commence.

UVYS receives funds from several sources other than GCCD, including the United Way of the Upper Valley, the New Hampshire Division of Welfare, foundation grants, and private contributions. The GCCD grant funds portions of the salaries of the following persons:

Peter Tenenbaum -- Executive Director. Responsibilities include overall direction of all components of the UVYS project; responsible therefor to the agency board of directors; acts on behalf of UVYS in securing services of outside agencies; hires and directs activities of all staff members; responsible for planning, evaluation (in-house), and public relations.

Phillip Bush -- Associate Director. Responsibilities include financial management and management of all non-clinical files and records, grant management, financial reporting, and other administrative duties as assigned.

Joanne Foulk -- Foster Care Coordinator. Responsibilities include recruitment and training of, and ongoing support to, specialized foster parents, and eventual placement of children in homes within a UVYS 'network' of foster homes. Responsible also for development of the network.

Judith Masters -- Social Worker. Responsible for intake, counseling and referral services for clients and their families, including counselling services for residents of "Our House", the group home.

Cheryl Trotta-Sam -- Office Manager. Responsible to the Associate Director for accounting and clerical tasks in the office, including supervision of the typist.

This evaluation has been conducted to determine whether satisfactory progress has been made, since the award of the present split grant (77-A-2371 D53; 79-JJ-2371 D53), to justify continued support by GCCD.

PROJECT DESCRIPTION

Generally

The broad objective of this project is to "establish...and operate a comprehensive central agency to coordinate services and administer programs to meet the needs of Upper Valley youths, aged ten through eighteen, who have threatened living situations". See UVYS current grant application at p. 8. The target population includes youth and their families residing in Grafton and upper Sullivan counties in New Hampshire and Windsor and lower Orange counties in Vermont. In order to achieve the above stated goal, several grant objectives were proposed. They are:

- 1) To implement the central referral, intake, and treatment systems developed in the first grant year;
- 2) To create an up-to-date comprehensive informational system of agencies available to offer help to youths, in order to serve youths more effectively, and to improve communication and cooperation among agencies providing care and other services for troubled youth and youth in need of supervision;
- 3) To increase cooperation among agencies by meeting with officials from police departments, courts, and schools;

- 4) To develop and operate a system (network) of UVYS-selected and trained foster parents geared to fit the particular needs of individual children;
- 5) To develop alternatives to institutionalization and incarceration;
- 6) To create supportive environments for reintegration to the community youths who have been institutionalized;
- 7) To promote alternatives to inappropriate, expensive, and sometimes damaging placements; and
- 8) To make residential care available close to the youths' own places of residence in appropriate cases.

To accomplish these specific objectives, UVYS has developed and begun to operate a network of foster homes and a group home known as "Our House", with clinical services to residents and their families. Also, UVYS offers counselling to families with children whose behavioral problems jeopardize their abilities to live at home.

Method of Service

The services offered by UVYS can be described in terms of four components. They are: 1) intake, 2) group home, 3) foster care, and 4) youth and family counselling.

- 1) Intake. UVYS has developed a central intake system with the goal of assessing each child's needs and designing and implementing a treatment plan suited to those particular needs. After necessary information is collected, each case is presented at a weekly meeting of the staff known as an intake review meeting. The purpose of this meeting is to review the status of each new and current case and to develop or amend treatment plans. Consultants, school personnel, counsellors, and referring persons are asked to attend these meetings as needed. A social worker on the staff of UVYS meets with clients as soon as possible after the intake review meeting to explain the treatment plan recommended at the meeting. All cases handled by UVYS must necessarily be considered here at some point in their progress, although emergency shelter care may in some cases be provided through UVYS before an opportunity arises for a review meeting. Where it is found that needed treatment is beyond the scope of services offered by UVYS, or where additional treatment is indicated, referrals are made to ensure complete and proper treatment.

- 2) "Our House". The group home operated by UVYS known as "Our House", formerly known as Youth House and operated by the New Hampshire Division of Welfare, was established to provide a residential facility which would enable its residents to develop proper behavioral and attitudinal skills, eventually enabling them to return to their families and the community. The group home experience is aimed at instructing youths on future planning and goal setting and the development of self-discipline and responsibility. The group home also fills the very practical role of providing a family-like setting for youths who would otherwise have no place to go. The staff members of the group home are selected on the basis of personal maturity and responsibility, so that they may serve as positive role models for the residents of the house. "Our House" has a capacity of four boys and four girls.

