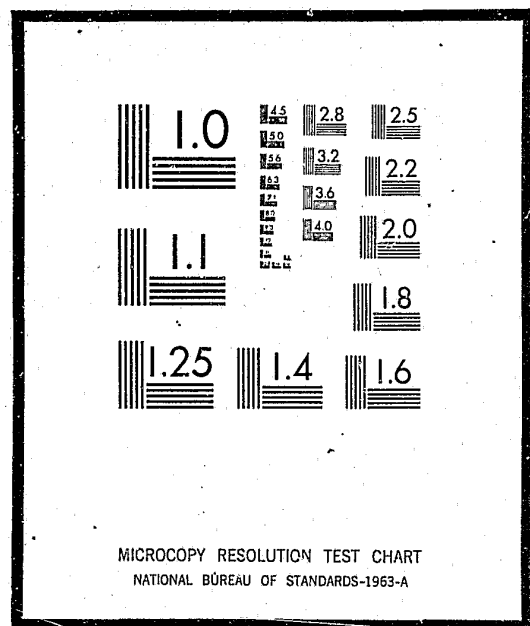


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FINAL REPORT

Evaluation of the

Philadelphia
YOUTH IN CONFLICT
SERVICE PROJECT

(Safe Streets, Inc.) - Evaluation - Final Report.

March 1, 1974

26196
Evaluation

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INTRODUCTION

This is the final report in our evaluation of the Youth in Conflict Service Project (Safe Streets, Inc.) program. This report is the result of six months of data collection, interviewing, observation and analysis.

This report is the result of a project that included students, research aides, and faculty, and was conducted under the aegis of Lincoln University's Institute for Policy Analysis and Program Evaluation.

We wish to acknowledge the cooperation of the staff of Youth in Conflict Service Project (Safe Streets, Inc.) program, and the cooperation of the gang youth we interviewed. We especially want to acknowledge the Lincoln students who worked on this study, all of them being juniors or seniors. They used their personal experience of the gang culture in Philadelphia to inject a major ingredient into the research and final copy, and that ingredient is concern.

We also want to thank our faithful secretaries, who went beyond the call of duty.

I. Executive Summary - Youth in Conflict (Safe Streets)

1.1 Background:

In the spring of 1969, a non-profit project under the auspices of the office of the Philadelphia District Attorney, was organized as Safe Streets, Incorporated. Safe Streets was to employ a center oriented approach for combating many of the problems associated with juvenile gang violence in North and West Philadelphia.

1.2 Goals:

The primary goal of the program was the reduction of juvenile gang violence in North and West Philadelphia. This objective was to be achieved by the implementation of approximately thirteen individual project components. These programmatic components addressed themselves to the following general needs: training; job development; education; coordination of and referral to supportive services; behavior modification and recreation. These components were oriented to the basic needs of "Youth in Conflict", on the underlying assumption that if these basic needs were met, juvenile gang violence would decrease.

1.3 Summary:

1.3.1 Findings and Results:

The program in operation is very much different than the program proposed in the grant application. In the majority of the programmatic components there are significant differences between what the component is doing and what it is supposed to be doing. Indeed, some were non-

functional and other were non-existent. Most were floundering.

The goals of the program are overly optimistic. In many respects the difference between expected and actual results is attributable to these non-realistic goals. For example, to expect that a program, with just two centers for the entire areas of North and West Philadelphia (excluding all other areas) and with a limited staff, could make a significant dent in juvenile gang violence is wishful thinking. This is not to deny the efforts of the program. Operational aspects of the program have not been adequate. Records on referrals and other activities are sparsely and poorly kept. Components that are supposed to be serving gang members are serving children who are much younger and who are non-gang affiliated youth.

The program saw itself as the hub of a city-wide inter-agency coordination and service delivery referral network. It has neither the performance record, the "clout" nor the personnel to achieve this. We suspect the other agencies and organizations are not sufficiently prepared or interested in participating in a network.

1.3.2 Recommendations

1. If this program is to be refunded, we recommend that the goals and purposes be redefined into more achievable and realistic expectations.
2. The mandating of past evaluation results to be used in future planning and implementation.
3. The Center staff should receive both more training and more adequate training so that Safe Streets can move toward a more profes-

ional staff, and that good record keeping could be made a reality.

4. That community involvement as distinct from agencies be increased throughout the program.

5. That the detached program, first mentioned in November, 1973, be fully implemented in order to reach as many parts of North and West Philadelphia as possible.

6. That a planned cooperation be implemented with Youth Conservation Services, or any other gang program funded by the Commission.

7. That more adequate facilities be provided for the neighborhood programs, such as for the tutorial component.

8. If the program is not refunded, we recommend continuation of a center oriented approach that provides outreach and services through existing neighborhood facilities.

9. We further recommend that a professional team approach (e. g. legal, medical, counseling, job development) be developed that has the flexibility to meet the needs of youth in conflict.

II. Project Activities

Within the Philadelphia City limits, there are approximately 250 hostile youth gangs, of which 105 have been characterized as extremely violence prone. A particular gang may have a total membership as low as eighteen or as high as two hundred. Ages may range from 10 to 22 years and over. The majority of juveniles in violent gangs are black.

Gang violence, most notably the homicide rate, has been rising steadily in the last decade. There were four gang related deaths in 1964, thirteen in 1965, fourteen in 1966, twelve in 1967, thirty in 1968, forty-one in 1969, thirty in 1970, forty-three in 1971, thirty-eight in 1972, and forty-five in 1973. There is no record of the countless other casualties or the hundreds of other youths who have been seriously injured, many with permanent physical disabilities, i. e., loss of limbs, paralysis, etc. The victims are not limited to gang affiliated youth, as they range in age from 7 to over 35. In 1972 there were at least seven homicides of persons having no gang affiliation. Assessing these facts, the problem of gang violence becomes quite apparent. This section presents the proposed goals of the program and the proposed activities to meet these goals. Section IV presents the evaluation of those activities in terms of actual performance.

2.1 Goals and Objectives:

The major objective of the Safe Streets program is the reduction

of juvenile crime in Philadelphia. The primary goal is that of reducing the amount of juvenile gang violence in West and North Philadelphia.

The basic approach or method used to attack the problem is a center-oriented philosophy of empathy, transmitted by a staff having a similar background to those they are assisting. Up until November, 1973, any youth wanting to utilize the services of Safe Streets, Inc., had to visit one of its two satellite offices or the downtown administrative office. In late November, 1973, Safe Streets, Inc., adopted a new policy of outreach services. The new policy put the services into the hands of the Safe Street workers. This increased the number of areas and youth that could be serviced. It added another dimension to their approach in attacking the problem. However, we have been given no records indicating what has transpired since this new approach was proposed.

2.2 Project Components

Safe Streets, Inc., conducts most activities from the two satellite offices. These activities consist of direct services to "youth in conflict". The anticipated activities with descriptions are listed below:

A. Coordination Network: The objective was to combine the resources of Safe Streets, Inc., and Youth Conservation Services, and all other social agencies and institutions which address themselves to youth in conflict, towards the reduction of juvenile gang violence. Safe Streets, Inc., and similar agencies would jointly

determine how each must interact in the network to avoid duplications of effort.

B. In-Service Training: Participation of eight Safe Streets staff youth workers in a community therapeutic method training program.

C. Referrals: Coordination of Youth Conservation Services and Safe Streets, Inc., so as to refer approximately 2,400 youth in conflict during the fiscal year July 1, 1973 through June 30, 1974.

D. Attitudinal Training: Providing continuous attitudinal training to all youth encountered. The expected results were to be individual growth and self actualization.

E. Tutorial and Instructional: Tutorial and instructional services in basic and general education for approximately 75 youth in conflict each quarter.

F. Juvenile Crime Reduction: Systems approach to the reduction of juvenile crime through linkage and role designation of all agencies dealing with juveniles.

G. Employment: Provide pre-employment instruction to approximately 50 youth in conflict per quarter. Coordinate their activities with the Pennsylvania State Employment Office in an attempt to provide more adequate counseling and job development for youth in conflict.

H. Vocational Training: Safe Streets, Inc., would sub-contract

with the Aeronautical Development Institute and the Philadelphia Training Center to provide additional training to 21 youth in the areas of aviation, maintenance, hospital aide and key punch operator. After the training, the youths are to be placed in gainful employment.

I. Recreational: Coordination of the Philadelphia Department of Recreation and Safe Streets, Inc., to form a Junior Athletic League. The league will consist of two groups aged nine to eleven and twelve to fourteen. They will participate in basketball, football and baseball competition throughout the city. This component will also provide the enrolled youth with a health examination. This component is intended to redirect negative and aggressive energies towards more constructive activities.

J. Cultural Enrichment: To broaden the horizons and sensual expressions of participating youth. To provide positive enrichment experiences to youth in conflict.

K. Community Relations: To educate the community to what Safe Streets, Inc., is doing and to make them aware as to where they can turn with related problems.

L. Social Services: An offspring of the coordination network, this component is to address itself to the needs of the youth and his family, e.g., drug rehabilitation and day care.

M. School Program: The coordination of the Philadelphia School

District and Safe Streets, Inc., to provide an open forum for school youth and school personnel, and to provide information and alternative solutions.

N. Follow-up and Education: To provide follow-up services on youth; maintain files on referrals until case is closed; to provide monthly evaluation and assessment of Safe Streets, Inc.

Section III presents the evaluation procedures and methodologies used in investigating program activities and results. Section IV will present the assessment of the program and its components compared with the proposed activities presented in this section.

III. Evaluation Activities:

The evaluation had three major components: interviews with program personnel, interviews with gang-related youth and community persons, and data obtained from the analysis of program and police records. The evaluation team consisted of professionals attached to the Lincoln University Institute for Policy Analysis and Program Evaluation and Lincoln University students. The students were particularly helpful in that many came from the backgrounds similar to those in which the gang programs operated, were more closely similar in age to the gang members and were able to relate to the youths, to the community, and to the program. The evaluation commenced on September 1, 1973. There were two waves of interviewing. The first wave began September, 1973, ended December, 1973. The second wave, a major concerted effort for the month of January, 1974.

Observations were made on a longitudinal basis beginning September, 1973 and ending January, 1974.

Formal data collection was requested September, 1973. Raw data was periodically requested from September, 1973 throughout the evaluation. Some summaries of referrals, blank forms and other data that was not useable was received in December, 1973. Raw data was not received until January, 1974. Formal data for

this report could only be collected through February 1, 1974.

