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A MONITORING REPORT  
OF THE  
TOWN OF SALEM  
"SALEM YOUTH SERVICES BUREAU"

GRANT NUMBER

76-II-E 2250 D02  
77-I-A 2250 D02

PROJECT PERIOD

June 2, 1978 - June 30, 1979

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New Hampshire Governor's Commission on Crime and Delinquency

October 20, 1978

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BACKGROUND

In July, 1978, at the request of Judge Beaumont of the Salem District Court, a meeting of Salem's community leaders was held to seek a method to stabilize and begin reducing Salem's rapidly escalating juvenile offense rate. The offense rate had, in the space of five years, risen almost 400 percent. The consensus of the group was to obtain technical assistance from the Governor's Commission on Crime and Delinquency to devise solutions to the problem. On October 18, 1978 the Town of Salem was notified by the American Correctional Association of the assignment of Dr. Oliver Keller, Jr. to undertake a complete analysis and assessment of the Juvenile Justice System for the Town of Salem. In January, 1977 Dr. Keller's efforts culminated in a document entitled, "A Summary of, and Recommendations For, the Town of Salem, New Hampshire".

A Committee, appointed by Judge Beaumont, studied the report and subsequently proposed the establishment of a Youth Service Bureau as the most effective way to implement the recommendations offered in Dr. Keller's report.

On April 1, 1977 the New Hampshire Governor's Commission on Crime and Delinquency approved a grant to the Town of Salem for the establishment of a Youth Service Bureau.

A project evaluation was completed by this writer in March of 1977. That report concluded that although minor problems existed, a great deal of initial success had been realized during the first year of project operation. Therefore, continued funding was recommended. Other recommendations offered in that evaluation will be discussed later in this report.

On June 2, 1978 this Commission approved a grant to the Town of Salem in the amount of \$16,261 for continuation funding of the Salem Youth Services Bureau. Funds were awarded on a split grant basis as follows:

	<u>Federal</u>	<u>Commission</u>	<u>TOTAL</u>
76-II-E 2250 D02	\$4,382	\$243	\$4,625
77-I-A 2250 D02	11,024	612	11,636

The project period has been established as June 2, 1978 through June 30, 1979.

PROJECT DESCRIPTION

The Salem Youth Services Bureau is designed to develop a coordinated network of local human service agencies directed at identifying potential juvenile offenders, providing early intervention, and developing alternatives to the traditional procedures of the police and court as related to these juveniles.

The specific objectives of the project are as follows:

1. To continue operation of the Youth Services Bureau which consists of three staff persons: Director of Youth Services, Juvenile Counselor, and Secretary/Receptionist.

2. To further develop and refine the existing Diversion Program in order to identify those juveniles at high risk of coming into contact with the Juvenile Justice System and direct them into an appropriate service area.

3. To further develop the existing Foster Parents Program in conjunction with the State and local Welfare Departments in order to maintain a minimum of six licensed foster homes in Salem.

The Youth Services Bureau, as designed, was to provide services to an estimated 250 clients. This project was to be primarily directed at those youths within the Town of Salem who have come in contact with the Juvenile Justice System or those who are at high risk of coming in contact with the system. Records on each child were to be maintained and were to include such data as: age, identification of specific problems, method of initial project involvement, case disposition and a six month follow-up report.

As mentioned previously, the project staff was to consist of three full-time personnel. It was proposed that the Director would work independently under the general jurisdiction of the Town of Salem, Department of Human Services. In that capacity, he was to be responsible for the coordination of all juvenile justice programs in an effort to ensure maximum delivery of services. In order to facilitate that goal, he was to work with agency officials, program

administrators, and service staff.

The qualifications established for the Director were the possession of a BS or BA degree in social service or a related discipline, and preferably a Masters Degree. In addition, the Director was to have three to five years experience in a similar position.

The Juvenile Counselor was to work in semi-independent capacity in conjunction with the Judge, the Associate Justice and the Probation Department. This was to be done in an effort to provide comprehensive counseling and evaluative services to the District Court. In addition, the Juvenile Counselor was to meet with juveniles and their families to evaluate problems and make recommendations to the court for the disposition and treatment of cases.

Qualifications for the Juvenile Counselor included a minimum of a BS or BA degree in social science or related field with a Masters Degree preferred, and previous experience in similar employment.

The project secretary was to be responsible for all clerical, typing, and public relations duties as required by the Project Director and the Juvenile Counselor.

The secretary was to possess a high school diploma including or supplemented by a standard course in typing, plus two years experience in general clerical and typing work.

