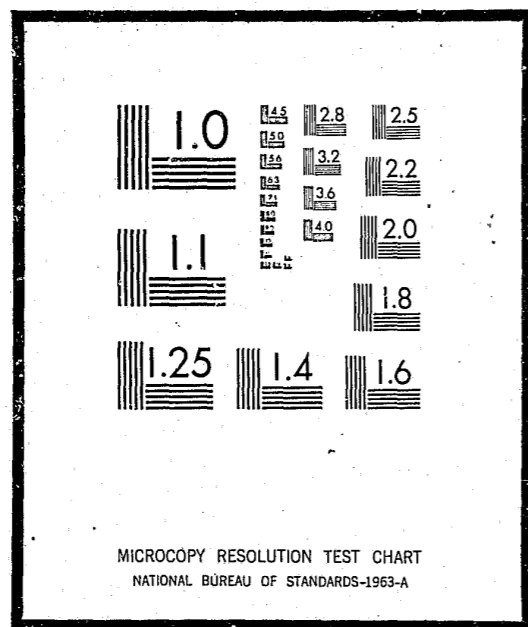


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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed 11/5/75

*Philadelphia -*

YOUTH IN CONFLICT  
COOPERATIVE SERVICE PROJECT  
(SAFE STREETS, Inc.)

#PH-74-C-B1-5-248

SIX MONTHS EVALUATION REPORT,  
JULY - DECEMBER, 1974

December 31, 1974

MAJOR EVALUATIONS UNDERWAY OR COMPLETED IN YOUR SPA

*Men Low*

Project or Program being Evaluated:

Grant Title: Youth In Conflict Co-operation <sup>Service</sup> PH-248-74C  
(include grant number)

Grantee: Philadelphia District Attorney's Office

Brief Description: To develop among gang members a sense of social responsibility and self-esteem obviating criminal and anti-social behavior. To date, the project has successfully relied on attitudinal training, recreation, education activities, job counseling. Now it seeks to additionally provide a special kind of attention, i.e., individualized packets which will hopefully have an impact on the life chances of various individuals.

Scheduled date of final Evaluation Report: Dec. 31, 1974

Person to contact concerning the Evaluation:

Christine A. Fossett, Chief, Evaluation & Monitoring Unit  
(name)  
Governor's Justice Commission, Department of Justice  
(address)  
Box 1167, Harrisburg, PA., 17120  
717-787-1422  
(telephone)

If completed, is Evaluation Report on file with NCJRS? yes  no

Please mail completed form to:

Keith Miles  
Office of Evaluation  
LEAA-NILECJ  
Department of Justice  
Washington, D.C. 20530

Evaluator's Note:

As the evaluators of the program(s) under consideration, we feel that some preliminary comments are in order to place the evaluation in perspective, as we see it.

1. We have presented an evaluation which provides the best information available to us under some severe constraints, particularly time. Although one of our staff members continued to work with the program(s) from July 1, 1974, we did not receive the official designation as evaluators until September and October. This did not allow us to utilize our full staffing pattern until later in the evaluation period. We then utilized our staff to obtain the information we felt most necessary for the evaluation procedure. No evaluator can uncover every source of possible data and/or attitudes or opinions about the program; when there are substantial time delays the problem becomes even more exacerbated.

2. The focus of the evaluation, in light of the six month funding decision, was to assess the movement of the programs toward the improvement of the situation detailed in our evaluation report for 1973-74. It was to assess also the coordination of the program(s) with an umbrella agency, the Youth Services Commission. These program activities were to be supplemented by a variety of assistance to the programs. We, as evaluators, have found that the only base we could use for the evaluation were the project proposal, the efforts of the programs to coordinate since no overall plan was mandated, and the efforts of the projects to improve themselves, lacking the called for measures of assistance. This evaluation, consequently, has focussed upon

the movement of the projects to remedy the situations found last year and the outcomes of these efforts. This six months extension and the evaluation does not attempt to be a reflection of the final results of the efforts at remediation. Only further time in operation could provide a more definitive test of the program's complete efficiency and effectiveness.

## INTRODUCTION

This project was funded for six months and the present action of the Philadelphia Regional Planning Council is to discontinue funds as of December 31, 1974. Our original discussions for reporting with the Governor's Justice Commission have been completely changed by events.

We wrote a brief Progress Report in early November. We then said that we would file an Interim Report with detailed information by the end of December. Since then we have been asked for a report that will provide as much specific detail as possible and a summary.

We will attempt to satisfy the needs of the Governor's Justice Commission for information, we are providing the summary, and we shall build this around the interim report outline. Appendices are attached which contain tables of various programmatic aspects as shown by the Safe Streets records and the results of interviews conducted with Safe Streets Staff.

Dr. Eugene Royster, Director,  
Prof. James Syphers, Technical Director,  
Prof. Harold Nichols, Researcher,  
Prof. Travis Johnson, Researcher,  
Ms. Doreen Epps, Student Researcher,  
Ms. Dorothy Hagy, Secretary

A. Evaluation Progress

1. Evaluation Activities.

In July, 1974, the Lincoln University evaluation team reviewed the Safe Streets revised application and provided feedback on how it met the recommendations of the previous evaluation. During the fall, we received their application for continued funding for January-June, 1975.