3.1 Interviews:

Staff: Interviews were conducted with Safe Streets personnel continuously from September 1, 1973 until February 11, 1974. Programmatic staff were interviewed in a similar ongoing fashion.

Youth and Community People: Youth and community people were interviewed in two waves. The first wave began September, 1973, extending until December, 1973. The second wave was a concentrated effort, January, 1974. Wave II was terminated February 4, 1974. Community people were interviewed primarily in January. These interviews were conducted at random and by referral to community leaders such as block club chairmen, etc. They were conducted in homes and some on the street. They were conducted primarily by Lincoln students, juniors and seniors, and were spread over areas of West Philadelphia, North Philadelphia, and Northwest Philadelphia.

Youth were interviewed in both waves of interviewing. The youth interviews covered the same areas of Philadelphia and were done primarily by the same Lincoln students. The youth were contacted while congregating outside of schools and while they were "hanging out on the corner". A total of fifty-one useable interviews were obtained from community persons. While over one hundred

interviews were conducted with youth in twenty-seven gangs, seventy-six interviews were found to be complete enough for use in the final report. As a methodological note, the experience of this evaluation team should be recorded. While seventy-six interviews are used in this report, in reality the number of gang youth involved approximated 200 persons. This was because the interviewers found that gang members preferred to conduct interviews in groups, rather than as individuals. It was not unusual to request an interview from a gang member, whereupon a group would gather and the interview schedule was taken from the interviewer. The gang members would discuss the questions together and then respond with an agreed upon group response. The group response was the rule rather than the exception. Therefore, many of the reported interviews reflect the agreed upon responses of from three to twelve gang members. Methodologically, this presents particular problems for our, as well as future, evaluations. As an indication of gang behavior, it indicates the control of the group upon the behavior of the individual and of the relationship of gangs to persons whom they consider to be outside of their own group.

Community Organizations and Other Sources: Representatives from community organizations were interviewed continuously from September, 1973 until February 1, 1974. These interviews were

primarily conducted in the respective offices of these organizations.

Interviews were also conducted with other people having relevant data. These included school personnel, public media personnel, police officials, etc.

3.2 Observation

1. Centers: Observations were continuously made at the two Safe Streets community centers from September, 1973 until February 4, 1974. These observations were made on different days of the week, including Saturdays. Observations and visits were also made at different times of the day, from early morning to late evening.

2. Program Components: Observations and visits were made to program components not located in the Safe Streets Centers. These visits were made throughout the evaluation year. This includes trips to the tutorial centers and the Opportunities Industrialization Centers which provide training for youth sponsored by Safe Streets, Inc.

3.3 Data Collection

1. Program: Data was requested from the program in September, 1973. Data was not received, and hence, requests were periodically made throughout the evaluation process. In late December, 1973, some summaries of referrals and blank samples of Safe Streets data collection forms were received. Raw data was not received until mid-January, 1974.

2. Police: Incident reports were received from the Philadelphia Police Department, September, 1973, through February 1, 1974. These reports were received on the 10th day of each month and contained information from the previous month. Total crime statistics for 1972 and nine months of 1973 were received in February, 1974.

3.4 Data and Information Used in the Evaluation

As mentioned in the above paragraphs, data and information on the programs were obtained from interviews, observation and records. From the interviews with administrative staff, workers and youth, all of which were held on their "turf", information was obtained regarding the perception of the program, problem areas, desire and need for service, and their perceptions of the basis for the problems and possible solutions. This information was obtained throughout the two phases of the evaluation project and although this data collection technique was difficult, the appraisal of the staff is that it was successful. Generally, cooperation of program personnel and youth was good. The rapport which was established, particularly between the student workers and the youth, lead us to believe that the information obtained reflects, to a fairly good extent, the reactions of the youth to the program and their situations. The same is felt about the interviews with administrative staff and gang workers, although it should be noted that as in most evaluations, both groups were concerned about their image, political

factors and their fears that the refunding possibilities for their programs may have depended upon this evaluation. But, to repeat, the evaluation team has confidence that because of the rapport that was established, plus the closeness with which the team attached themselves to the problem and the programs, such data are a good reflection of the attitudes and opinions of those persons interviewed.

Less confidence is expressed in the formal data received from the programs and the police files. In particular, program data was somewhat disorganized and appeared sporadically kept. Our concern with the quality and meaning of these data can be expressed in the following example. Some worker forms reporting the number of contacts for a specified period, indicate a large number of contacts, e. g., 500 to 1200. Checking back on such entries, it was found that the worker may have addressed a school class or school assembly. In our view, it is misleading to use each school pupil at a mass meeting to reflect what should be characterized as individual contacts.

3.5 Limitations of Evaluation Effort

Practically any evaluation of a social program is going to be hampered to some extent by the fear of the program participants for their jobs and because of refunding considerations. This evaluation was no exception. In many respects, this problem was heightened by active rumors about the amount of money available for refunding,

active political conflicts and an election which resulted in a turnover in the District Attorney's Office, an agency which sponsored Safe Streets, Inc. In our judgment, the evaluation staff and the students have done an excellent job in circumventing and dealing with these constraints.

The major limitation, however, faced by the evaluation team was caused by time. The original evaluation format was longitudinal, to commence July 1, 1973 until June 30, 1974. As noted earlier, contracts were not received until late August, 1973. In addition, notification of the date of submission for the final report, March 1, 1974, was received later in the fall of 1973. In essence this has constrained the evaluation effort to a six month period, September through February, for the range of activities from instrumentation, pretesting, data collection, analysis and writing. The time factor not only has changed the design of the evaluation but has had an effect on such activities as data collection efforts. For instance, interviewing with youth was done, by design, on their turf, on street corner, in centers, etc. The loss of two months of summer weather complicated the problem of reaching the youth.

The loss of July and August from our time for interviewing was very important, particularly in interviewing youth. During July and August, youth are not in school and subsequently more time is spent

on the "corner". This greatly increases the availability of youth, for the less they "hang out", the smaller the number available to be interviewed. Warm weather also increases the willingness of people to be interviewed.

In addition to the weather, there is a general problem in reaching these youth and in getting them to express themselves to the interviewer. The overwhelming tendency of the youth was to give a group answer. We did get the useable interviews from the youth which came from more than 100 interviews representing contact with several hundred youth. The great majority of the interviews were with groups because after approaching an individual, the individual would get together a group right then or make an appointment to see the interviewer at a corner after he got a group together.

One further limitation should be mentioned. As the evaluation progressed and the evaluation team became more familiar with, and to, the programs, a feedback process of information became established. This, of course, was necessary to check upon the perceptions of the evaluation team members as well as to check upon the kinds of data being received. As a result, the needs of programs for technical assistance became clear, and the evaluation team became in one sense the ready vehicle for this assistance. Thus, the evaluation team was engaged, to some extent, in changing parts of the program. This has

an obvious methodological impact upon the evaluation. But more important, it is not seen as a limitation as much as a need which future evaluations should consider, perhaps, as a part of their responsibility.

3.6 Recommendations for Future Evaluations

The major recommendations are addressed to time and data availability.

1. Efforts should be made to ensure that the contracts between all parties involved in the evaluation are completed, signed and received by evaluators within one week of the starting date.
2. Evaluators should be made aware of changes in the due date for final reports at the outset of the evaluation.
3. The importance of submitting reports and raw data early in the year and throughout the year should be stressed to the programs in order to ensure the presentation of better longitudinal data on what the program is actually doing.
4. Technical assistance should be considered as a legitimate activity of the evaluation team. Programs often need assistance in understanding the importance of good records of activities, referrals, contacts, etc. If materials had been submitted to us earlier in the evaluation, we could have provided more of this kind of assistance.

IV. Project Results

4.1 Overview

The Safe Streets program components, as we saw them in action, bear little resemblance to the program components as portrayed in the grant application. The differences can be described as: components that were never developed, components that barely got off the ground, components that were ineffective, an almost total lack of the "systems" approach (as defined in paragraph three, below), components that underwent major change, and a youth participant population which did not include a high percentage of gang members.

Idealistic, poor planning is the major factor responsible for the ineffectiveness of the Safe Streets Program. The planning of the Safe Streets program was made without taking into account past evaluations, suggestions, and recommendations. A number of concerns found in this evaluation appear in past evaluations. If past evaluation data had been taken into consideration and utilized by the program, perhaps many of the unanticipated results could have been avoided.

Another major factor pertains to self image. The application portrays the Safe Streets Program as a major focal point for gang control programs in the city. The program appears to be, or intends to become the nerve center of a comprehensive, "systems" oriented referral and service delivery mechanism, utilizing the full spectrum of resources available (supposedly) from police, court, welfare and

community agencies. This image is not borne out by the past performance of the Safe Streets program as described in past evaluations and as described in this evaluation. Record keeping was inadequate or non-existent for ten of thirteen proposed program components. This inadequacy severely hampered a hard assessment of the entire program. Program administrators should have been aware of the importance of good record keeping particularly because adequate record keeping has been emphasized in two previous evaluations of the program.

While the program consists of many components, staff were not usually assigned or dedicated to a component. Staff worked on all components, whether or not they were experienced for the work. The components themselves did not have an identifiable person to manage them, except for three components out of thirteen. These were the only three that gave evidence of being in operation.

There was a near complete absence of effective coordination between the two program centers and the administrative office. The planned administrative structure of the program concentrates responsibility for coordinating center activities in the hands of a Deputy Program Director. The person in this position left the program in the early phase of the evaluation (August, 1973). His position was subsequently never filled. The lack of effective coordination between the program centers and the administrative offices can be attributed largely to this vacancy. However, it should be pointed out that no

single person with administrative authority, not even the Deputy Program Director, has responsibility for ongoing day to day participation at all three program sites (the centers and the administrative offices). The low level of program coordination and cooperation, therefore, seems to be a product of the fact that the Deputy Director was not present, that coordination was delegated to a single administrative position and that the job of coordination was inadequately provided for by the activities or requirements of that single administrative position. In short, that position was overloaded with too many responsibilities. Compounding this problem is the lack of sufficient experience of the two Center Directors. Neither could overcome the lack of administrative direction and leadership from the downtown headquarters due to their own lack of experience in management. The factors described above are primarily responsible for a Safe Streets program wherein the only components in operation are the vocational training, job development, tutorial and school components.

In the following pages, a more in-depth elucidation of program results will be given, utilizing the individual components as focal points for the discussion.