#### PROJECT OPERATION

Public advertisement for the position of Youth Services Director began May 1, 1977. Interviews and final selection, conducted by the Planning Committee, resulted in the hiring of Mr. Brad Mulhearn on June 1, 1977.

Mr. Mulhearn possesses a BS degree in Psychology from Boston State College and is currently working towards a MBA degree from Rivier College in Nashua, New Hampshire. Prior to being hired as Youth Services Director, Mr. Mulhearn served four years as a teacher with the Waltham Public School System. Additionally, he served as Director of a maximum security facility for the

Massachusetts Department of Youth Services.

The position of Juvenile Counselor was filled on July 1, 1977 by Ms. Rosylyn Hagan. Ms. Hagan possesses a BS and MS degree in Psycho-Social Sciences from Pennsylvania State University. Prior to this job, Ms. Hagan was employed as a Program Consultant and Evaluator for the Individual and Family Guidance and Development Center in Mechanicsburg, Pennsylvania. In addition, Ms. Hagan had been employed as the Program Counselor, Director of Training, and Assistant Director of the Harrisburg, Pennsylvania Rape Crisis Center. She also acted as a Residential Treatment Director for a drug and alcohol program in Fort Campbell, Kentucky.

Ms. Margaret Dumblaukas, hired June 15, occupies the position of secretary for the Youth Service Bureau. Ms. Dumblauskas has four years of clerical experience with the Salem Town Office.

The administrative unit of the Youth Services Bureau is the High Level Planning Committee. Membership consists of John P. Ganley, Chief of Police; Dr. Paul Johnson, Superintendent of Schools; Stephan Cunningham, Director of the Salem Boy's Club; and William L. Kelley, Town Manager. This Committee is chaired by Judge Beaumont and is responsible for working with the Youth Services Director to monitor the policies and procedures as incorporated in the operation of the Youth Services Bureau. The operational policies for the Bureau were completed by the Committee on June 15, 1977. This Committee currently meets bi-annually to review the progress of the project and oversee its activities.

A Youth Services Advisory Committee works under the direction of the Youth Services Director to identify major areas of youth concern and to serve as a sounding board and an advisory board to the Youth Services Bureau. The advisory committee consists of representatives of local youth services agencies as well as interested citizens and meets on a quarterly basis. The primary responsibility of the Youth Services Advisory Committee is to assist the Youth Services Director in the development of a Community Youth Services

Operating Manual to be employed in the provision of services. The Committee has sent questionnaires to all youth services agencies in Salem and these have subsequently been returned to the Youth Services Bureau. Compilation of this information is to be the responsibility of the Youth Services Director and the Juvenile Counselor. The proposed deadline for completion of the Operating Manual is January 31, 1979.

The Youth Services Bureau basically consists of four components: The Diversion Intervention Team, the Juvenile Counseling Program, Intensive and Family Probation, and the Foster Parent Program. Each will be discussed below.

#### Diversion Intervention Team

The Diversion Intervention Team at the Salem High School was established in August, 1977 under the auspices of the District Court and Superintendent of Schools and implemented at Salem High School in March of 1978. The team consists of a school guidance counselor, assistant principal, faculty representative, probation officer, juvenile officer, and a court counselor.

The diversion and intervention at the high school level consists of an in-school referral process in which the teacher submits a disciplinary form to the guidance counselor. The counselor then notifies the child's parents in an effort to assess or resolve the problem. If the problem cannot be resolved at this level, it is forwarded to the Assistant Principal who determines whether to implement an innovative measure or obtain parental consent for referral to the Diversion Team.

The Diversion Team is then presented with all pertinent information as it relates to the individual student. After substantial consideration of this information, the Diversion Team makes a recommendation specifically geared towards the needs of that individual. Follow-up of individual cases is the responsibility of the Diversion Team.

During the period June 1, 1978 through August 31, 1978, three youth have been referred to the Juvenile Counseling Program of the Salem Youth

Services Bureau by the Diversion Intervention Team.

According to the grant proposal, the Diversion Program was to be appropriately modified and implemented as a pilot project in the Junior High School by February 1, 1979. The Diversion Team was implemented in Woodbury Junior High School in September, 1978.

Juvenile Counseling Program

This program component is designed to provide counseling services to those youth within the Town of Salem who have come in contact with the Juvenile Justice System or who are at high risk of coming in contact with the system. Counseling services include predisposition counseling intervention as ordered by the court, post disposition counseling intervention as ordered by the court, prehearing evaluations, and long-term supportive counseling when deemed appropriate.