We reviewed the in-service staff training plans for the fall in terms of how they met the needs specified by the staff and the recommendations of the previous evaluation. The record-keeping system was reviewed and feedback was given to the agency on its structure and how it met the recommendations for an improved system. In conjunction with both the record-keeping and in-service training, training was provided to the whole staff on record-keeping as a part of the in-service effort.

We have received records for July through September for the West Center, July through October for the North Center, and July through October for the Job Development Department. We have met with the Center staff, the administration, and program components to discuss the specifics of record-keeping.

We have interviewed all of the Safe Streets' staff, attended a agency-wide staff meeting, observed centers and component programs, talked with some of the youth involved and spoken with some community people. We have met with, and kept in regular contact with, the administration of the program.

We have met with the Governor's Justice Commission staff and Regional Director. We have been involved in many discussions about gang control

programs for Philadelphia in what has been a difficult time for all parties involved.

2. Data Collection Progress and Problems.

Safe Streets records are kept in three parts: Job Development-Vocational records, and records for each of the two centers, North and West. By keeping records in this form, anyone can easily see what was done and where. This has been a substantial improvement over the generalized reports of the past, which could not be traced to specific parts of the overall program.

The records have been relatively easily available. There have been only two fairly minor problems around availability; one has had to do with scheduling and the other has had to do with the administration's feeling that all records should be typed before any copies leave the agency. From time to time records were not ready when expected, but in general they have been timely.<sup>1</sup>

The agency itself had good success in keeping and collecting records from two of the three constituent parts, namely, Job Development and the North center. However, there were data keeping problems in the West center that show in the data that was collected (see appendices) and in what was not collected. These problems were centered in the fact that there was a change in Directors for the West center during this time. It is the Center Director who is responsible for the keeping of records. The outgoing Center Director clearly kept a different kind of record and his replacement was following the same pattern. Some of the problem is obviously in a lack of certain activities and direction during a period of changing leadership and some is

<sup>1</sup> Given the staffing patterns, the notion of typing of all records may be a luxury that is somewhat inconvenient. We would have taken photocopies of the handwritten originals.

from a lack of awareness of what would have made for better record-keeping.

After the in-service sessions on record-keeping, and an analysis of the first three month's records, we met with the administration and then with the Director of the West Center to discuss specific ways to bring those records up to the good standard of the rest of the agencies records. With the turn of events that brought about the recommendation to close the project down at the end of the year and the end of this six months funding, we have not been able to see many results from our efforts to improve the record-keeping in the West Center.

The data kept by the agency are relevant to the programmatic operations as funded by their contract. Except for the possible typing of all records, its collection is economical and fairly efficient.

The interviewing of the staff and the observation of the program have been our main source of data, against which we have been able to check both what is in records and what others say about the program. We have spent most of our time under this evaluation contract in this effort. It has given us an up to date feel for what was going on in the program and forms the basis of our evaluation<sup>2</sup>.

### 3. Implementing the Evaluation Plan.

#### a. Level of Violent Gang Activity.

As was mentioned under data collection, completed information from crime statistics are only available for last summer, July-September. There

<sup>2</sup> There is one other source of data that we have decided not to make much use of in this report, namely, the crime statistics kept by the Philadelphia Police Department. Figures for the 4th quarter, October-December, are obviously not available at this writing. Figures for the 3rd quarter, July-September, were just recently released.

is one obvious fact that all readers of Philadelphia papers should know, namely, that the level of gang related deaths was down last summer. Overall this six months, July-December, has been a good period with relatively less gang violence than was occurring a year ago.

It has been our feeling that three months is not an adequate base for making evaluative comments. In addition, it would take a breakdown of a whole array of related pieces of information to try and find the cause for the drop in gang related deaths--an effort which would take a major investment of time and resources, and one which we were not able to make while we also observed the program, interviewed the staff, met with the agency and with others.

#### b. Project Identification of Target Groups.

Information on where youth come from who were in vocational and job programs was much easier to get this year. Information on which gangs Safe Streets worked with was also easily accessible from two sources, Center records and the statement on coordination between Safe Streets and Youth Conservation Services. This latter document was drawn up during the summer and we received a copy of it in September.

#### c. Services Provided to Youth.

This information was readily accessible and available from agency records.

#### d. Behavior and Attitude Change Among Participants.

This aspect was easier to assess this year because the most measureable component related to it, the attitudinal training or pre-vocational program, was held in the main office of Safe Streets rather than at OIC. Other programmatic impacts on attitude are still very hard to assess and really get

down to the behaviors over time of participants and no longitudinal studies have been done of the effect of this program or of any other Philadelphia gang control program over time to see what the actual effects have been in the lives of specific youth. An occasional case study is done, but occasional illustrations do not provide any points without a back up study.

e. In-Service Training and Staff Development.

We helped to clarify the plans, participated in some sessions and have observed both the training and some of its results. With the encouragement of the Governor's Justice Commission and the cooperation of Safe Streets, we have gotten the information on staffing and related budget matters. We have kept an eye on developments as they affected staff development and staffing.

f. Links with Other Programs.