4.2 Components

4.2.1 Coordination Network

Results: This component as described in the proposal is non-existent. The Safe Streets staff, as individuals, have worked with

other agencies concerned with youth. The expected coordination of all youth service facilities in the city has by no means materialized. The reduction in duplication of services by other agencies has not been achieved. (See Attachment I)

Factors: The actual anticipated differential can be accounted for on the basis of the following.

The proposed coordination and integration of services are too great a responsibility to be handled by staff with other program responsibilities. The demands of this task require full-time attention by a person or unit with hands on, knowledge of, and a reputation with, the various agencies involved. The performance of this liaison function would seem to demand intimate knowledge and association with a broad spectrum of problem-related agencies. As the component was actually implemented, workers were constrained to portray any contact as an active coordination of social agencies and services towards reduction of duplication. It should be noted that such limited contacts were the best that most workers could achieve given the limitations imposed by other job demands and the relatively low "clout" of their positions.

The absence of organizational "clout" on the part of Safe Streets workers is a major factor which prevented the network from being developed. In short, the agency had no reputation or demonstrated performance with other social agencies on which to base claims for directing comprehensive programmatic solutions to gang and youth

MEMORANDUM

TO: Mr. Lewis Taylor
 FROM: Mr. Anthony J. Turner
 DATE: August 29, 1973
 SUBJECT: Organizations worked with in the North Phila Area

We are presently in contact or have been in contact with
 in North Phila:

Network

Tennants of Blumburg Project
 The Black Panther Party
 Temple of the Black Messiah
 Temple University
 Philadelphia Committee for Service to Youth
 Johnson Homes
 Martin Luther King Center
 Model Cities Council # 12
 Model Cities Youth Resource Development Center
 New Haven Methodist Church
 Club Supreme Enterprise
 Wharton Center
 Youth Conservation Services (Limited)
 Schwartz Recreation Center

related problems.

The 1972 and 1973 evaluations of Safe Streets were hard pressed to present hard data showing that violent acts committed by gang members declined in the neighborhoods adjacent to the Safe Streets Centers. Nor could these reports substantiate any relationship between the Centers programs and behavioral change among gang members. The most current available statistics show that gang connected homicides reached an all-time high over the past fiscal year. Also, few gang members residing more than several blocks away from the centers expressed any knowledge of the program. It is not surprising that the program is not viewed as a major resource by gang control oriented agencies in the city.

4.2.2 In-Service Training

Results: As of the end of 1973, training is being given to three workers. It appears that not enough thought has been given to the selection of workers to receive the first round of training. It was not clear why the particular job categories selected for in-service training were chosen. (We assume that the balance of the eight workers will be trained during the Spring of 1974.) The role, function, needs and interests of the workers were not evaluated in making selections for training.

Factors: Since the training was still in progress at the time of our evaluation, we cannot make any judgments as to its effect upon

worker performance.

4.2.3 Referrals: If any significant number of youth were referred to the Safe Streets Centers, we could not determine it since record keeping is very poor. The Youth Conservation Services (YCS) records provide no way of cross-checking referrals to Safe Streets.

The Fortune Society, the Juvenile Courts and other agencies did not provide any useable data to indicate that a referral system to Safe Streets Centers existed.

Based upon our interviews with gang members and interviews with Center staff, it seems that the overwhelming majority of the youth that frequent the Centers are walk-ins from surrounding blocks. As is mentioned in several places throughout this report, our interviews and observations indicated that the youth frequenting the Centers were usually under 15, and many were not members of gangs.

Factors: Many factors can explain why the referral program described in the 1973-74 application never materialized. Primarily, the long-standing friction between YCS and Safe Streets remains unchanged. Second, the Safe Streets administration did not do much to encourage YCS referrals. Third, members of gangs outside the immediate location of the Centers would be endangering their lives by traveling to the Centers through "alien" turf. Fourth, the Safe Streets program does not have much to offer gang members, either at the Centers or through the third party referral mechanism.

4.2.4 Attitudinal Training

Results: The prime ingredient of this component, the referral of YCS youth to the Family Home Center at the University of Pennsylvania, never materialized. The Program presently consists of occasional group (not necessarily gang) trips to retreats in the Poconos and to New Jersey and other scenic or amusement areas.

In terms of component effectiveness, behavior modification of violence prone gang members and the current statistics on homicides pronounce judgment quite well.

Factors: Cookbook behavior modification techniques have a long standing history of not working. The apparent elegance and sophistication and the modification of approach attracts those seeking simple solutions to nagging problems that defy any solution.

The trips to the Poconos and elsewhere are difficult to assess, certainly with respect to permanent effects upon the youth. The interviews with the youth, and the opinions of our evaluators, suggests that the "tinkering" attempts at behavior modification which take place by means of mechanisms such as sporadic trips have no effect of any duration. It is doubtful that an occasional weekend away from the neighborhood and the gang (or perhaps with the gang) environment can change youth orientation in favor of less violence prone behavior.

4.2.5 Tutorial and Instructional

Results: The G. E. D. program is not being administered through Safe Streets or by Temple University. Instead, the Opportunities Indus-

trialization Center is providing this service to 3-5 youths, free of charge.

Tutorial services are being provided by Safe Streets to approximately fifty students. Most of the tutorial students have been in the program for at least a year.

However, the expected enrollment of 75 youths each quarter has not been achieved. The West Philadelphia Center had a peak enrollment of approximately forty-five students in early November. This figure was literally cut in half after one of its members was shot and wounded. (See Attachments 2a and 2b.)

There are no gang members enrolled in the tutorial program. The tutorial program is geared towards elementary age school children. The seventh grade is the cut off point for youth tutored. (See Attachment 3.)

The tutorial program is staffed primarily by college students and parents helping youngsters with their homework. Although the program does not use regular, certified teachers, as called for in the application, it is one of the few Safe Street components that has achieved desirable results.

Interviews and analysis of report cards indicated that over 50% of the youth in the tutorial program achieved a definite improvement in school grades.

The management of this component and the record keepings are

Girl, 10, Shot Front Door

Stacey Hill, 10, was shot and wounded near her front door at 5726 Whitby st. as she was coming in for dinner at 6 last night.

Neither Stacey nor her sister, Denise, 19, who had called her in from play, saw the gunman. Stacey was admitted to Misericordia Hospital in poor condition with a wound of the right shoulder.

West Phila. Girl Hit By Sniper's Bullet

A 10-year-old girl was wounded by a stray bullet in front of her home at 5726 Whitby ave., West Philadelphia, at 6 last evening.

Stacey Hill was at play when her sister, Denise, 19, came out of the house to call her in for dinner. Just then there was a noise which Denise said sounded like a firecracker.

Stacey fell to the ground with a bullet wound in her right shoulder. Police took her to Misericordia Hospital where she was detained. Doctors described her condition as good.

Police searched the neighborhood but couldn't find the sniper.

Attachment 2 B

To: Bennie Swans, West Phila. Center Director
From: Ethel Walker, Instructor, Tutorial Program
Subject: Tutorial Report
Date: November 21, 1973

Monday

Attendance tonight was nineteen (19). Most of our children come from Whitby Avenue. They are escorted by Mrs. Davis.

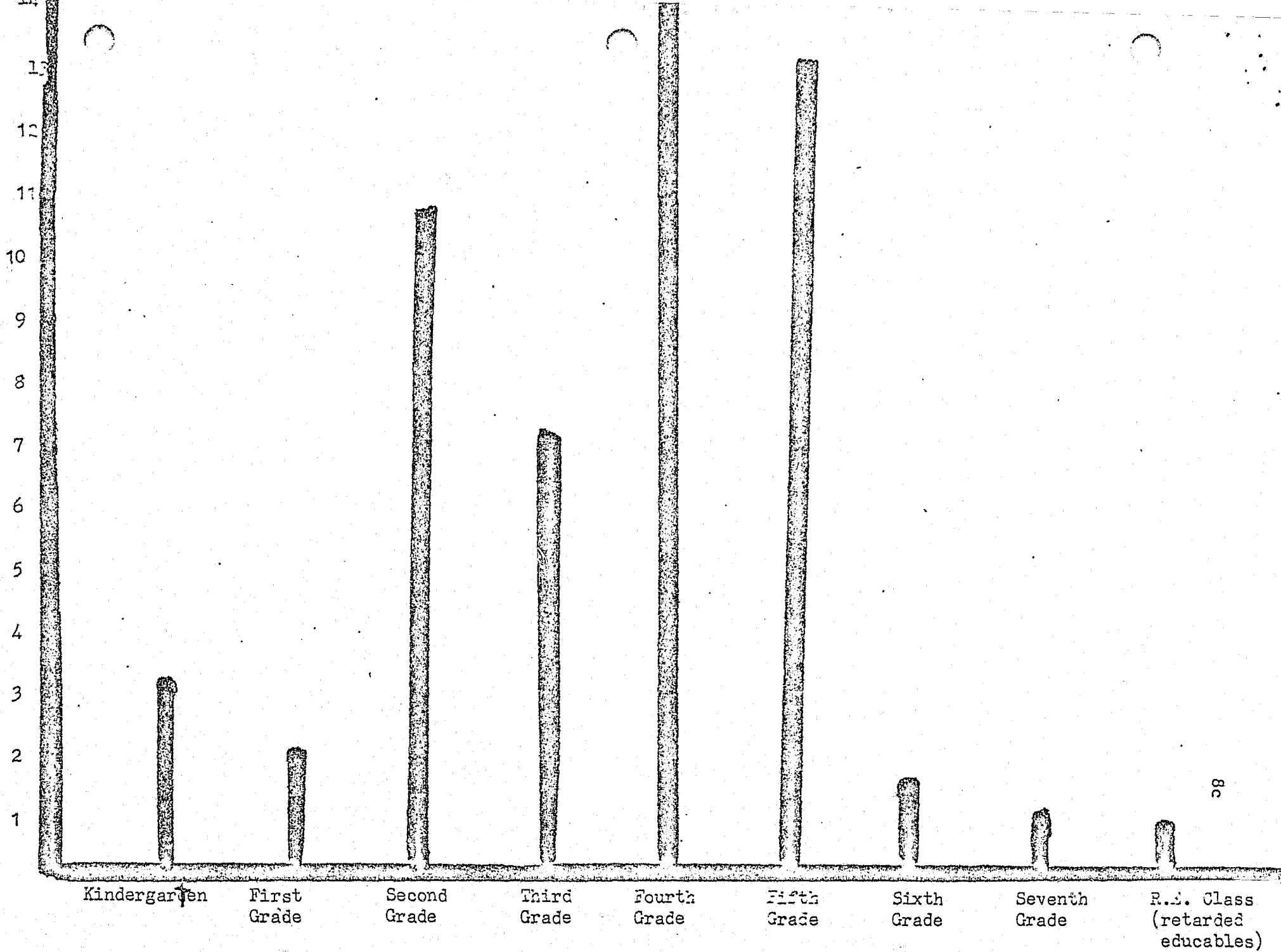
Tuesday

Attendance again very low. Twenty-one (21). We had some very tragic news about one of our pupils. We heard about this tragic news on the radio and tonight Mrs. Davis walked around to tell us the details. It seems the children were on their way to the tutorial program when Stacey was struck by a snipers bullet. The newspaper clippings are attached.