- 3) Foster Care. This UVYS component furnishes "alternative living placement" for selected adolescents whose family relationships have been disrupted. A goal of UVYS is to develop and implement a foster care network of trained parents and the capability to support and assist the parents once placements have been made. Once fully operational, the foster care component will include a placement service, a recruitment and training program, and a mechanism for group and individual support. Training has focused upon information and skills known to be necessary and helpful in raising foster children. UVYS also considers the training program to be a screening tool. Participants in training sessions who are identified as inappropriate may be dropped from the training program. The training program is conducted in a series of training workshops preceded by organizational meetings and recruitment of potential foster families. Support to families who complete training and become part of the UVYS network is ongoing. UVYS has just completed publication of a foster care handbook. The first training series produced eight families for the UVYS network in January and February of this year. As of the date of this report, the second training series is underway. The workshops and other activities are conducted at the UVYS offices in Lebanon.

As UVYS's licenses for placement in Vermont and New Hampshire are currently pending, UVYS must make placements through the authorized agency of each state. Thus far, UVYS has assumed the role of advisor with respect to placement of UVYS clients, and has worked with the authorities in each state to facilitate the licensing of foster parents trained by UVYS.

Placements in foster homes are categorized as one of three different types: 'crisis', 'short term', and 'long term'. Crisis placements are those which continue for one day to one month, involving situations such as family emergencies, runaways, and protective cases. Short-term placements continue up to three months and are made when other more permanent forms of placement are not immediately available or necessary. Long-term placements are maintained in excess of three months. In each case, the appropriateness of the placement is reviewed periodically in staff conferences.

- 4) Youth and Family Counselling. Counselling is provided by UVYS in those cases where families find children difficult to manage, and where it is not felt that placement elsewhere is advantageous. Counselling is also provided to children placed in foster care and "Our House", and clients and families are counselled initially before treatment plans are formalized. The basic purpose of youth and family counselling is to teach adolescents how to develop and achieve personal goals in socially acceptable ways, and to help parents to develop sound child-rearing attitudes and practices.

Relationship to other Agencies and Services

UVYS cooperates with several outside agencies, either by making referrals of UVYS clients to those agencies, or by taking referrals from them. Some of these agencies are listed below:

Courts, police departments, and probation departments
New Hampshire Division of Welfare
Vermont Department of Social and Rehabilitation Services
Various mental health services, including the Community
Counselling Service (Lebanon), Dartmouth-Hitchcock
Mental Health Center (Hanover), and private counselors
and psychologists on a consultation basis.
Dartmouth-Hitchcock Clinic and Dartmouth Medical School
Headrest, a crisis intervention service and provider of
a "drop-in" center for adolescents.
West Central New Hampshire Community Health Services
The New Hampshire Youth Development Center
Planned Parenthood of the Upper Valley
The Upper Valley Training Center
Grafton County Human Services Council

A long-term goal of UVYS is to conclude formal agreements with referral agencies outlining working relationships and required services.

UVYS Personnel and Organizational Scheme

UVYS is a private not-for-profit charitable corporation overseen by a board of directors and managed by a professional staff, five of whom are supported by the GCCD grant. Their job descriptions are set forth in the discussion of the project history above. The qualifications of the four staff members responsible for the management of the project are as follows:

Mr. Tenenbaum holds a master's degree in social work and has had a dozen years of experience as a counsellor and teacher of a variety of clients, including disturbed and handicapped children. He was prior to his association with UVYS the director of a group home, and he has had extensive experience working with