We have focused here on two points which have been crucial for this program as we saw it, both in terms of their effectiveness in making progress toward satisfying our recommendations last year and because they were stipulations laid down by the refunding process. The first was the matter of cooperation and coordination with Youth Conservation Services (YCS) and the second was the matter of fitting into an overall comprehensive plan that was to have been developed for Philadelphia.

The Philadelphia Regional Planning Council required that coordination with YCS to be effected by September. We had the full cooperation of both Safe Streets and YCS in gaining information on this.

The Governor's Justice Commission in Harrisburg required that Safe Streets

and some other LEAA funded projects in Philadelphia fit into a comprehensive plan by the time the question of funding for January-June, 1975 was to come back to them. With this aspect we had some difficulty, both in getting information and some additional difficulty with the usefulness of the information as a basis for evaluating this program or any program. It seems appropriate to comment here on those difficulties.

To begin with, we were appointed to serve on one of two committees appointed by the Juvenile Task Force of the Philadelphia Regional Planning Council. These committees were the Modifications and Comprehensive Plan committees. We waited for meeting notices and began inquiring only to find that the committees had not met and were not meeting. The agencies, Safe Streets and YCS, went ahead and worked on their own on modifications and coordination, and the comprehensive plan was left to the Youth Services Commission.

We sought to find out the status of the comprehensive plan. As of our of the Progress Report in November, there was no plan and no plan for a plan that we could find. We recommended that the Governor's Justice Commission set up a timetable and plan for developing the comprehensive plan with all involved parties being aware of the timetable.

Since that time, at the second November meeting of the Regional Planning Council, we heard the Youth Services Commission Director and Chairman both ask for more time to develop the plan. Thus throughout this whole six months period there has been no plan that could be used as a basis for evaluating this program. As a consequence, we have been left in the position of

evaluating the program on the basis of its observed cooperation with other agencies on the basis of the statement of cooperation with YSC. As much as some other basis may have been desired, no other basis for evaluating program linkage and cooperation has been developed.

We agree that the responsibility for this plan belongs in a city-wide vehicle like the Youth Services Commission. But, in our judgement Safe Streets should not be faulted for the absence of a plan. Safe Streets awaited the plan they have been as much in the dark about the absence as anyone else. Safe Streets did attempt to develop cooperation and coordination with YSC, a program also delivering services. While a program can and should be held accountable for cooperation with other related programs, it is our belief that the program can not be held accountable for making the plan for the designated umbrella coordinating agency. Nor do we believe that the program should be held accountable for a plan which is desired by the funding agency but which is not made contractually binding on the various programs involved.

#### 4. Evaluation Benefits to the Project.

The presence of an evaluator, given the past evaluations, has helped Safe Streets to begin to face up to their problems of image and operation. There has been this six months a sense that things were going to get straightened out and that, while some things may have been wrong, everything was not wrong and they would show the evaluators and the funding source that many things were right. In short, our presence has been a spur toward needed changes.

Our technical assistance, given as feedback on agency operations, has

helped the agency, not only in our view, but we believe, in the agencies' own view. We have already mentioned our assistance on the proposal itself, on record-keeping, and on the in-service training program. The most important outgrowth of our feedback on their proposal has been in limiting the scope of their plans, in making both fewer and more specific programmatic emphases. The recording and the volume of the activities has increased. The actual recorded activities have increased through the systematic use of good record-keeping, and the volume of participants and frequency of activities both seem higher than from previous agency reports (reports which we could not substantiate because of an absence of good records).

The presence of past evaluations and strong action by the funding source has brought about both a coordination plan between Safe Streets and YCS and an actual implementation of that plan, resulting in the development of a working relationship between the two agencies both administratively and in the field. The benefits of such cooperation are obvious for the community, but we want to highlight here the benefits for Safe Streets.

We had said in last year's evaluation that Safe Streets tried to do too much for too many. The coordination plan assigned primary responsibility for specific gang work listing certain gangs for Safe Streets and certain gangs for YCS. This has centered the focus onto specific gangs and narrows program components to help develop a specific and more manageable job for Safe Streets workers. We feel that this did affect their attitudes, their morale, and their general functioning level in a positive way.

Not only was the job more specific, when there was trouble anyone could call for help from everyone else. The inter-agency conference and the

crisis team approach has brought street workers to where they seem to feel a little less alone and a bit more on top of what is going on. Some of this is intangible and some shows in the responses of the staff in our interviewing.

One of the resulting aspects of these changes has been increased staff morale. Many things have contributed to this, but the new elements that have improved morale, even in the face of the possible cut off of money, seem to have been clearer record-keeping, better communication within the agency, and good in-service training sessions.

#### B. Project Progress

##### 1. Project Activities

The project was officially not funded beyond June 30, 1974, since the Governor's Justice Commission did not meet to consider continued funding until after that date. Thus after the decision for a six months funding period, with a required reduction in their budget (approximately 24%), Safe Streets began, to address their staffing picture. Prior to the six months funding decision, staff members had been given a conditional notice so that they were eligible for unemployment if the project was not refunded. Some of the staff signed up for unemployment; other temporized and went on with the program.