Wednesday

Attendance was nineteen (19). It seems the parents are afraid to send their children to the tutorial program since the shooting. Perhaps their fears will not be so vivid after a few weeks. I have not contacted other children as yet. I will give it a little time (the incident) before making any effort to get more children.

Thursday - THANKSGIVING



GRADE SCATTER FOR CHILDREN ENROLLED IN THE WEST PHILADELPHIA TUTORIAL PROGRAMS - OCTOBER 18, 1973

unusual for the Safe Streets program. They are good. The directors of the tutorial programs at the two Centers have been with the component for three years and seem competent.

The donation of materials from outside agencies as was expected in the subgrant application has not been adequate enough for the tutorial program.

There are no records indicating the proximity of the Center to students enrolled in the tutorial program. The director said that many students are picked up by the tutors on their way to the Centers. The tutorial program is run nightly from 5.00 to 9.00.

Factors: The tutorial program has not reached gang members. We doubt that it could, even if a concerted effort were made. In this we heartily endorse the soundness of the Safe Streets approach towards providing tutorial services to those youth who need it and will accept it. The older gang members are beyond the "helping learning disabilities" stage, a rather fancy way of describing a youth who cannot read or write. The older gang member is not interested in tutorial programs or in G. E. D. programs. Such considerations were rarely indicated as items of interest or need by the youth in our sample.

On a more positive note, older gang youth showed much more interest in the Urban Youth Training Corps, in which they were trained in job-related skills, attitudes and etiquette. It would seem that tutorial services for older gang members might, therefore, be more effectively

taught to the specific demands of job training and activities. In short, reading and writing skills might be more effectively taught where they are perceived as necessary for acquiring and exercising job skills. (See Appendix H for Age Breakdown.)

The program as previously discussed, however, has not achieved the targeted level of enrollment because many parents are reluctant to send their children out at night, after dark. (The program is run from 5.00 to 9.00 p.m.) These hours are not acceptable to some parents.

Also, the woeful lack of materials limits the number of participants and puts great strains on the tutorial staff.

The decision of Safe Streets management to rely upon donations and not to provide funds for materials was perhaps unwise.

The current wage of \$2.00 per hour, in turn, is not conducive to attracting more and highly talented tutors.

The reliance upon donated materials has hampered the program. For many donor agencies, charity starts at home, especially since their funds have been consistently cut back since 1970.

The tutorial program in both Centers has identifiable management. Moreover, its professionals are experienced and dedicated. We feel this explains why the program has achieved, however modest, positive results.

4.2.6 Juvenile Crime Reduction

Results: This component, as described in the subgrant application,

does not exist. Moreover, the description is at best ambiguous. The designation and linkage of roles with agencies dealing with youth in conflict has not materialized. Major juvenile crime statistics for nine months in 1973, when compared to the first nine months of 1972, show a reduction in only one major crime classification, robbery. All other categories increased or remained the same. (See Appendix C.)

Factors: As indicated in the overview and in the description of the Coordination Network component, Safe Streets cannot assume the center stage role it envisages. It was overly optimistic to expect Safe Streets to lead the way in establishing a team approach to juvenile crime reduction. More prestigious, visible and power local agents have been consistently unsuccessful in their attempts at coordination.

Political, funding, territorial and similar traditional factors operate to prevent this approach from materializing. For example, duplication and "uncomprehensiveness" are basic to society's approach towards social services programming. Individual and organizational behavior are not prepared to function in a comprehensive, coordinated, team manner. In the face of these factors, a small program cannot hope to be successful in achieving these results.

Finally, it is somewhat naive to expect that teamwork can magically affect gang violence. The violence feeds on forces, and factors (absence of gun control laws) outside the sphere of influence of a teamwork approach.

4.2.7 Employment

Results: This component was one of the most successful in the program. Job referral services have been provided to a number of youth. The employment component developed a comprehensive job listing of over 500 possible opportunities within a five to six month period. (See Appendix A.) About 25% of the 280 youths who were interviewed were actually placed in jobs. Not only did the component seem much more successful than other components, but it also kept much more adequate records which have permitted a hard evaluation. The existing records indicate that multiple follow-up was frequent and that many youths received more than one placement.

The cooperation that previously existed between Safe Streets, Inc., and the Pennsylvania State Employment Service appears to be greatly diminished. State employment counselors are no longer working from the Centers.

Factors: The degree of success achieved by the job development program is directly related to the professionalism of the job counselor and developer. The job counselor and developer had twelve years of professional experience and used her own privately acquired contacts in developing the overwhelming majority of job openings. The component was well managed and administered. The job counselor was constantly involved in the operations at both community centers. The part time job counselors in the centers worked effectively with consistent

and constructive supervision. The administration of this component also showed an enlightened approach to the task. Specifically, job counseling and interviewing were conducted at the downtown administrative offices of the program. This provided a chance for youth afraid to use community centers within the "turf" of other gangs to make use of the employment service.

The importance placed on record keeping to evaluate and follow up on services played an important part in the component's success. Accurate records and ongoing evaluation allowed problems encountered early in job counseling to be corrected in later counseling and placements. For example, jobs at too great a distance and jobs showing no general interest in the youth were eliminated from later job listings.

The administrative structure of the component also seems to have contributed to its success. That is, the structure was simple and allowed a single person to exercise direct supervision for all phases of services in both centers. In addition, all personnel in the component worked exclusively on job development and counseling. There were no other responsibilities to interfere with the job at hand.

4.2.8 Vocational Training

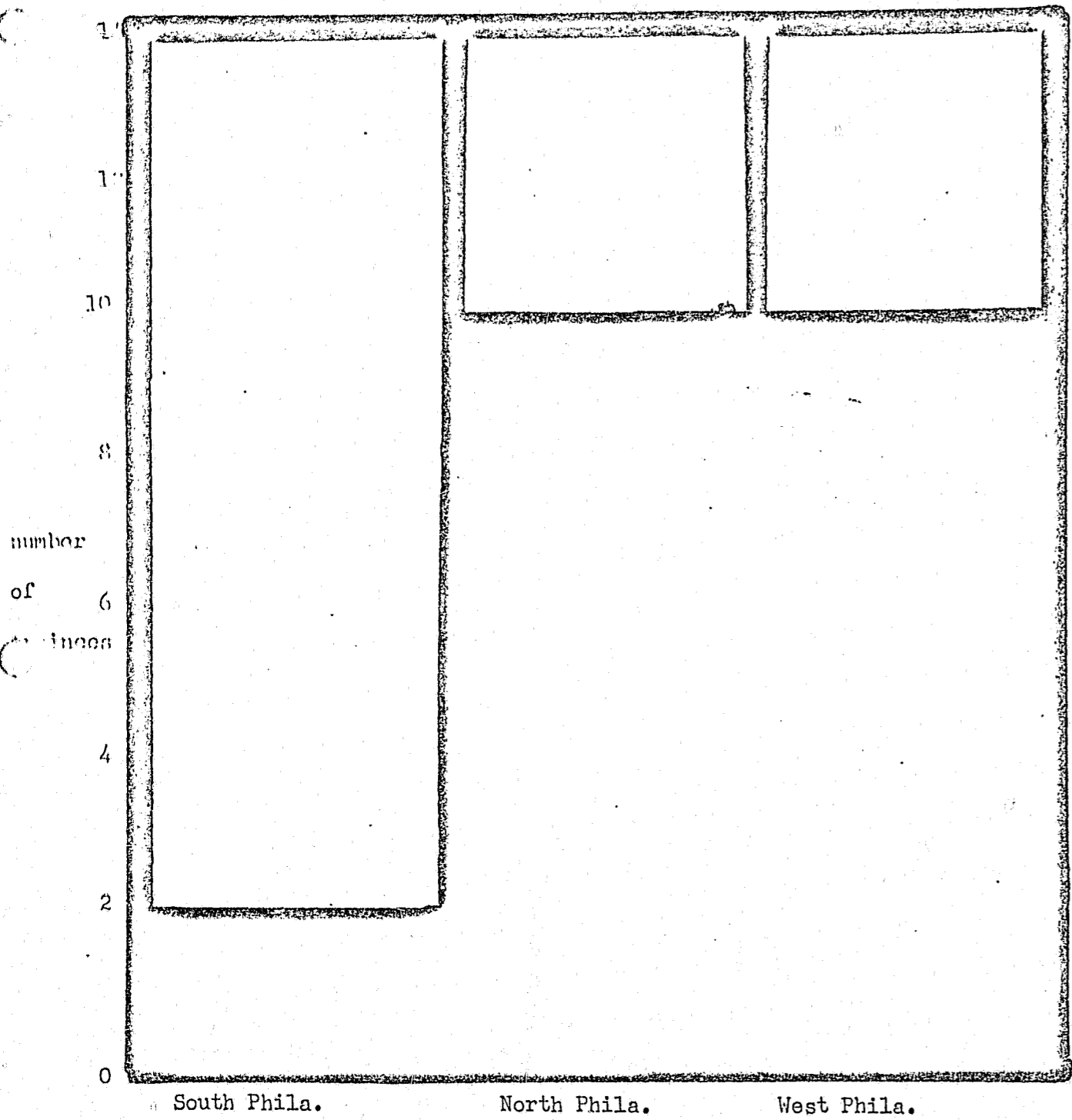
Results: This component, more than any other, appears to have addressed itself to youth from all sections of Philadelphia. There appears here to have been a more active recruitment of youth from all

sections of the inner city for this particular program. (See attachment 4.) We checked on the area from which participants came and their proximity to a Safe Streets Center. Of the twenty-two youths involved in the program, 80% live at least fifteen blocks away from either Safe Streets Center. The remaining 20% live within three blocks of the centers.