UPPER VALLEY YOUTH SERVICES
STAFF ORGANIZATION

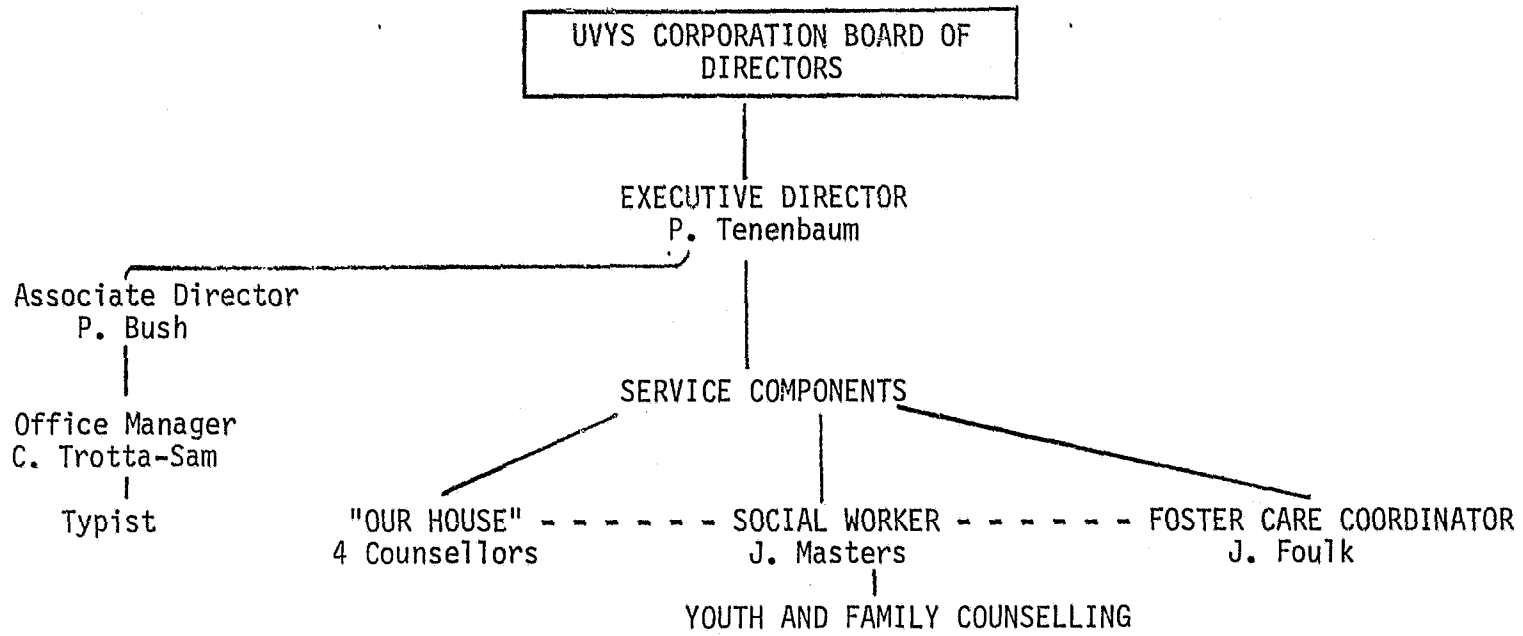


FIGURE I
4/78

UPPER VALLEY YOUTH SERVICES CORPORATION
BOARD OF DIRECTORS -- COMMITTEE STRUCTURE

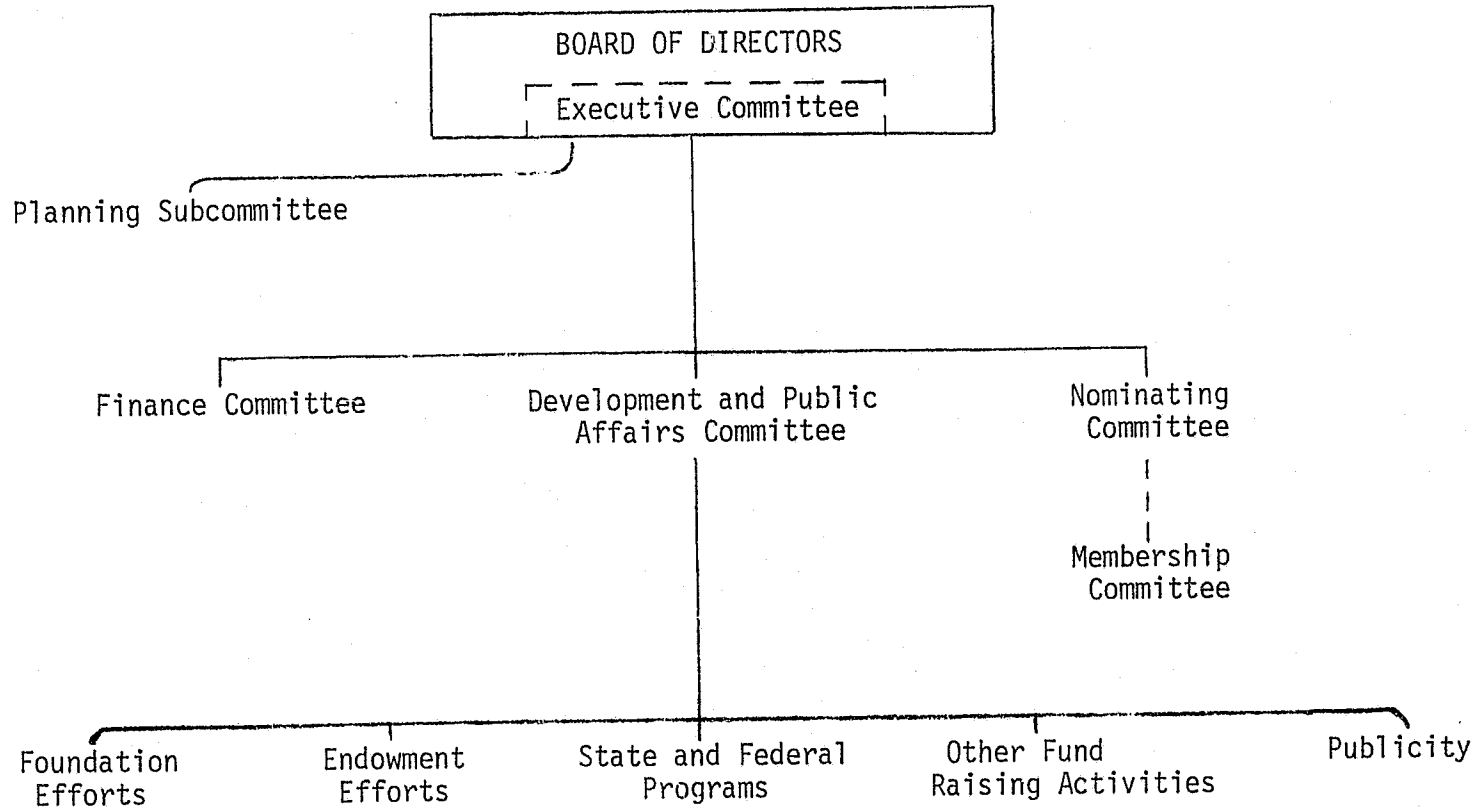


FIGURE II
4/78

children in foster care.

Mr. Bush holds a bachelor's degree in psychology and several credits of graduate study in counselling. He has had administrative and counselling experience in a variety of positions, including positions with Head Start, YMCA, a private consulting firm, and the Peace Corps.

Judith Masters holds two master's degrees, one in social casework and one in French literature, and has had experience with private and public child service agencies in Connecticut, New Hampshire, Vermont, and France.

Joanne Foulk holds a bachelor's degree and has pursued additional study at the Gesell Institute in Connecticut. Ms. Foulk has had experience as a teacher and family counsellor, was a member of the RYSSC group mentioned earlier in this report, and a member of the board of directors of Planned Parenthood of the Upper Valley. Ms. Foulk's experiences as a child and family counsellor and as a caseworker began while she was a student in 1946, and have been continuous since then, except for a period of time between 1949 and 1959 while her own children were pre-school age.

PROJECT OPERATION (See Exhibits "A", "B" and "C" on the next three pages)

The narrow issue addressed in this evaluation is whether UVYS has made sufficient progress to justify continued GCCD support in the areas of child and family counselling; foster care training and placement; comprehensive intake; and operation of "Our House". The reader is referred to Exhibit "A", a statistical summary prepared by UVYS of its caseload since start-up of the project in 1978.