Safe Streets increased their staff through persons in the WIN program. LEAA funded staff position in the Centers, covered the long standing workers, those with the supervisory positions. The pre-vocational training program was taken over directly rather than sub-contracted to OIC.

Recreational and summer sports league activities were operated. The executive director and some center staff worked with YCS and the City of Philadelphia Managing Director's Office to work out and put into operation a plan for cooperation and coordination.

The in-service training program was established and implemented. An acting director for the West Center was appointed after the resignation of the director. Relatively normal operations of the centers continued during the fall.

Following the Philadelphia Regional Planning Council's recommendation for ending funding, Safe Streets began closing down operations in a phased plan in early December. Because final action would not be taken until January, 1975 by the Governor's Justice Commission in Harrisburg, and since funds run out on December 31, 1974, with the real possibility of discontinued funding, the agency began to close down so that leases and bills and books could be correctly closed.

Our only evaluation comment upon the process of closing down operations is that it seems to have been calculated, to have followed the most probable and the most fiscally sound option, and to have taken realistic eventualities into account. It takes time to properly close a program. In the absence of any plan or any program that is ready to follow, the exact closing date of any program aspect seems to be less important than to have things done with some order.

##### 2. Project Problems.

The major programmatic problem has been in the changeover of leadership in the West Center, along with the fact that only one para-professional returned to work at the West Center. These staffing factors have provided a noticeable difference between the output of the activities of the West Center as compared to North. Those differences may be seen from the data in the appendices.

Programmatic changes, staff reduction and changes, and administrative



concentration on straightening out administrative matters of coordination, evaluations, reporting, etc., have all contributed to a drift into poor relations with the West Philadelphia Safe Streets Advisory group. Citizens who were involved with the program and who had known the staff were less familiar with new staff, did not accept changes made because of program cut backs, and came to feel that they were not considered by the agency. Specifically, they voiced opposition to the stopping of the tutorial program and the use of the West Philadelphia facility. Finally there resulted in a real break in communications between the present program staff and the advisory group. Considerable time, energy, skill, some program changes and perhaps some personality changes might all be required to heal this breach in relations. Some or all of these elements might have prevented the break-down, but some of the grievances seemed to us to be beyond the reach of the agency, and others were, at least for a while, given a low priority.

The final project problem that we want to comment on briefly is about what we have seen happen as a result of a prolonged state of uncertainty. It has had a wearing and tiring effect on those in the program. A once a year panic is wearing enough, but three and six months deadlines provides even more pressure. One of our researchers commented that, "they seem to be trying to look good for the next evaluation rather than learning from the last ones." This is, of course, another way of saying that the staff has had crisis-survival psychology.

### 3. Project Results

The main program components were: (a) job development, counseling, and placement; (b) recreation and sports; (c) pre-vocational and vocational

training; (d) social service referrals, and (e) in-service training. We shall discuss results by components and then in (f) over-all terms.

#### a. Job Development.

Appendices 3,4,5 and 9 apply to this component. Job counseling (appendix 3) in the centers shows a fairly consistent program and high summer volume in North and an up and down volume in West. With the coming of fall the volume has lessened but the same steady pattern is seen in North. Where it was listed, we find a high proportion of those served being new clients to job counseling. As fall settled in, more of the clients were returnees who had been seen previously.

In North, the average number counseled per week was 37 during the summer and the average for September and October was 17.

Job placement (Appendix 4) from the centers shows a small number sent out to jobs on a weekly basis except for specific times when job and training programs are opened and groups are then sent. This picture indicates the low level of available jobs to send youth to and supports the picture indicated in job counseling which shows the majority of those counseled are referred to other agencies.

The overall job statistical report (Appendix 5) shows one hundred thirty of the two hundred eighty-four sent to jobs or training programs were placed. Of these forty-three who were sent were gang youth, with twenty-eight placed.

Referrals received from YCS (Appendix 9) show that a contact has been set up and youth in contact with YCS workers are also being referred to and in some cases placed in Safe Streets training programs.

The jobs and placement program at Safe Streets has another good record for the small size of its staff. Their access to youth has broadened. In addition to this increase in applicants, referrals are being received from the city-wide Individualized Services Program of YCS, funded by the State Welfare Department.

This increase and broadening of the base of applicants indicated that Safe Streets is looked to, to have jobs and training programs. The staff, have worked hard to develop more jobs for these youth. It has been difficult to develop jobs during this recession and many more job slots could be used, but they have continued to be effective here.

b. Recreation.

Appendices 1 and 2 apply to this component. Appendix 1 deals with recreation at the center and by the terms of staff who go out to detached centers. Appendix 2 deals with playground and part sports for groups, both with formal team structures and with informal teams.

North served an average of five hundred and six youths per week in group sports for the summer and West served an average of one hundred thirty-eight. Numbers for group sports lag in the early fall and then pick up again as organized fall sports begin to get underway, but numbers are lower in the fall than they were for summer sports and as reported for basketball the previous winter.

The other recreation in the centers (Appendices 1 and 2) and at detached centers is relatively consistent in volume. It also shows the higher volume in North, as do almost all reports. Overall, the volume of recreational activities seems to be up (this cannot be verified because of no records from last year) when compared to Safe Streets estimates of youth served made up for

the previous year.