In reference to predisposition counseling, the Youth Services Director, Juvenile Counselor, two juvenile officers, and probation officer conduct a weekly pre-court hearing to coordinate the disposition of juvenile matters that will come before the Salem District Court that week. Recommendations are forwarded to the Judge before each court session.

During the period June 1, 1978 through August 31, 1978, 153 youth have participated in the Juvenile Counseling Program. Statistics for this period reflect the following sources of referral:

<u>Referral Sources</u>	<u>Number of Youth Referred</u>	<u>Percent</u>
Court	39	26%
Police	29	19%
Schools	20	13%
Other	16	10%
Parent	15	10%
Friend	7	5%
Division of Welfare	7	5%
Department of Probation	6	4%
Self	5	3%
Salem Boys Club	3	2%
Diversion Team	3	2%
Psychologist	1	.7%
Group Home	1	.7%
Youth Development Center	1	.7%

Once a child is referred to the Youth Services Bureau for counseling, an individual treatment plan is designed utilizing the principles of Reality Therapy. The treatment emphasis and intensity of treatment is determined according to the identified needs of each particular case. When the counselor feels that the case could be more effectively handled by another agency, then the youth is referred to an appropriate local human service agency. Thus far during this grant period, sixty case referrals have been made in this manner.

Statistics for the period June 1, 1978 through August 31, 1978 illustrate the following referrals:

<u>Referral Agency</u>	<u>Number of Youth Referred</u>
Group Home	17
Salem Family Counseling Center	11
Foster Homes	9
Division of Welfare	6
Department of Probation	4
Family Planning	3
Salem Boys Club	3
Private Therapist	2
Hospital	2
Boy Scouts	1
Catholic Charities	1
Ab Teem	1

Foster Parent Program

The Foster Parent Program of the Salem Youth Services Bureau is utilized in its greatest capacity to provide suitable placement for Persons in Need of Supervision (P.I.N.S.).

The recruitment of specialized foster homes was originally implemented in July, 1977 and is presently on-going. Currently, seven licensed foster homes are available for the Bureau's use. One additional home is presently in the licensing process.

Each foster home was screened and evaluated for acceptability prior to licensing by the New Hampshire Division of Welfare. Subsequently, each potential foster parent was referred to attend a six week Foster Care Training Program conducted by the Director of Youth Services, Juvenile Counselor and a representative from both the New Hampshire Division of Welfare and Salem

Department of Welfare. At the successful completion of the training program each home was awarded certification by the New Hampshire Division of Welfare and subsequently considered eligible to receive placements through the court.

#### Intensive and Family Probation

The Intensive and Family Probation component was created in July, 1977 with the expressed purpose of expanding the existing probation services. Those existing probation services consisted on non-reporting probation and standard probation.

Both Intensive and Family Probation require that the juvenile report directly to the Youth Services Bureau on a weekly basis. The Youth Services Bureau and the Probation Officer share an equal responsibility for case disposition, servicing, referral and follow-up. In instances where it has been determined that the parents or home environment are largely responsible for the troublesome behavior of the juvenile, one or both parents are required to report to the weekly sessions with the juvenile.

The established criteria for assignment to these types of probation status are as follows:

#### Intensive Probation

1. Juveniles requiring greater supervision than can be provided by the standard monthly reporting systems.
2. Juveniles requiring special monitoring due to the nature of the specific charges brought before the Court.
3. Juveniles requiring a variety of on-going services e.g. counseling, therapy, special education, etc.
4. Juvenile employment follow-up due to Court ordered restitution.

#### Family Probation

1. Juvenile and one or both parents for whom it is deemed advisable that more parental involvement be brought to bear due to the severity of the case.

2. Juvenile and one or both parents in which the home environment may be largely responsible for potential and/or actual delinquent behavior.
3. Juvenile and one or both parents in which an integrated network of services is advisable, and involvement as legal guardian is essential.
4. For parents who have voluntarily expressed a desire to assist or participate in the formulation of a positively structured program for the youth.

During the period July 1, 1978 through August 31, 1978, 37 cases have been handled through this component.