Caseload

1. COMPREHENSIVE INTAKE -- This program offers the first step of involvement of the UVYS client in its program(s). During the period January 1, 1978 through August 31, 1978, seven cases were opened and handled by UVYS. From September 1, 1978 to the end of February, 1979, forty new cases were taken on by UVYS.

SUMMARY OF DIRECT SERVICE STATISTICS: 1/78 to 3/79

Direct Service Category	New Cases 1978 Jan - Aug	Cases closed as of 8/31/78	New Cases 1978 Sep - Dec	Cases closed as of 12/31/78	Cases carried over from 1978	New Cases 1979 Jan - Feb	Cases closed Jan - Feb	Caseload as of 3/1/79
1) Information & Referral	9	N/A	39	N/A	N/A	23	N/A	N/A
2) Intake	7	7	22	9	13	18	5	11
3) Youth & Family Counseling	2	2	11	6	5	4	5	6
4) Foster Care Counseling	-	-	2	1	1	2	1	2
5) Group Home Admissions	7	7	5	1	4	0	0	4
6) Children Placed in UVYS Foster Care Network	-	-	-	-	-	1	0	1
7) Foster Care Placements facilitated by UVYS	1	1	0	0	0	2	1	1
TOTAL CASES REFERRED	26	17	79	17	23	50	12	25
TOTAL CASES OPEN	17		40			27		25

TOTAL CLIENTS DIRECTLY SERVED 127 (This is the total number of family members seen at least once in the counseling process. Statistic is from Sept. 78 thru Feb. 79 only)

Total requests for alternative placements:

	1978		1979
	Jan-Aug	Sep-Dec	Jan + Feb
Group Home	1	26	21
Foster Care	5	10	7
Total Requests	6	36	28

EXHIBIT "A"

UPPER VALLEY YOUTH SERVICES

EXHIBIT "B"

Definitions of Direct Service Categories

(When cases are opened for service by UVYS, direct service is offered to all family members, so that the number of cases reported below is fewer than the number of individuals served in each of the program components.)