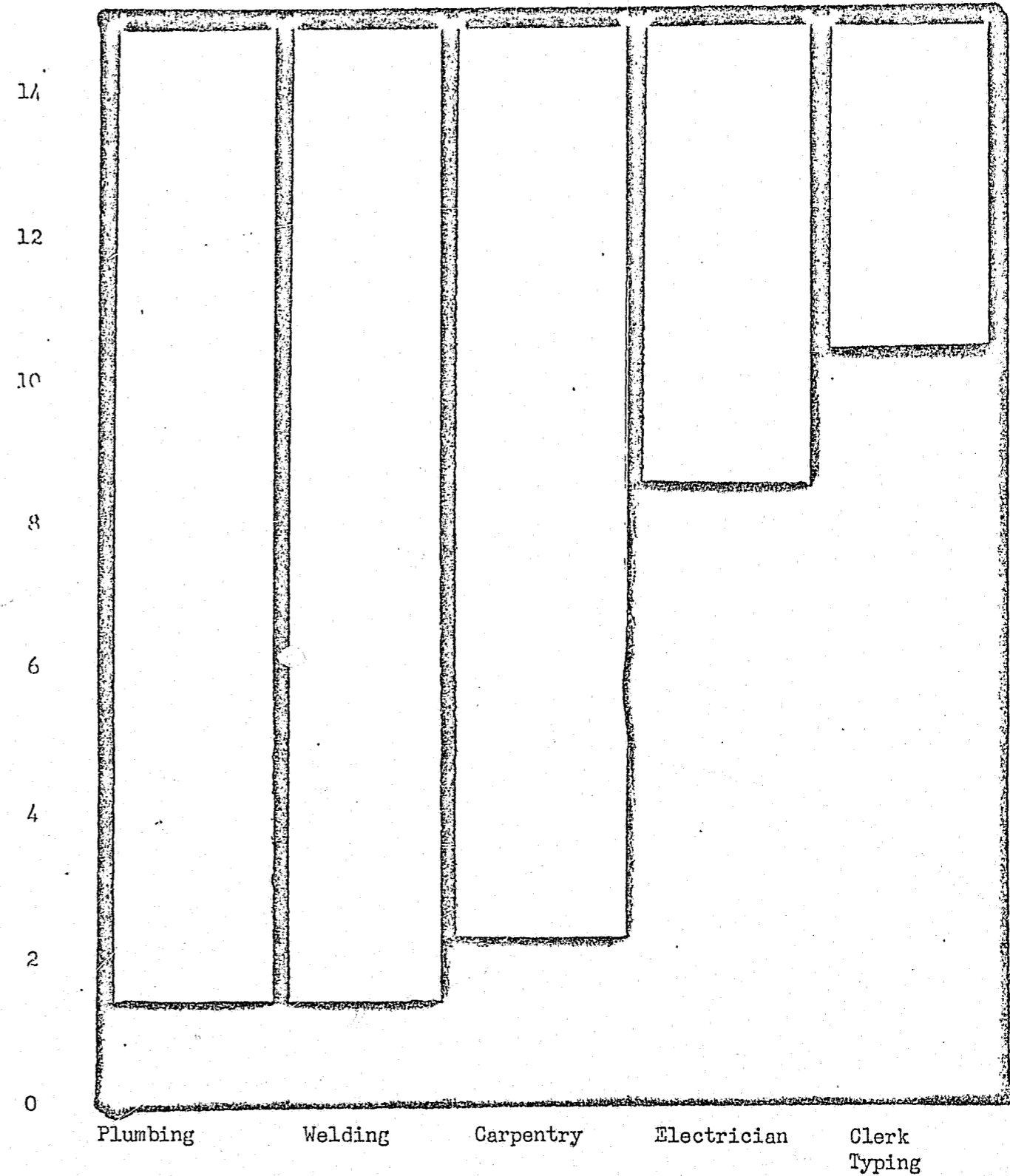
The services being provided by this component are very basic and essential to the needs of the youth involved. Interviews with youth in conflict point out their desire for jobs and training. (See Appendix A.) More than likely this type of service will do more to redirect gang youth than any other type of service. Besides providing vocational skills, this component is supplying youth with basic tools necessary to function in the job setting.

The training received was in the areas of electricity, welding, carpentry, plumbing and clerk-typing. (See Attachment 5.) The training appears to be quite comprehensive and adequate. There can be no adequate evaluation at this time of the Safe Streets projection of 75% successful trainee placement.

Factors: The major factor here for the success of this component is its operation and management. This component is being run primarily by O. I. C. The Opportunities Industrialization Center has a long-standing reputation for providing adequate training to people in need. The admin-



AREA BREAKDOWN OF YOUTH IN SAFE STREETS, ICN. U.Y.T.C.



BREACKDOWN BY OCCUPATIONAL TRAINING, TRAINEES IN SAFE STREETS, INS. U.T.Y.C.

istrator of O. I. C. supervising this component is a very competent and dedicated young lady. Her competency in cooperation with the job development administration and screening activities are a major factor contributing to the success of this component. Screening of participants was done carefully in assessing the capabilities of the youth involved. Because of the effective cooperation between the two directors an ongoing internal evaluation process evolved. As a result of this process, original placements in the program were successful and the program was quickly adapted to the needs of the trainees who it was found required an additional two weeks of basic preparation.

Although the training is good, the job market does not allow for a placement rate of 75%. The placement rate for O. I. C. is between 25% to 30%, which means that Safe Streets can not be expected to place 75% of its trainees.

4.2.9 Recreational

Results: The organized recreational activities had, in general, stopped at the end of the summer. In the fall and winter, recreational activities consist of informal games of ping pong, cards, pool, chess, checkers and an occasional organized one-shot basketball game. Most of the present activities are unstructured. Thus, the redirection of negative and aggressive energies of youth in conflict has not been achieved. In short, there is no stable, organized, and regular schedule

of sports activities which might provide for daily or weekly participation by gang youth. The proposed sports leagues never materialized to provide a basis for a continuing interest and involvement in non-delinquent activities.

The program at the North Philadelphia Center has activities in arts and crafts but it has addressed itself towards elementary school age youth, particularly girls.

Factors: Inadequate planning, poor administration and an overburdened staff are responsible for the outcomes in this component. First, it was overly optimistic for the Safe Streets program to assume that recreational activities could materially affect the violence prone behavior of gang youth. It may help it, sometimes has helped, but it can even precipitate hostile behavior. It is often a fragile mechanism that requires an investment of trained staff time and funds for equipment. Also, there are many who feel that the overly aggressive behavior of many gang youth can best be dealt with or modified through more individualistic recreational activities such as boxing and track.

While the structure, team concept, rules and cooperative aspects of organized sports can be useful in dealing with behavioral problems, the individualistic activities can often provide a better avenue for release of tension and perhaps development of an improved sense of self, and self discipline.

In any event, the expectations for this component and the activities

proposed in the application never materialized. The two leagues proposed to consist of 3 - 5 teams was not organized. There was no one specifically assigned to this task.

The arts and crafts recreational activities are working rather well. But they cater not to gang youth but to younger people and non-gang affiliated youth. This is a worthwhile activity for these types of youngsters and may perhaps have a positive long-term affect in preventing their drifting towards the gang culture.

4.2.10 Cultural Enrichment

Results: The expected result of providing cultural enrichment to all youth encountered has not been achieved. Cultural activities have been restricted to from twenty to forty youths per event. Whether or not the same youth are involved for all events is not known, as there are no records. The events have consisted primarily of plays and concerts.

This may be good in that the "youth in conflict" may be more interested in and influenced by a play such as "River Niger" than a trip to Independence Hall.

There was no plan for this component so that events were scheduled and took place irregularly and youth were not fully informed of proposed events.

No one staff member had the responsibility for this component. It was handled by everyone, and by no one. Selection of events and co-

ordination -- tickets, transportation, etc., were handled poorly.

The component was never viewed as an autonomous component but was used as a "filler" and back-up for the recreation program component.

Factors: The Cultural Enrichment component was handled by staff members who were not too well equipped to handle it. In addition to their responsibilities in all other components, they were not well prepared to handle some of the administrative and coordinative aspects required, and some were just not well informed enough to develop a well rounded program that would include activities other than movies. Black art, theatre, dance, music, history, etc., can be culturally enriching for youth, and may have some effect upon behavior. To do so, they need to be introduced to the youth with care, planning, in an interesting and exciting manner and with some follow-up. The existing staff could not adequately handle this.

The component as envisaged in the application was rather blown up, out of proportion to what could be achieved and what results could ensue.

Finally, the funds available for this component were modest and the program should be complimented for making an honest effort to broaden the horizons of the youth through this component.

4.2.11 Community Relations

Results: The expected results, as described in the application, were not achieved. The community, however interpreted, has not been organized

nor has there been much evidence that Safe Streets has been responsible for the public support, however, erratic, for dealing with the menace of gang violence.

Organizations are aware of Safe Streets but are rather ill-informed about its services. Parents and the general public, outside the immediate Center areas, as indicated in our community survey, are not well informed about the program. Less than 10% of the community people we contacted had even heard of the program.

Factors: The inadequacies of the Coordination Network component, and the problems in the Referral component virtually guarantee the failings of the Community Relations component. There is a mutually reinforcing dependency between the effects of these components, when one does not work, the other do not work.

The spotty track record of the Safe Streets program has not been conducive to large-scale public involvement and support. Further, the competition and self interests of other organizations involved in gang control are strong factors that work against a united front and good community relations.

The Safe Streets administration and Board were also somewhat misdirected into regarding public relations as community relations.

4.2.12 Social Services

Results: This activity is listed as a separate component in the application. In fact, it is a part of the Coordination Network and Referral

components.

Poor record keeping prevented us from determining the results of the activity.

Factors: The reasons for poor record keeping have already been described, as have the reasons for the poor performance of the Network and Referral components.

4.2.13 School Program

Results: The staff at the Centers have provided information to school personnel and students about program components. The frequency of contact with school personnel and students, the type and name of the school and the numbers involved cannot be determined from Safe Streets or school records.

In a "couple of schools", Center workers addressed student assemblies and told teachers, individually and in groups, about the necessity and ways of stopping gang violence. In a few cases, Center workers arranged to have students transferred to a different school.

Factors: The effectiveness of this component, ranging from excellent in individual cases to unknown in most, can be attributed primarily to the use of very limited resources to meet the enormous problems of drop-outs, school "rumblings", and the movement of students through "alien turf".

The planned acts that have reduced tension are viewed by all concerned as a most useful activity. Perhaps they prevented harm from

coming to particular youth, and perhaps they prevented additional outbreaks of violence in the schools from those tensions.

The schools are an important factor for both preventing and prompting gang violence and they have been used by the Safe Streets workers to prevent some violence. The over-extended workers, however, have not been able, we think, to direct enough effort to this important area.