There was a very low level of incidents recorded in connection with these activities. Considering the volume of youth, the size of Safe Streets staff, and the nature of group sports, this fact (supported by the drop in gang violence) is amazing and speaks well for the program, the staff, and interested and helping community people, as well as for the youths themselves.

c. Training Programs.

The vocational training is still at OIC and is a state by-in by the Department of Community Affairs. That program continues to run well and needs no special comments other than that it is successful and one of too few that youth can get into, especially gang youth.

The pre-vocational program of attitudinal training was conducted at the main office of Safe Streets. The program has been off and running and has a full complement of youth. The youths selected from both gang youths and other youths who applied. This mixture and the mixture of youths from different sections and different turfs has gone well. There have been no incidents and the classes have run smoothly. This fall's class was still going on and so there has not been a completion and readiness for further placements, thus we cannot check the final results by placement records. However, our observations of the classes, discussions with youth participants and staff have led us to the conclusion that the program is operating effectively to accomplish its purpose.

d. Social Service Referrals.

The appendices which apply to this component are numbers 6 and 7.

Social service referrals as such were only listed by the North Center. Most of those served fall into the category of walk-ins and are new clients for a referral by Safe Streets. The average was fourteen per week in July and August and thirty per week in September and October for all social service questions. Most, but not all, of these youths were referred to other agencies for assistance.

This volume of referrals is an improvement, but seems to allow for more improvement.

Workers are still suspicious of the service that a youth may receive from many agencies. Safe Streets has worked on a resource file that has helped the staff in making referrals. The need for improvement was in the West Center where no recorded referrals were listed.

The other aspect that fits here (Appendix 7) is follow-up. Hand in hand with the referral process goes follow-up. Except for one project in West, and a few, very few, other cases, follow-up was not done during the busy summer months. Follow-up was still in small numbers in the fall, but was more regular. It is difficult to get much information on follow-up attempts, but efforts were being made and with some regularity in the fall. This is an activity that needs definite improvement.

Overall, the social service referral component has improved, has become organized, and had built a foundation that would have allowed for continued growth.

e. In-Service Training.

We have already made several comments on the in-service program under comments on the help given to the agency. We will summarize by quoting

from our progress report.

"The in-service staff training series is planned, directed at areas of demonstrated need, and has been, among other things, a plus for staff morale."

Between 15-20 sessions were planned, most of them went off as scheduled, with some minor changes. The workers felt that the sessions were useful, and, among other things, made some of them aware that they still needed more skill and training.

f. Overall Program Developments.

At this point there are several points we want to discuss: (1) administration; (2) service to gang youth; (3) coordination; and (4) effects on gang violence.

(1) The administration of the program has been tightened and improved. An improved record-keeping system is in operation. Information was easier to get by our staff and seemed to be more accessible to the agency's staff.

Fiscal information indicateds that rental expenses were down, due to closing of tutorial centers, and so was maintenance expense. Through the end of October about 12 percent of the personnel line was not expended. Staff changes and delays in starting up account for most of this and the agency applied to change the budget in order to spend the money, but did not get approval.

The major administrative staffing problem has been the leadership of the West center. Some improvements in output continued to be needed there.

(2) An increasing amount of service seems to have gone to non-gang youth, particularly in the job and training areas. The other services have not always recorded the gang or non-gang connections of the clients. This program, like all of the other in the city, seems to have been moving toward serving youth whether they are gang youth or not.

This breakdown of tight and rigid service to gang youth, however, seems to be a part of a more comfortable, less hostile atmosphere that seems to surround the centers and the city in general. While specific efforts may need to be directed, and are directed, toward gang youth, it seems good that youth without gang affiliations are able to use services located in a specific turf area and that the mobility of youth needs to be encouraged.

(3) Coordination with other agencies, especially YCS, is vastly improved. Some comment was made at the Juvenile Task Force meeting about how it took the real threat of a fund cut-off to get a coordinated plan. In our judgement this is the nature of coordination, either it is mandatory and really required, or it does not happen. Agencies, workers and people in general are too individualistic to voluntarily take on coordination. When money and other funding matters, prestige, etc., are at stake, as they have been in gang control, then it is entirely unrealistic to expect coordination by any other means than by mandated requirement as a real basis for evaluation and refunding.

The listing of gangs to be primarily worked with by Safe Streets and by YCS is in Appendix 10. In the North Center, work with gangs was listed by gangs in their reporting. Fifteen gangs are mentioned. Ten gangs appear

for Safe Streets North in the appendix. Most of the efforts of the North Center went to those ten gangs, but some efforts went to five others. There has been some progress in specified, directed, coordinated work by gang. There, however, remains some of the old attitude that the workers should respond to whoever comes in. They are not spread as thin as they were last year, but they still have a tendency to spread themselves thin. Some more progress could be made here to further strengthen the coordination plan.

(4) As we have already said, the overall level of the severest form of gang violence, homicide, has gone down. In the quarter from July to September, only one gang related death has been attributed to a gang that Safe Streets works with. According to the Juvenile Aid Division of the Police, North Philadelphia continues to be the area with the highest amount of gang violence and West Philadelphia is second.