1. Information and Referral

This category includes all case-related inquiries to Upper Valley Youth Services which are responded to by conveying some information about our services, suggesting some other resource, and/or agreeing that UVYS would not pursue further contact with the child or family. Information and Referral can include several contacts with the person making inquiry, as well as linkage to another resource.

2. Intake

This category includes all case referrals that have been opened for direct service at UVYS. The number of cases served includes those which have subsequently been assigned to Youth and Family Counseling, Group Home, and Foster Care, because the initial service is always Intake. Service within this category can range from one to many interviews prior to a decision made with clients to move to another category or to terminate following Intake.

3. Youth and Family Counseling

This category includes all cases which, after Intake, are seen for counseling without placement. A case can also be assigned to this service following a period of placement in the Group Home or in a Foster Home.

4. Foster Care Counseling

This category is a specialized form of Youth and Family Counseling, serving children placed in Foster Care by agencies other than UVYS and/or Foster Families who are not part of the UVYS foster family network.

5. Group Home Admissions

This includes those cases when a youth is placed in the Group Home, Our House. Prior to admission, cases are either in Intake, Youth and Family Counseling, or possibly Foster Care Placement.

6. Children Placed in UVYS Foster Care Network

This includes those cases when a youth is placed in a foster home which is part of our foster family network. Prior to placement, cases are in Intake, Youth and Family Counseling, or possibly Group Home Placement.

7. Foster Care Placements Facilitated by UVYS

This includes those cases when casework services in our agency have been instrumental in facilitating a placement in alternative care which is not part of the agency's formalized foster care network or group home.

FOSTER CARE PROGRAM STATISTICS

EXHIBIT "C"

1978 and Jan. and Feb., 1979

<u>Activity in Preparation for 1st Workshop Series</u>	<u>Number</u>
1. In-person contacts with professionals and community people who were in position to identify potential foster parents-----	125
2. Potential foster families recruited and contacted through letters and follow-up phone calls-----	158
3. Persons attending Foster Care Information and Orientation Sessions, or personally visited-----	36
4. Number of orientation sessions given-----	4
Number of training workshops held-----	6
5. Persons attending Foster Care Training Workshops, including: prospective foster parents, experienced foster parents, parent whose children had been in placement, community professionals-----	27
6. Families interested in attending later workshops who were not able/ready for the first series-----	42
7. Families interested in "Friends of Fostering" (a support group in the development stages)-----	85

Activity in Preparation for Second Workshop Series

1. Families contacted by mail, then telephone to inform them of second Orientation/Information Sessions-----	62
2. People attending first of three Orientation/Information Sessions (2/28/79)-----	14
3. Families committed at present to attend 2nd Workshop Series in April-----	8
4. Families planning to attend 2nd and 3rd March Orientation/Information Sessions-----	30

Results

1. Trained foster families from 1st workshop series ending Feb. '79---	8
2. Home studies completed for trained foster families in final stages of licensing-----	6
3. Licensed foster families from 1st workshop series-----	1

2. INFORMATION AND REFERRAL -- This general category of cases includes all "case related inquiries". See UVYS Definition of Direct Service Categories #1, Exhibit "B". Cases counted in this category are usually handled by conveying information about UVYS services, suggesting an outside service, and agreement to terminate UVYS involvement with the case in question. This does not preclude reappearance by the ex-client on a new matter or for other help and reassurance. During the period January 1, 1978 through August 31, 1978, nine cases were so handled; sixty-two cases were handled this way from September 1, 1978 to the end of February, 1979.
3. ADMISSIONS TO "OUR HOUSE" -- Cases handled in this category are counted as placements in the UVYS group home. Prior to inclusion in this category cases may be at the INTAKE, YOUTH AND FAMILY COUNSELLING, or possibly the FOSTER CARE PLACEMENT stage of the UVYS program. Seven cases were opened from January 1, 1978 to August 31, 1978. The population of "Our House" currently stands at seven.
4. YOUTH AND FAMILY COUNSELLING -- This category includes all cases after INTAKE in which counselling is provided by UVYS, but in which no placement is made, although cases counted in this category may be those in which counselling is provided after placement in "Our House" or a foster home. During the period January 1, 1978 to August 31, 1978, two cases were opened and handled by counselling, and fifteen new cases were handled from September 1, 1978 to February 28, 1979.
5. FOSTER CARE PLACEMENTS -- To date in 1979, one placement has been made in the UVYS foster care 'network'. Another placement by the Division of Welfare was made with the advice of UVYS, and two new cases were taken on in 1979 for placement within the network. Exhibit "C" sets forth a statistical account of activities undertaken by UVYS in furthering its foster care program.