4.2.14 Follow-Up and Evaluation

Results: Follow-up services do not actually exist outside of the job development component. Follow-up services for all youth having contact with external agencies has not materialized. The staff will many times informally ask a youth what happened after a referral has been made, but that is the extent of follow-up services.

Evaluation has been left up to outside evaluators. Little, if any, inter-program evaluation has taken place this year. Outside evaluation accuracy is dependent upon the maintenance and accuracy of Safe Streets data which is very poorly kept. Safe Streets has had an information management system developed for them, but they have not used it.

Factors: The reasons for actual results being different from anticipated results is due in the first place to planning. It was grandiose planning, indeed, to assume that Safe Streets could, in fact, maintain a personnel profile while keeping updating records on all youth having contact with other agencies. Secondly, the staff does not appear to fully realize the importance of follow-up services.

The operation, management, and personnel involved are responsible for the absence of inter-program evaluation. The staff has not been keeping good records which are required for an accurate assessment of the program, and the management should have demanded it. There is not a sense of the importance of evaluations in that factors brought out in this evaluation have appeared in past evaluations. If evaluations are taken more seriously, a number of programmatic problems appearing in this evaluation could have been alleviated.

4.2.15 Other Components/Activities

There are the official activities as stated in the subgrant application that Safe Streets staff find themselves doing, or not doing. There are other activities which the staff finds themselves involved in, which they feel are related to their goals. Intervention into hostile situations where two hostile gangs are about to explode appears to be one of the major tasks the staff has assumed as one of their duties. The staff has appeared as character witnesses for neighborhood youth during court appearances. (See Attachments 6a and 6b.) The staff has also served as sponsors in attempts to get incarcerated persons released. (See Attachment 7). The program should be applauded for these efforts.

4.3 Project Impact:

The program has had little impact on the problem as outlined in the subgrant application. The cooperation between Safe Streets and Youth Conservation has not materialized. The juvenile crime rate for

Attachment 6 A

To: Mr. Bennie Swans, West Phila. Center Director
 From: Mr. Willie Rambert, Asst. Center Director
 Subject: Courtroom Appearance 9/19/73
 Date: 9/19/73

Reported to 1801 Vine Street at 9 a.m. this morning on behalf of Craig Hodges and Michael Guess. Craig was there for one case of disorderly conduct and Michael was there on disorderly conduct and auto theft. Prior to our courtroom appearance I spoke with probation officer Shearer who said that he did not foresee any difficulty in that it was a pre-trial hearing.

The judge appeared quite upset about Craig because of his extensive record. Craig's probation officer Mr. Verna suggested that he ask to go to the Youth Development Center, a vocational training center at 2nd & Luzerne. I would like to point out that Mr. Verna was very inexperienced, lacked confidence and did not know what he was doing. He was more afraid than Craig was.

My suggestion to the court was that Craig wanted to go to the Youth Development Center despite the proving of any guilt or innocence to the case. The D.A. and the judge both were in favor of this and prepared to throw the case out on the reality of the suggestion. Upon no support on that issue from Mr. Verna the Public Defendant decided to let another judge on a different case refer him to the Youth Development Center, allowing the present case to go up for trial. The D.A. cut in to say that he would recommend the YDC if Craig and Michael would admit guilt. I again interjected that the D.A. was creating an imposition for both defendants, since Craig does in fact want to go to the YDC and may possibly have to admit to something he just may not have done. I told them also that many times popularity victimizes young people in these types of situations. The D.A. withdrew, the judge agreed, Verna said something stupid and the Public Defender pushed for another judge making the referral. I won my primary objective because no one was held over. The case is being held over for trial. Upon appearing before the other judge for the YDC referral, Mr. Verna indicated to me personally that his supervisor had to see that this recommendation was

made or he would issue a warrant for Craig as a probation violator and have him sent to Cromwell Heights. Judge O'Neil said he could not make such a referral unless it was the result of judication. I then, before the court confronted Mr. Verna about his supervisor. He backed down by saying it was just a matter of pressure from the courts and his supervisor to have Craig committed; a half truism. I am going to find out if Craig can have his probation officer change to someone else before an unjust error is made.

Respectfully submitted,

Willie Rambert
 Willie Rambert III

WR/jpf

cc: Mr. Lewis Taylor

HONORABLE PAUL A. DANDRIDGE
CHAIRMAN OF BOARD OF DIRECTORS
SAFE STREETS INC.

October 29, 1973

Dear Judge Dandridge:

This letter is in reference to Mr. Joseph Bond, of 2103 W. Sharswood St., who is currently incarcerated at the House of Correction, which was discussed with you by Mr. Robinson. Mr. Bond was arrested in June or 1971 for carrying a concealed deadly weapon. He came before Judge Williams about June 3, 1972 and was found guilty. He was sentenced to 6 to 23 months at the House of Correction.

Mr. Bond has served 17 1/2 months so far. He went in front of the Parole Board and was granted Parole, but Judge Williams would not sign for his release papers, because he said that he was not ready for society. This was in June or July of 1973.

During Mr. Bonds stay at the House of Correction he was on the work release program for about 9 months. But he was taken out one day when he did not go to work. Since that time he has been in the Threshold Program, and on the Basketball team.

Mr. Bond is planning on furthering his education, he has already taken his G.E.D. test. He past every part or the test except the English part, he will have to take the English part over. Mr. Bond has submitted an application to Temple University, and will submit one to Community College. I have talked with some people at Community and he can be admitted there, they will see to it. He is a Veteran, so he can use his V.A. benefits.

Based on my knowledge of Mr. Bond and as a result of letters and visits it is my feelings that Mr. Bond has made sufficient progress to warrant Parole. If there is any way that you can intercede and help with his release it would be greatly appreciated.

ANTHONY J. TURNER
Director
North Phila. Center

AT, cc

PBPP 38 (10-67)

COMMONWEALTH OF PENNSYLVANIA
BOARD OF PROBATION AND PAROLE

ARRIVAL NOTICE

12/3/73

(Date)

Gentlemen:

I arrived at my destination and reported to Miss J. Fassett
(Name of Advisor)

on 11/30/73, 19 , at 1:00
(Date) (Hour) A.M. P.M.

My place of residence will be 4919 Hoopes Street
(Number and Street)

Philadelphia, Pennsylvania
(Town or City) (State)

Jill Fassett

Jill Fassett

(Advisor's Signature)

Bennie Swans, Jr., Director,
West Branch Safe Streets

Respectfully,

Mr. Floyd Green

(To be signed by person paroled)

Parole No. 3958-II

the first nine months of 1973 saw a reduction in one area, robbery. The homicide rate for juveniles and gang related deaths reached an all time high in 1973 (45). At the writing of this report, there have been approximately four gang-related homicides for 1974. There was a rise last year, generally, in all other categories of juvenile crimes.

Safe Streets has provided training for twenty-two youth with the cooperation of O. I. C. Some youths have received jobs and tutorial services from Safe Streets. Youth have received other services through Safe Streets, but no significant impact has been made upon the problem as outlined in the subgrant application.

4.4 Clear Indication of Success or Failure

The results clearly indicate failure when compared to the goals and objectives stated in the grant application. However, we regard the statements in the application as extremely ambitious, in fact, overly ambitious. And we regard the problems the program had to deal with as almost defying remedies, at least on a short-term basis.

The thing which the results do indicate clearly is that the approaches used by Safe Streets are very much in need of change, but this observation has been made in previous evaluations, with little impact. Why this is so is an aspect beyond the scope of this evaluation.

4.5 Results/Cost

The question, "Do the results justify the cost?" is impossible to answer. If one looks only at what Safe Streets has done, in relationship

to what they said they were going to do, one may come to the conclusion that results did not justify cost. If one were to look at the services Safe Streets is providing independent of the subgrant application, a different decision may very well be reached. If, through intervention of possible hostile activities between two or more gangs, one or more lives have been saved, what kind of price tag should be placed on that? If one or two youth have received direction from the staff enabling them to see the dangers involved in gang activity, what price tag can be placed there?

4.6 Summary of Safe Streets Related Youth Interviews

Only six out of the seventy-six useable interviews, or 8%, had ever used a Safe Streets Center. Those gangs who were mentioned as using the Centers were: 24th and Rednor, Cedar Ave., Demarccos, and the Valley. Two of those who had been to a center didn't know which gangs used the centers.

Two respondents mentioned that they participated in a training through the program, one received a job, one mentioned "just sports" and two mentioned that they hadn't received any services or referrals from the program. The youth who had gotten the job was a full-time cook. Others mentioned that the jobs offered were often menial jobs, with low pay and located too far away.

Five of the six youth had favorable feelings towards the center, (one did not respond), and four of them had positive feelings toward the workers. One respondent, however, reported that the staff were in the office talking

and that he had no contact with them when he was in the center. Four of the six used the center daily and the other two occasionally.

Suggestions for increasing the use of the Centers covered the need for: more publicity, more interesting programs, additional recreation, and more jobs. One youth, however, mentioned that the increase in gang killings made it nearly impossible to increase the use of a center.

Half of those who had participated in the program reported that they felt the community liked the program. Two thought that people didn't know about the program, and one felt that the community felt that the center was only a place for the gang to hang out.

V. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The program that is described in the subgrant application is basically a paper program and very much different from the actual program in operation. There are significant differences in the majority of programmatic components, with non-functional and some non-existent components. Only three to four components can be considered as working ones.

Program goals and objectives were poorly conceived. The expectations of the planners were, indeed, grandiose. With a more realistic consideration of the problems, overly grand expectations might not have been included in the application. If properly planned, concerns which appeared in past evaluations would not be reappearing in this evaluation of the program's fifth year of operation.

The operation of the program is not good. Outside of the job development component, records are sparsely and poorly kept. The tutorial program, one of the better components, has very little useable materials for its students. Several components that are supposed to service youth in conflict are working with much younger children. Suggestions and recommendations have not been implemented.

In looking at the program, one should keep in mind that the problem the program addresses is very difficult and complex. There are few,

if any, simple causes and solutions to juvenile gang violence applicable to the Philadelphia area. Also, to be kept in mind are the games and politics agencies play with one another. This is not to exclude the games community people and groups play with agencies. These factors have consistently intruded upon the ability of Safe Streets to achieve its objectives -- the overly-optimistic and the practical. In looking at the program, one should remember that at the Center level the majority of the staff are "grass roots people" having little, if any, professional training. They have and are making a contribution, and their efforts should not be denied. But, many gang focused programs require professional and/or better trained personnel.