#### CONCLUSIONS

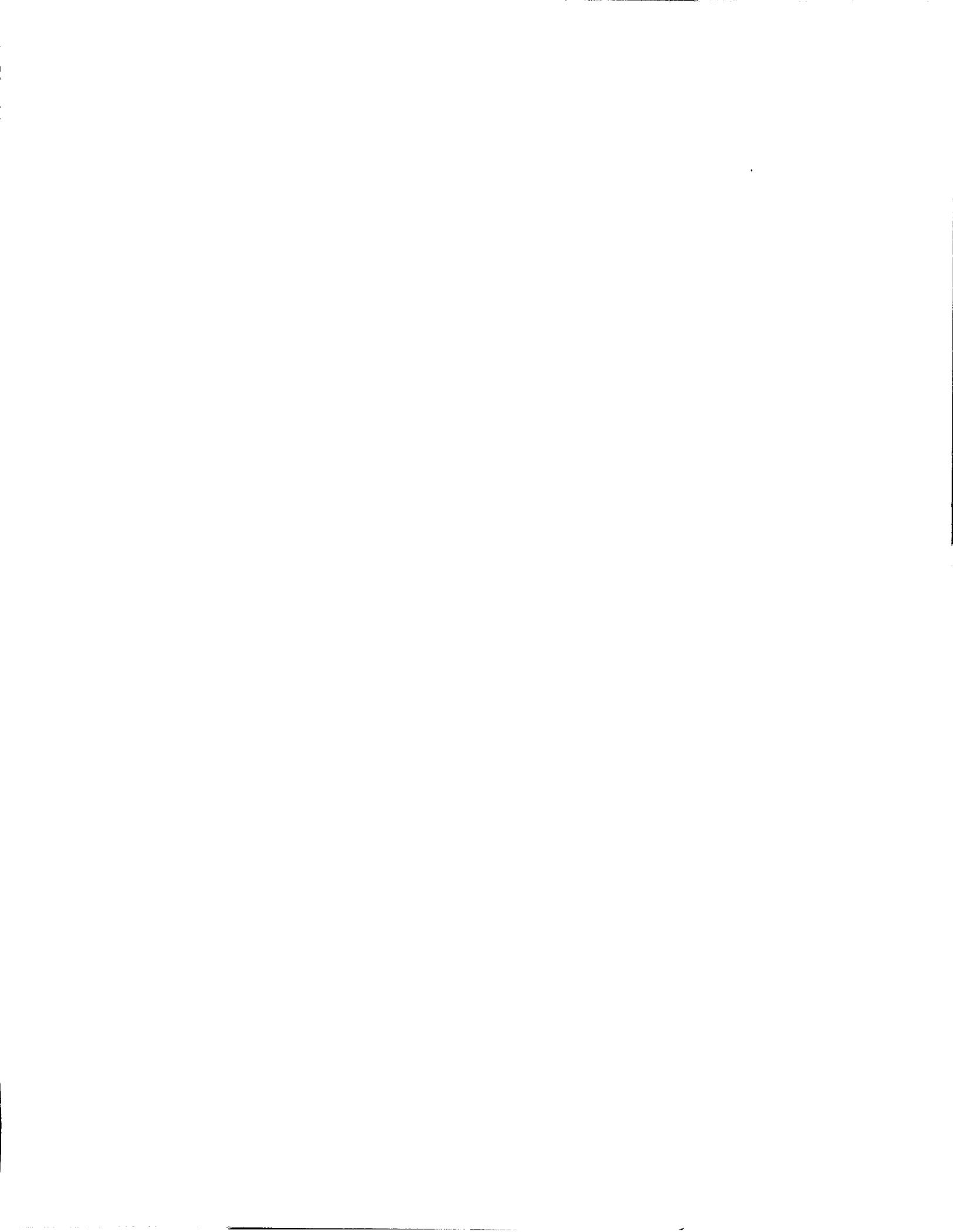
When this project was evaluated in March, 1978 this writer identified a potential programmatic difficulty concerning the number of youths referred from the counseling program to outside agencies. During the eight month period on which that evaluation was based, only eleven or 15 percent of the youth who had participated in the counseling component of the project had been referred to outside social service agencies. During the three month period (June 1 - August 31) on which this monitoring report is based, 60 youth or 39 percent of those participating in the counseling program were referred to outside social service agencies. This figure illustrates a 24 percent increase in the number of referrals from the program.

In the March 1978 Evaluation Report several administrative difficulties were also addressed and recommendations subsequently offered. In response to that report, the Youth Services Director has successfully addressed each of the recommendations and the problems, as reported, no longer exist.

During the eight month period (July, 1977 - February, 1978) reported in the March 1978 evaluation, 71 youth had participated in the Youth Services Bureau Project. During the period July 1, 1978 - August 31, 1978, 153 youth had already been served by the Bureau.

This illustrates a substantial increase in program participation during the current grant period.

The Salem Youth Services Bureau has now been operational for fifteen months. During that time, much success has been demonstrated. This project has successfully addressed each of its objectives and no programmatic or administrative difficulties exist.



**END**