"Our House" Activities

The major accomplishments at the group home have been the changeover of control and management from the state Division of Welfare during the summer of 1978, and during the same period a complete refurbishing and renovation of the house. In the refurbishing effort, UVYS was successful in enlisting the help of Upper Valley Training Center students and CETA workers for the repair work. The counsellors on the Our House staff were also involved in the refurbishing work. Contributions from local merchants and civic groups also supported the project.

Mr. Tenenbaum explains that the refurbishing of the building was absolutely necessary before UVYS could be responsible for any placements therein. The result of the effort is a clean, safe, and serviceable place for the housing of adolescents in comfort and privacy. Small improvements to the building and furnishings are made now and then by the residents under the supervision of the house staff.

The house counselling staff consists of four counselors who are on duty twenty-four hours a day in residence in the house. The staffing pattern is as follows: two teams, each consisting of one male and one female counselor, alternate shifts, one team working Thursday through Saturday of the week, the other on Sunday through Tuesday; Wednesday is an "overlap" day on which all house counselors meet and hold a weekly counselors' conference. All were hired after intensive interviewing and screening and came to UVYS highly recommended and broadly experienced. Mr. Tenenbaum provides overall direction and Ms. Masters is assigned as caseworker for all Our House residents. Mr. Bush is responsible for the house finances.

The plan for operation of the house was carefully mapped out before the first residents were admitted under UVYS supervision. Much of the plan was developed by the counselors and Mr. Tenenbaum while renovations were underway. A "level" system was devised as a step/incentive plan by which to award cumulative house privileges commensurately with acceptance of responsibility. Carefully defined standards of behavior determine progress through the levels. Clear rules for operation of the house and for housekeeping responsibilities have been drawn up and enforced. School work or job performance is closely monitored by the Our House staff and Mr. Tenenbaum. Regular and organized evaluations of the residents' behavior and progress are conducted regularly and residents receive encouragement (or admonishment) constantly. It is an intensive, well-structured program. There are presently four male and three female residents, three from Vermont and four from New Hampshire.

The counselling staff is as follows:

Roberta Button (B.S., social work). Prior experience: volunteer, emergency alcohol unit at Howard Mental Health in Burlington, Vermont; caseworker, Vermont Department of Social and Rehabilitative Services.

Bob Foy (B.A., human services). Prior experience: staff member, the Living and Learning Center (disturbed adolescent treatment facility); former director, summer employment agency for disadvantaged youth.

Toni Hover (B.S., rural sociology). Prior experience: staff counsellor, Headrest (see above - PROJECT DESCRIPTION); VISTA: counsellor and trainer at Lima, Ohio drug abuse program.

Tim Rand. Prior experience: intern counsellor at a home for runaways in Burlington, Vermont known as "Spectrum"; involved in various social service programs while a student of behavioral science at Lyndon State College.

COMMENTS

Statistical progress report

In the process of evaluating this project, the writers found a significant weakness in the method of compilation of a statistical summary submitted by UVYS to this agency on March 16. The writers believe that this weakness has given rise to ambiguous and non-descriptive totals regarding the numbers of clients served by UVYS since January, 1978. Indeed, it is impossible to determine on the basis of the submitted reports precisely how many people have been served, or to differentiate clients from units of service. In reviewing the "Summary of Direct Service Statistics" (Exhibit "A") and the definitions attached thereto (Exhibit "B") it becomes evident that the list of definitions is internally inconsistent. To the extent that service categories inclusive of others are given the same statistical weight as discrete UVYS service components, the reported caseload totals are inflated. For example, the component entitled "Intake" also includes as many as five other service categories which are not mutually exclusive. Conceivably, one client counted in "Intake" could be counted in one or more of the categories listed there below. Some clients therefore receive multiple services accounted for in separate categories, totalled in

such a way as to make one client responsible for several "cases".

It is important to note that UVYS has put to use a very satisfactory method of record keeping for each client, patterned after the Model Evaluation Project (MEP) forms produced by GCCD. It is only the summary compilation submitted in the most recent progress report which presents a problem. Particularly in light of the fact that the numbers of clients served by UVYS is a subject of concern to this agency, the existence of a realistic and clear tabulation of clients served by UVYS is critically necessary.

A second visit by the writers on April 10, 1978 for purposes of examination of UVYS client records gave rise to corrected figures which are discussed below. The writers have devised a simple one-page form for collection of weekly caseload statistics and return to GCCD, which will assist in close monitoring of the caseload.