While the rate of gang violence is down, the neighborhood patterns still make these two neighborhoods the prime targets for efforts to reduce gang violence even further.

#### 4. Recommendations.

In our progress report we recommended refunding for the next six months, the establishment of a timetable for developing a comprehensive plan, and a closer monitoring for gang control programs. Since the Regional Planning Council recommended not refunding, we have gotten a copy of Dr. Hankinson's (Executive Director, Youth Services Commission) letter to Judge Chalfin (Philadelphia Regional Planning Council, dated December 3, 1974.

It recommends continuing to fund the program until it is shown how it will "fit" into the city-wide organizational scheme.

Even though efforts have begun to close down the program, we recommend its continuance until the new plan and program are ready.

1. We continue to recommend that the program has merited an additional six months funding, based on the record of the last six months.
2. We recommend that if continued, mentioned weaknesses and points where further development is needed, be so developed.
3. We recommend that the budget be redone, or a variance allowed, to provide renovation funds for the centers or that better quarters be secured, if that is possible.
4. We continue to recommend that a timetable be set up for developing the comprehensive plan.
5. We recommend that all gang control programs be stringently required to develop and carry out a coordination plan, and that if funded the plan drawn up by YCS and Safe Streets be attached to their contracts.
6. We continue to feel that more monitoring and technical assistance are needed by gang control programs and recommend that this be built in to the comprehensive plan.
7. We finally recommend that no funding actions be taken to change the modest amount of gang control programs in Philadelphia until the comprehensive plan is ready.

## SUMMARY

We have worked with Safe Streets on reviewing their revised application, their in-service training plans, and their record-keeping system. We have particularly helped them with technical assistance on their record-keeping.

We have found the job and vocational components to be in very good shape again this six months. We have found the administration to be tighter and more effective. We have found that the program and personnel in the North Center are doing a good job.

We have found weakness in the West Center that ties in with staff changes, the transition, and a lack of experience. We have found the Social Service component needing to be strengthened.

We have found improved record-keeping, a high volume of recreational and sports activity, and a low level of incidents. Staff morale was strong and communications flowed well within the agency.

We found a well worked out coordination plan with YCS. We found some continuing need for focusing on limited specific programs and target groups. We found the present focus to be more specific than last year and to have benefited the program in its output and its inner functioning.

We have found little progress on a comprehensive plan by which this program could be judged. We interviewed all of the staff, among other things, on their thoughts about a comprehensive plan. Their responses and other data are in the Appendices.

## RECOMMENDATIONS

We have recommended that no funding actions be taken to change the modest amount of gang control programs in Philadelphia until a comprehensive



Appendix 1 (Continued)

Weekly Statistics Chart

Service: Recreation

| Weeks | Served<br>at Center | Served<br>by team | Special<br>Activities | Gang<br>Incidents |
|-------|---------------------|-------------------|-----------------------|-------------------|
|       | North West          | North West        | North West            | North West        |
| 12-2  |                     |                   |                       |                   |
| 9     |                     |                   |                       |                   |
| 16    |                     |                   |                       |                   |
| 23    |                     |                   |                       |                   |
| 30    |                     |                   |                       |                   |

## Appendix 2

Weekly Statistics ChartService: Group Sports

| Weeks | Teams Formal |      | Teams Informal |      | Individuals Formal |      | Individuals Informal |      | Total Served |      |
|-------|--------------|------|----------------|------|--------------------|------|----------------------|------|--------------|------|
|       | North        | West | North          | West | North              | West | North                | West | North        | West |
| 7-1   | 16           | 1    | 25             | 10   | 188                | 20   | 339                  | 68   | 327          | 88   |
| 8     | 28           | 2    | 28             | 13   | 164                | 40   | 310                  | 108  | 574          | 148  |
| 15    | 24           | 2    | 20             | 12   | 224                | 40   | 200                  | 86   | 424          | 126  |
| 22    | 24           | 2    | 30             | 13   | 224                | 40   | 300                  | 116  | 524          | 156  |
| 29    | 24           | 2    | 36             | 12   | 224                | 40   | 360                  | 105  | 524          | 145  |
| 8-5   | 16           | 2    | 42             | 13   | 144                | 40   | 420                  | 109  | 564          | 149  |
| 12    | 8            | 2    | 43             | 12   | 72                 | 40   | 430                  | 91   | 502          | 131  |
| 19    | 8            | 2    | 46             | 13   | 72                 | 40   | 460                  | 117  | 532          | 157  |
| 26    | 8            | -    | 49             | -    | 72                 | -    | 500                  | -    | 572          | -    |
| 9-2   | 8            | 10   | 43             | 24   | 72                 | 58   | 440                  | 165  | 512          | 223  |
| 9     | -            | 10   | 22             | 19   | -                  | 72   | 240                  | 155  | 240          | 227  |
| 16    | -            | 10   | 20             | 23   | -                  | 47   | 200                  | 74   | 200          | 121  |
| 23    | -            | 10   | 18             | 28   | -                  | 24   | 165                  | 137  | 165          | 161  |
| 30    | -            | 10   | 21             | 24   | -                  | 60   | 204                  | 147  | 204          | 207  |