The only components that we found to be working with some degree of organization, and results, had trained staff to supervise activities, i. e., tutorial and employment; or were delivered by a structured outside organization, i. e., vocational training by O. I. A.

Evaluations have not had much impact upon the Safe Street program. We must conclude that either these evaluations, and perhaps our own, were faulty, and in error with respect to observations, findings, conclusions and recommendations; or that the Safe Streets program concept cannot be changed; or that other factors intrude. In short, the program has not responded to evaluations. Whether it can, or should, is not for us to say. The following section contains recommendations regarding what should, in our opinion, be changed.

5.2.1 Recommendations

If the Safe Streets program is to be refunded, we recommend the following:

...An alternative to the present structure could be a decentralized program allowing the West and North Philadelphia Centers to operate as semi-autonomous units. But, only with strong, adequately trained (in management) directors. Each Center should develop program and component responses tailored to the resources, problems and needs in its own defined service area. This could free the overall administrators of the program to perform other needed tasks.

...Mandate the implementation of the detached program first proposed in November, 1973, so as to meet the particular issues, needs and resources in the various sub-areas within North and West Philadelphia.

...Deflate the overly ambitious program planning as proposed last year and develop more effective programs for gang youth such as those related to job development and training.

...Reconcile the fact that the Safe Streets Center approach cannot cater to all gangs, nor can it deal with some of the problems of the most violent gangs. Centers have certain things to offer youth. Safe Streets Centers can, perhaps, be best used to serve the younger, less "damaged" gang members and non-gang member youth.

... Concentrate more energy and resources on fewer components, for example, school program, vocational training, which have better track-records of working.

... Make the centers more community oriented facilities. Encourage other interested groups to use the facility so that their resources and concerns can be used to augment Safe Streets personnel in working with the youth.

... We seriously question the behavior modification orientation. It has not worked, as planned, and few workers in the program really understand it or can deal with it.

... Better define in each component the respective ages to be served by that component. But, maintain enough flexibility so that these target groups can be redefined by actual operating experiences.

... Introduce more individualistic sports into the recreation program. When coupled with a better team sports program, the youth will have several avenues for learning and discharging tensions.

... Obtain technical assistance to develop and stress the importance of good record keeping, particularly at the center level where most youth contacts are made.

... Cooperation between Safe Streets and Youth Conservation must be re-examined. It is needed but cannot be achieved through written promises.

... Devote more funds to supplies and materials which are crucial to the operation of the tutorial program. Do not rely as much on donations.

... Re-examine the hours the centers are open to better respond to the youths' desires, e. g., open on Sunday.

... If the program's structure remains unchanged, employ an assistant executive director to take on more responsibilities in program operation and strengthen the interaction between the central office and the neighborhood centers.

... More staff be hired; possible elimination of some part-time personnel in order to hire full-time, professionally trained personnel in addition to the para-professional at the center level.

Evaluators Note:

It is of concern to our staff that the results of previous evaluations do not seem to be apparent in the present program. Why this is so is beyond the scope of this evaluation, but it is an appropriate concern of those who have allocated the funds for the program.

LISTING OF JOB OPENINGS USED BY SAFE
STREETS JOB PLACEMENT, REFERRAL COMPONENT

Job Description	Aug	Sept.	Oct.	Nov.	Dec.	Total
Sales Clerks	20	11	31	27	6	95
Stock clerks	14	11	22	31	2	80
Semi-skilled train trainees	12	12	25	16	6	71
Clerical duties	6	10	31	9	8	64
Laborers	7	4	26	19	5	61
Restaurant workers	2	6	11	31	6	56
Custodial	11	9	12	7	5	44
Semi-professionals teller, management trainees	2	1	9	6	2	20
Social service	4	1	6	3	5	19
Truck drivers	1	0	5	2	1	9
Domestic help	0	0	4	0	0	4
TOTALS	79	55	182	151	46	523

APPENDICES A - O

	TYPE OF FIRM					
Private business	29	14	54	39	11	147
Stores	11	29	35	13	11	99
Food Corporations	16	13	17	39	6	91
Social Services	8	6	32	23	5	74
Industry	7	6	15	5	4	37
Schools	5	3	3	5	8	24
City-State	0	0	14	6	0	20
Banks	3	0	6	6	0	15
Hospitals	3	1	7	2	2	15
TOTALS	82	72	183	138	47	522

II. NUMBERS OF YOUTH COUNSELLED
AND PLACED

	August	Sept.	Oct.	Nov.	Total
Interviewed	67	74	91	78	310
Referred	69	74	92	77	312
Hired-training	25	12	30	20	87*
Counselled	67	69	90	72	298

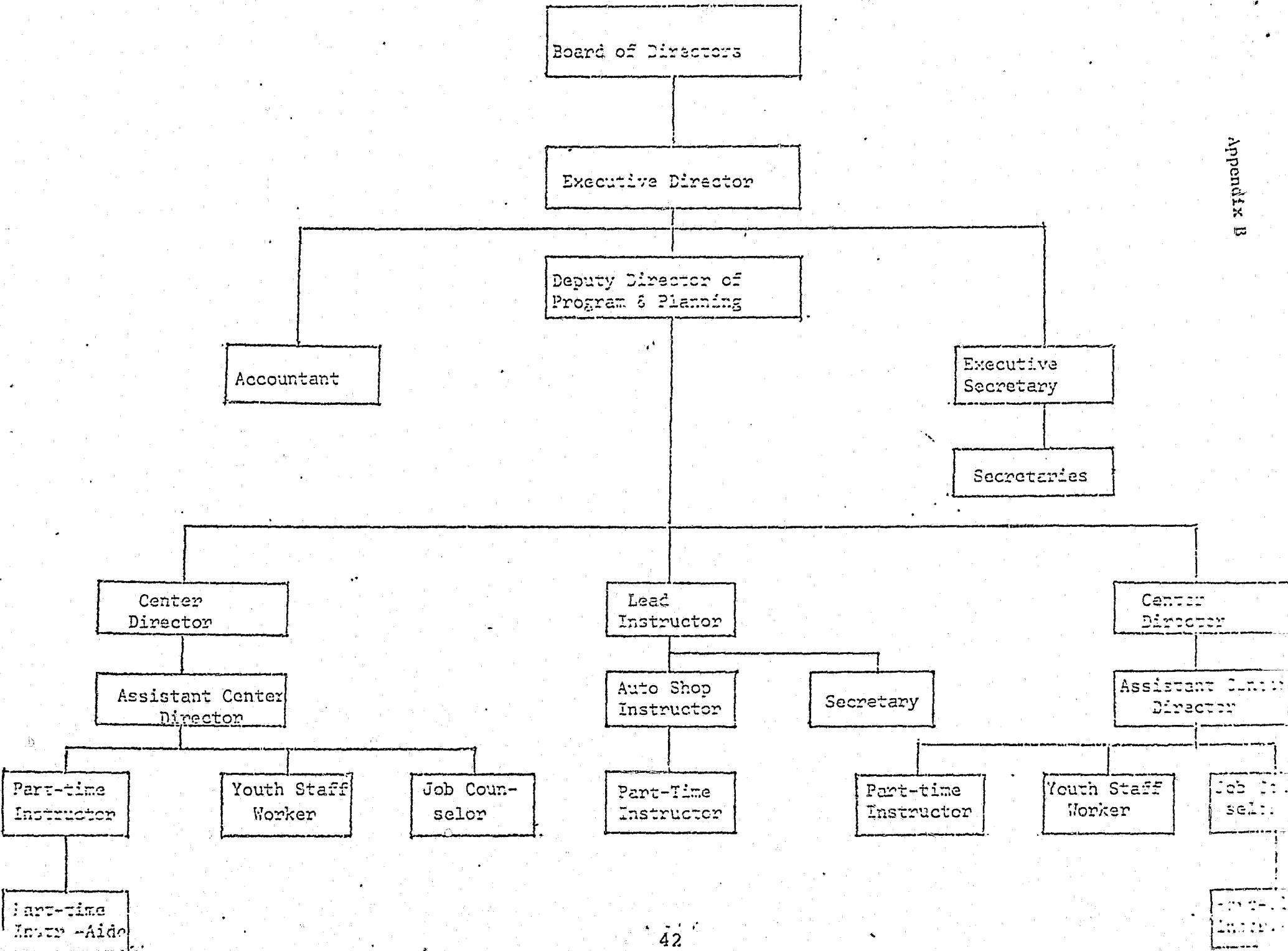
* 65 hired

22 trained

SAFE STREETS, INC. ORGANIZATION STRUCTURE

EXHIBIT

Appendix B



POLICE STATISTICS ON RELATED YOUTH
OFFENSESJuvenile Offenses

During the third quarter of 1973, 6,293 offenses were attributed to juveniles compared to 6,936 offenses attributed to juveniles during the third quarter of 1972.

Of this total, 3,956 were major crimes compared to 4,241 reported during the same quarter last year.

Minor crimes attributed to juveniles during the third quarter of 1973 were 2,337 compared to 2,695 attributed to juveniles during the same quarter last year.

Of the 6,293 juvenile offenses reported during the third quarter of 1973, 5,882 were attributed to boys and 411 to girls.

Juvenile Arrests

During the third quarter of 1973, 3,927 juveniles were arrested by the department, compared to 3,421 arrested during the third quarter of 1972.

Of this total, 2,341 were arrested for major crimes compared to 2,030 arrested during the same quarter last year. Of the 2,341 juveniles arrested for major crimes during this quarter, 2,136 were boys and 205 were girls.

The following number of juveniles were arrested for each of the major crimes during the third quarter of 1973, and third quarter of 1972.

Category	3rd Quarter 1973	3rd Quarter 1972	Numeric Change
Homicide	35	23	+ 12
Manslaughter	2	1	+ 1
Rape	46	46	No change
Robbery	336	396	-60
Aggravated Assault	201	180	+21
Burglary	637	567	+70
Larceny	685	522	+163
Auto Theft	399	295	+104
TOTAL	2,341	2,030	+311

Police Statistics on Related Youth Offenses Cont.

The remaining 1,586 juveniles were arrested for minor crimes compared to 1,391 arrested for minor crimes during the same quarter last year. Of the 1,586 juveniles arrested for minor crimes this quarter, 1,322 were boys and 264 were girls.