Foster Care

The argument has been raised by the GCCD staff that the foster care program conducted by UVYS appears not only ineffective in terms of its cost, but seriously in danger of failure. The writers find themselves in agreement with Mrs. Foulk's philosophy of foster care, which is that foster families should be thoroughly trained, often need counselling and support, and must be selected with the utmost care. The writers also support the proposition that foster children and foster families must be carefully matched. Yet the fact remains that since May, 1978, when Mrs. Foulk began to devote her full effort to building the foster care network, results beyond recruitment of potential foster homes and training sessions, i.e. placements of children, have been extremely few. UVYS's activity has remained ancillary to that of the state Division of Welfare in making foster placements. It is certain that the level of quality sought in UVYS-network foster homes will take time to build, and a tremendous effort will be necessary to comply with the agreed-upon timetable of twenty placements by November 30, 1978.

CONCLUSIONS AND RECOMMENDATIONS

There is a legitimate need for a comprehensive youth services organization to make available to Upper Valley residents the type of services contemplated in the UVYS project as it was proposed. Nevertheless, tangible positive results measured in terms of services rendered to Upper Valley youth and their families have fallen substantially short of those originally proposed and substantially short of this agency's expectations. UVYS has reached a point in the development of its ambitious project where it must make aggressive use of its foster care component or abandon it entirely, and at which it must prove to this agency that the youth and family counselling component and the intake system are providing service of a quality not obtainable otherwise. Substantial amounts of money have been spent to date on a project which has been variously described as "in the planning stages", "moving cautiously along", "laying the groundwork", and "just getting off the ground".

Compliance with the December Timetable

Reference is made to John Mason's correspondence of December 29, 1978 with UVYS Executive Director Peter Tenenbaum, in which the timetable outlined in the BACKGROUND -- FUNDING HISTORY section of this report was imposed. As a GCCD audit of UVYS is currently in progress, the writers will not reach the question as to the sufficiency of the accounting system being revamped by UVYS. As it is expected that this matter will be discussed in the audit report, the writers intimate no opinion. Compliance with other items in the timetable is discussed below:

"(3) Establish a realistic goal for the number of clients to be served in the Youth and Family Counselling component during this project period.

Deadline: January 4, 1979."

Immediately upon receipt of the correspondence, UVYS established a goal of fifty (50) families to be served by counselling (exclusive of counselling with other services, such as placement in residential care). Sixteen families

have been served to date, and it is reasonable to project that UVYS will exceed its goal in this component.

"(5) Objective: Revise the job descriptions of the current staff to accurately reflect duties and responsibilities.

Deadline: February 1, 1979."

On February 2, Associate Director Bush submitted to GCCD job descriptions resolving to the satisfaction of the GCCD staff the question of distinction between the position of Associate Director and Office Manager, demonstrating that the positions are distinct and do not duplicate functions.

"(4) Objective: Implement the Comprehensive Intake system.

Deadline: March 1, 1979."

UVYS began to develop in October, 1978 a series of forms and administrative procedures for the purpose of managing all cases taken on by the agency. The case management system has been patterned after materials developed by the GCCD Model Evaluation Project (MEP). The writers conclude that the Comprehensive Intake component has been implemented ahead of schedule and is operating in an efficient manner. Examination of case records and related materials showed the 'Intake' method to be a workable means of managing the UVYS workload to date, and there is no reason to suspect that the system cannot handle an increasing caseload.

"(2) Objective: With regard to the foster care component, establish a goal of twenty (20) operating foster care homes by the end of the grant period.

Target dates for implementation of this objective area:

- (a) First foster care placements to begin by March 1, 1979.
- (b) Second training session for foster care parents to commence no later than April 15, 1979".

The first foster care placement in the UVYS network was made on February 9, 1979. Two foster placements have been made since that date in UVYS-sponsored foster homes, and UVYS is providing counselling to two foster families outside the UVYS network. The second training series commenced on February 28, 1979

with the holding of an orientation meeting; the first session of this series will be held on Monday, April 16. Sixteen families are currently enrolled. Licensing activities are discussed below, among the data on the current caseload.

The Current Caseload

The writers concluded that the proper measure of performance under the circumstances is a measure of new business undertaken by UVYS since the imposition of the timetable discussed immediately above. Measurement of the number of cases closed (or the rate at which they have been closed) is neither appropriate nor material.

Table 1

UVYS CASEWORK ACTIVITY, 9/78 through 3/79 (Corrected 4/8/79)

111 Specific cases referred to UVYS

65 Handled by information and redirection to another organization

46 Taken on by UVYS "Intake"

7 Placed in "Our House"

16 Assigned to Counselling* (exclusive)

5 Assigned to foster care counselling (exclusive)

1 Placed in foster care network

3 Still in intake but no further assignment

14 Closed after intake -- no further assignment

*Subsequently, one case went on to foster placement and one to placement in Our House.