## Appendix 3

Weekly Statistics ChartService: Job Counseling

| Weeks | served at Center |      | served by team or task force |      | Referrals from outside Agencies |      | Referred to Other Agencies |      | New Clients |      |
|-------|------------------|------|------------------------------|------|---------------------------------|------|----------------------------|------|-------------|------|
|       | North            | West | North                        | West | North                           | West | North                      | West | North       | West |
| 7-1   | 60               | 2    |                              |      | 32                              |      | 35                         | 2    | 55          |      |
| 8     | 45               | 1    |                              |      | 21                              |      | 45                         | 1    | 40          |      |
| 15    | 51               | 1    |                              |      | 25                              |      | 51                         | 1    | 46          |      |
| 22    | 32               | 5    |                              | 32   | 12                              |      | 32                         |      | 30          |      |
| 29    | 37               | 35   |                              | 50   | 16                              |      | 37                         |      | 35          |      |
| 8-5   | 30               | 3    |                              | 40   | 18                              |      | 30                         |      | 28          |      |
| 12    | 35               | -    |                              | 40   | 18                              |      | 35                         |      | 28          |      |
| 19    | 29               | -    |                              |      | 10                              |      | 29                         |      | 26          |      |
| 26    | 20               | -    |                              |      | 8                               |      | 20                         |      | 18          |      |
| 9-2   | 25               | 3    | 15                           |      | 17                              |      | -                          | 13   | 18          |      |
| 9     | 15               | 2    | 8                            |      | 12                              |      | -                          | 5    | 14          |      |
| 16    | 16               | 1    | 6                            |      | 1                               |      | -                          | 4    | 10          |      |
| 23    | 26               | 8    | -                            |      |                                 |      | 12                         | 17   | 24          |      |
| 30    | 25               | -    | 12                           |      | -                               |      | 20                         | 3    | 19          |      |

Appendix 3 (Continued)

Weekly Statistics Chart

Service: Job Counseling

| Weeks | served at Center | served by team or task force | Referrals from outside Agencies | Referred to Other Agencies | New Clients |
|-------|------------------|------------------------------|---------------------------------|----------------------------|-------------|
|       | North West       | North West                   | North West                      | North West                 | North West  |
| 10-7  | 9                | 7                            | -                               | 22                         | 4           |
| 14    | 12               | 6                            | 6                               | 10                         | 6           |
| 21    | 12               | 13                           | 2                               | 8                          | 4           |
| 28    | 14               | 8                            | -                               | -                          | -           |
| 11-4  |                  |                              |                                 |                            |             |
| 11    |                  |                              |                                 |                            |             |
| 18    |                  |                              |                                 |                            |             |
| 25    |                  |                              |                                 |                            |             |
| 12-2  |                  |                              |                                 |                            |             |
| 9     |                  |                              |                                 |                            |             |
| 16    |                  |                              |                                 |                            |             |
| 23    |                  |                              |                                 |                            |             |
| 30    |                  |                              |                                 |                            |             |



Appendix 4 (Continued)

Weekly Statistics Chart

Service: Job Placement

| Weeks | served<br>at center | served<br>by team | Referred to<br>other Agencies | New Clients | New Resources |
|-------|---------------------|-------------------|-------------------------------|-------------|---------------|
|       | North West          | North West        | North West                    | North West  | North West    |
| 10-7  | -                   |                   |                               |             |               |
| 14    | -                   |                   |                               |             |               |
| 21    | -                   |                   |                               |             |               |
| 28    | -                   |                   |                               |             |               |
| 11-4  |                     |                   |                               |             |               |
| 11    |                     |                   |                               |             |               |
| 18    |                     |                   |                               |             |               |
| 25    |                     |                   |                               |             |               |
| 12-2  |                     |                   |                               |             |               |
| 9     |                     |                   |                               |             |               |
| 16    |                     |                   |                               |             |               |
| 23    |                     |                   |                               |             |               |
| 30    |                     |                   |                               |             |               |

## Appendix 5

## JOB AREA

## Statistical Report

July 1 to October 31, 1974

| Month       | Interviewed and Referred |             | Hired or In Training Programs |             |
|-------------|--------------------------|-------------|-------------------------------|-------------|
|             | Gang Youth               | Total Youth | Gang Youth                    | Total Youth |
| July        | 5                        | 68          | 5                             | 32          |
| August      | 5                        | 49          | 4                             | 29          |
| September   | 3                        | 91          | 7                             | 21          |
| October     | 30                       | 76          | 12                            | 48          |
| Grand Total | 43                       | 284         | 28                            | 130         |