The following number of juveniles were arrested for each of the major crimes during the first nine (9) months of 1973 and 1972:

Category	1973	1972	Numeric Change
Homicide	65	84	- 19
Manslaughter	3	2	+ 1
Rape	164	145	+ 19
Robbery	1,087	1,142	- 55
Aggravated Assault	594	546	+ 48
Burglary	1,715	1,625	+ 90
Larceny	1,581	1,419	+ 162
Auto Theft	224	803	+ 191
TOTAL	6,203	5,766	+ 437

The remaining 4,237 juveniles were arrested for minor crimes compared to 4,717 arrested during the first nine (9) months of 1972 for minor crimes. Of the 4,237 juveniles arrested for minor crimes during the first nine (9) months of 1973, 3,444 were boys and 793 were girls.

REASONS GIVEN BY YOUTH FOR GANG PARTICIPATION

Friendship and Social Reasons	43 % (N=45)
Protection	27 % (N=29)
Gaining A "Rep"	8.5 % (N=9)
Forced to/no choice	7.5 % (N=8)
Other	4 % (N=4)
No reason	10 % (N=11)
	<hr/>
TOTAL	100% (N=106)

Note: Some respondents listed more than one reason, while only 62 of the 76 surveyed gave answers to this question

ARREST RECORD OF YOUTH INTERVIEWED

No arrest record	48
Arrested but no details given	12
Gang Warring	11
Theft (shoplifting, burglary & robbery)	10
Truancy or breaking curfew	6
Homocide	4
Weapons	3
Hustling drugs	1

Note: Several youth had been arrested more than once.

APPENDIX F

REASONS GIVEN BY YOUTH FOR CAUSE
OF GANG RELATED VIOLENCE

	<u>No.</u>	<u>Percentages</u>
No reason	56	25
Turf Invaded	30	13
Pay back/general dislike	51	23
Messing with girls (boys)	25	11
Gain a "rep", look big	29	13
Alcohol/drugs	6	2
Too much time, bored, apathy	19	8
Gain favors	2	1
Police agitation	3	1
Environment (lack of jobs, poverty parental neglect)	7	3
TOTAL	228	100

(N=228) The youth were asked to give three causes of gang violence, thus there were 3 X 76 responses, or 228.

INVOLVEMENT IN INCIDENTS BY GANGS
(From Police Incident Rpts.)

July - December, 1973

Gangs	
Tenderlion	6
24th & Redner	6
Demarccos	5
Lodge	5
11th & Indiana	1
29th & Diamond	12
IT's Gang	12
Diplomats	3
Empire	5
12th & Poplar	12
Marroccos	3
4th & Hooper	1
Zulu Nation	3
50th & Woodland	4
21st & Montgomery	3
25th & Allegheny	1

28th & Oxford	5
Brickyard	3
Haines	11
Osage Avenue	3
Valley - 28th & Montgomery	8
23rd & Springgarden	12

AGE BREAKDOWN OF YOUTH SURVEYED

AGE	N	%
13	1	1.3
14	1	1.3
15	8	10.5
16	16	21.1
17	22	28.9
18	16	21.1
19	4	5.3
20	4	5.3
21	0	-
22	3	3.9
24	0	-
25	1	1.3
TOTAL	76	100.0

Mean age - 17.2 years

Modal age - 17 years

Most frequent ages 16-18 years
(71.1% of sample)

Sample of Gang Related Youth (N=76)

FUTURE PLANS OF GANG MEMBERS

Response	N	% Total Responses
1. Get Job	21	22.6
2. Continue or Finish education (H.S., Tech. School or college)	18	19.4
3. Achieve wealth, material success	5	5.4
4. Live comfortable life	5	5.4
5. Military service	3	3.2
6. Specific occupations	9	9.7
Athlete (1)		
Business (1)		
Fashion Designer (2)		
Musician (1)		
Tailor (1)		
Truck Driver (2)		
7. Marriage, family "Normal life"	5	5.4
8. Other	5	5.4
9. No Plans for future	12	12.9
10. No Answer	10	10.8
TOTALS	93	100.2 ⁺

Percent of Respondents No Answer 13.2 (N=76)

Percent of Respondents No plans for future 15.8 (N=76)

Percent of Respondents with plans for future 71.1 (N=76)

+ Rounding error

Sample of Gang Related Youth (N=76)

GANG WORKER SERVICES DESIRED BY GANG MEMBER

Response	N	% Total Responses (N=76)
1. Talk more with gang members about drugs, school, violence, etc.	10	13.2
2. Arrange Athletic teams, social activities, etc.	9	11.8
3. Spend more time with and for the gang	7	9.2
4. Find jobs and make job referrals	11	14.5
5. Conduct college counseling & orientations (trips)	3	3.9
6. Other (leave gangs alone, work with younger boys, act as go between, no changes needed)	11	14.5
7. No Answer	25	32.9
	<u>76</u>	<u>100.0</u>

Sample of Gang Related Youth (N=76)

YOUTH RESPONSES FOR STOPPING GANG VIOLENCE

Responses	N	% TOTAL Sample (N=76)	% TOTAL Responses N=84)
1. Provide jobs	16	21.1	19.0
2. Provide more and better programs/ workers	10	13.2	11.9
3. Can't be stopped	7	9.2	8.3
4. Provide more activities (centers, dances, entertainment clubs, etc.)	7	9.2	8.3
5. Have gangs negotiate	5	6.6	6.0
6. Provide more recreational facilities	4	5.3	4.8
7. By workers talking with youth	4	5.3	4.8
8. Other (includes suggestions for education, reducing leisure, increased community & parental participation, etc.)	15	19.7	17.9
9. Don't know	6	7.9	7.1
10. No Answer	<u>10</u>	<u>13.2</u>	<u>11.7</u>
TOTALS	84	110.70 ⁺	100.0

+ Sum greater than 100 indicates multiple responses by many respondents

Sample of Gang Related youth (N=76).

DISTRIBUTION OF SAMPLE* BY GANG

GANG	NUMBER IN SAMPLE*
1. Camac & Diamond St.	2
2. Demarcos (Zist & Turner)	5
3. Haines Street	2
4. The Hill	4
5. June Street	2
6. Lox & Fairmount	4
7. Morroccos	6
8. Valley	5
9. The Village	1
10. York Street	1
11. Zulu	1
12. 12th & Oxford	3
13. 15th & Seybert	1
14. 15th & Venango	6
15. 19th & Harlan	1
16. 21st & Montgomery	2
17. 21st & Norris	7
18. 21st & Venango	1
19. 21st & Westmoreland	1
20. 23rd & Atlantic	1

21. 24th & Berks	1
22. 24th & Redner	1
23. 27th (28th) & Montgomery	3
24. 29th & Diamond	2
25. 30th & Norris	5
26. Mongo Nation	2
27. Upper Lex	3
28. None or no answer	<u>3</u>
TOTAL N=	76

Sample of Gang Related Youth (N=76)

Appendix M

YOUTH WORKER INTERVIEW GUIDE

1. Worker's Name _____ Supervisor's Name _____
2. Address _____
3. Age _____ Sex _____ Race _____
4. Highest grade completed? _____
5. How long have you been employed as a worker _____
6. What groups are you specifically working with and how long? _____

7. Approximately how many people are in your group? _____
8. What is the general age range for your group? From _____ To _____

Appendix M (Continued)

IN DEPTH QUESTIONS FOR WORKERS

1. What is your usual schedule? What do you do and how do you contact the gang members?
2. Causes of gang violence?
3. What is the age of your gang?
4. What agencies cooperate with your program and which ones are difficult to work with?
5. How does your agency help you get your job done?
6. What does the worker hope to accomplish?
7. What changes have there been in the activity of the gang you work with?
8. What is your approach to your work? What is your method?
9. What is your feeling about the training sessions? What programs are going on in your center?

COMMUNITY GANG CONTROL QUESTIONNAIRE

Address (Block) _____

1. Do you know of any programs in your area that deals with gangs? Yes ___ No ___

What are their names?

(If not mentioned, ask about city and Safe Streets programs and what is known about them).

2. What has the program done for any of the neighborhood kids?

3. Do you feel that the services can be received easily?

4. What do you feel that the program is really doing?

5. How would you like the program to be changed?

6. Do you feel that the presence of this program has decreased gang violence? How?

7. Do you feel this program should be continued?

8. What do you feel is really needed to reduce gang violence?

9. What organizations do you belong to?

10. Have you, as a community person, had any contact with any of the workers from the city gang program or the Safe Streets program?

INTERVIEW GUIDE FOR YOUTH

1. Sex _____ 2. Age _____ 3. Race _____
4. What gang do you belong to? _____
5. What is the name of the youth worker who works with your gang? _____

6. What types of services does this worker offer your gang? _____

7. Have you ever been helped or referred by the worker? Yes _____ No _____
(a) If yes, how many times? _____
(b) What type of help or referral? _____
8. About how frequently does the youth worker meet with your gang? _____

9. Since the gang worker has been assigned to your group, has the number of violent acts _____ decreased _____ remained the same _____ increased?
10. What specifically does the youth worker do when he meets with your group? _____

11. What would you like the youth worker to do that he is not doing now? _____

12. What would you like the worker to stop doing that he is doing now? _____

13. What is your general attitude about the youth worker? _____

14. Are you involved with the program at a Safe Streets Center? Yes _____ No _____
If so, for how long? _____
15. How often do you go to the center? _____ How much time do you spend there? _____
16. What services do you know that you can get from the Safe Streets Program? _____

(a) What can it do for you? _____
17. What services or referrals have you received from the program? _____

18. Do you feel that enough recreation is provided for you and your friends? _____

19. How did you find out about the Safe Streets Program? _____

20. How do you feel about the Center? _____

21. What do you think could be done to get more youth to use the Center? _____

22. What groups use the Safe Streets Center? _____

23. What are your feelings toward the staff at the Center? _____

24. Would you prefer any particular type of staff at the Center (ex. female, young workers, people from the neighborhood)? _____

25. How do you think the people in your neighborhood feel about the Safe Streets Program? _____

26. Do you belong to any type of social organization (ex. social club, fraternity or sorority, etc.)? Yes _____ No _____. If yes, what is the group and about how many members does it have? _____

27. What places can you go to for recreation? _____

28. Do you have a job? _____ Is it full time or part time _____
What type of work? _____

29. Have you ever been arrested? Yes _____ No _____. If yes, for what? _____
_____. What was the outcome? _____

30. What is your reason for belonging to a gang? _____

31. What does the gang do for you? _____

32. What do you think are the first three causes of gang violence in your gang?
1. _____ 2. _____ 3. _____

33. Do you feel you have to defend your turf? _____ Why? _____

34. What do you feel is needed to stop gang violence? _____

35. What are your future plans? _____

END