Table 2

NEW BUSINESS TAKEN ON SINCE JANUARY 1, 1979

Total number of cases received by UVYS (Cases of involvement with juvenile court or agency - 28)	53
---	----

Handled by information and referral to another agency	22
---	----

Rejected -- special needs	1
---------------------------	---

Retained by UVYS, further action pending	3
--	---

Retained and assigned for service (via "Intake")

27

Youth and family counselling <u>only</u>	5
Placed in "Our House"	3
"Our House" waiting list	2
Placed in foster home	2
Foster care counselling <u>only</u>	2
On "intake" status but no further action	13

As of the date of this evaluation report, three children are in foster placements in the UVYS foster care network and a fourth will be placed within a week. Seven children have been placed in "Our House" and an eighth has been assigned for placement pending completion of parental consent and medical records. Two of the foster care placements noted above have been made since the end of February. The seventh "Our House" placement was made after the writers visited UVYS on March 26, 1979, as was the third foster placement.

One New Hampshire family in the UVYS network is fully licensed and one New Hampshire family has been provisionally licensed to receive foster children. Two Vermont families have been provisionally licensed. Provisional licensing status fully authorizes the receiving of children; it is an administrative status imposed by the licensing agency for an initial period of time and not subject to the control of the licensee. Three more New Hampshire families are awaiting provisional licensing. UVYS will receive its child placing license by April 30 and has been successful in the past three weeks in expediting the process of obtaining the license.

Recommendations

As the writers have concluded that the progress observed since the reinstatement of funds on December 28 is fully satisfactory according to the agreed-upon timetable, and as it appears that UVYS is prepared to move along aggressively toward providing comprehensive and quality services to Upper Valley families, the writers recommend at this time against termination of GCCD support. However, it is also the recommendation of the writers that the progress of UVYS be monitored for ninety days from the date of release of this report to assure that UVYS continue to build upon its caseload, actively making its services available in the Upper Valley region. UVYS will report weekly and monthly on the volume of new cases it has taken on, on forms supplied by the writers. No later than ninety days from the release of this evaluation report, on the basis of the weekly and monthly case status reports submitted by the subgrantee to GCCD, a final recommendation with respect to continuation of funding will be made by the evaluation section. However, demonstrated consistent building and maintenance of a manageable caseload within the ninety day period will result in an early recommendation of continued support. UVYS has shown itself able to recover from the difficulties which gave rise to the delays it has experienced. It is evident that UVYS will have to continue to move quickly to arrive at the promised level of service by the end of the grant period.

SEPARATE OPINION of J. Cahill

In confidential discussions with two members of the UVYS Board of Directors on Tuesday, April 3, the nature of the personnel difficulties briefly mentioned in the July 6, 1978 evaluation report was revealed in detail to Mr. Horton and the writer. Had the issue of filling the top staff position been analyzed and reported with greater care at the time of the July, 1978 evaluation, this agency would have been very early in a position to make available to UVYS greater planning and technical assistance during the period that UVYS ran without an executive

CASE ACTIVITY

Month of _____, 19__
Week of _____

Please complete one form at the end of each week (Sunday AM to Saturday PM) and at the end of each month (first day to last). Fold with GCCD address side showing and mail promptly. Thank you for your cooperation.

I. New referrals redirected elsewhere; no further UVYS action (INFORMATION AND REFERRAL) _____ New referrals
Remarks (if any) _____

II. Intake activity --

A. Cases opened this week (month) for intake; no further assignment for UVYS service _____ New cases _____ New clients
B. New non-placement cases
YOUTH AND FAMILY COUNSELLING exclusive of FOSTER CARE COUNSELLING _____ New cases _____ New clients
FOSTER CARE COUNSELLING _____ New cases _____ New clients

III. Placements made during this reporting period (regardless of when case was opened)

In UVYS Network of foster homes _____ Children placed
In OUR HOUSE _____ Children placed
In foster care but outside UVYS Network _____ Children placed
Elsewhere (specify and comment) _____

IV. Foster care network activity during this reporting period

Foster families enrolled in training during this reporting period _____
Children in foster placement during this reporting period _____
Remarks, if any: _____

Signature of person completing form _____ Date _____

FOLD

FOLD

director, or to make proper adjustments to the grant to accomodate the delay. The writer submits that the perfunctory examination of the hiring and subsequent departure of Mr. Conorozzo, Mr. Tenenbaum's predecessor, in the July, 1978 evaluation report overlooked some very serious difficulties, eventually helping to place UVYS and the Crime Commission in disadvantageous positions from which to cope with delays in implementation of the project.

END