Appendix 6

Weekly Statistics Chart

Center: North Only

Service: Social Service

| Weeks | served at Center | served by team | Referrals from Outside Agencies | Referred to Other Agencies | New Clients | New Resources |
|-------|------------------|----------------|---------------------------------|----------------------------|-------------|---------------|
| 7-1   | 9                | 0              | 2                               | 9                          | 9           | 0             |
| 8     | 15               | 0              | 4                               | 15                         | 15          | 0             |
| 15    | 20               | 0              | 8                               | 20                         | 15          | 0             |
| 22    | 15               | 0              | 6                               | 15                         | 8           | 0             |
| 29    | 14               | 0              | 8                               | 14                         | 10          | 0             |
| 8-5   | 12               | 0              | 6                               | 12                         | 8           | 0             |
| 12    | 13               | 0              | 6                               | 13                         | 11          | 0             |
| 19    | 16               | 0              | 7                               | 16                         | 12          | 0             |
| 26    | 15               | 0              | 7                               | 15                         | 14          | 0             |
| 9-2   | 20               | 15             | 13                              | 19                         | 12          | 0             |
| 9     | 10               | 16             | 12                              | 8                          | 10          | 0             |
| 16    | 7                | 6              | 5                               | 7                          | 5           | 0             |
| 23    | 4                | 0              | 0                               | 4                          | 4           | 0             |
| 30    | 30               | 9              | 10                              | 0                          | 35          | 1             |

Appendix 6 (Continued)

Weekly Statistics Chart

Center: North Only

Service: Social Service

| Weeks | served at Center | served by team | Referrals from Outside Agencies | Referred to Other Agencies | New Clients | New Resources |
|-------|------------------|----------------|---------------------------------|----------------------------|-------------|---------------|
| 10-7  | 30               | 8              | 15                              | 2                          | 20          | 0             |
| 14    | 30               | 9              | 18                              | 35                         | 0           | 0             |
| 21    | 30               | 0              | 19                              | 0                          | 26          | 0             |
| 28    | 30               | 8              | 3                               | 0                          | 0           | 0             |
| 11-4  |                  |                |                                 |                            |             |               |
| 11    |                  |                |                                 |                            |             |               |
| 18    |                  |                |                                 |                            |             |               |
| 25    |                  |                |                                 |                            |             |               |
| 12-2  |                  |                |                                 |                            |             |               |
| 9     |                  |                |                                 |                            |             |               |
| 16    |                  |                |                                 |                            |             |               |
| 23    |                  |                |                                 |                            |             |               |
| 30    |                  |                |                                 |                            |             |               |



Appendix 7

Weekly Statistics Chart

Service: Follow-up

| Weeks | served at center |      | served by team |      |
|-------|------------------|------|----------------|------|
|       | North            | West | North          | West |
| 7-1   |                  | 2    |                | -    |
| 8     |                  | 1    |                | -    |
| 15    | -                | 1    |                | -    |
| 22    |                  | -    |                | 5    |
| 29    |                  | -    |                | 37   |
| 8-5   |                  | -    |                |      |
| 12    |                  | -    |                |      |
| 19    |                  |      |                |      |
| 26    |                  |      |                |      |
| 9-2   | 6                | 2    |                |      |
| 9     | 8                | -    |                |      |
| 16    | 3                | 1    |                |      |
| 23    | -                | 6    |                |      |
| 30    | 8                | -    |                |      |
| 10-7  | 10               |      |                |      |
| 14    | 7                |      |                |      |
| 21    | 6                |      |                |      |
| 28    | 6                |      |                |      |
| 11-4  |                  |      |                |      |
| 11    |                  |      |                |      |
| 18    |                  |      |                |      |
| 25    |                  |      |                |      |

Appendix 7 (Continued)

Weekly Statistics Chart

Service: Follow-up

| Weeks | served at center |      | served by team |      |
|-------|------------------|------|----------------|------|
|       | North            | West | North          | West |
| 12-2  |                  |      |                |      |
| 9     |                  |      |                |      |
| 16    |                  |      |                |      |
| 23    |                  |      |                |      |
| 30    |                  |      |                |      |

Appendix 8

Weekly Statistics Chart

Service: General

| Weeks | Referred to Other Agencies |      | New Clients |      | Gang Incidents |      |
|-------|----------------------------|------|-------------|------|----------------|------|
|       | North                      | West | North       | West | North          | West |
| 7-1   |                            |      |             |      | 4              |      |
| 8     | 25                         |      |             |      | 4              |      |
| 15    |                            |      |             |      | 3              |      |
| 22    |                            |      |             |      | 3              | 1    |
| 29    |                            |      |             |      | 1              | 5    |
| 8-5   |                            |      |             |      | 2              |      |
| 12    |                            |      |             |      | 6              |      |
| 19    |                            |      | 8           |      | -              |      |
| 26    |                            |      |             |      | 9              |      |
| 9-2   |                            |      |             |      | 2              |      |
| 9     |                            |      |             |      | 4              |      |
| 16    |                            |      |             |      | -              |      |
| 23    |                            |      |             |      | 4              |      |
| 30    |                            |      |             |      | -              |      |
| 10-7  |                            |      |             |      | 4              |      |
| 14    |                            |      |             |      | 2              |      |
| 21    |                            |      |             |      | 1              |      |
| 28    |                            |      |             |      | 4              |      |
| 11-4  |                            |      |             |      |                |      |
| 11    |                            |      |             |      |                |      |
| 18    |                            |      |             |      |                |      |
| 25    |                            |      |             |      |                |      |

Appendix 9 (Continued)

Weekly Statistics Chart

Service: General

| Weeks | Referred to Other Agencies |      | New Clients |      | Gang Incidents |      |
|-------|----------------------------|------|-------------|------|----------------|------|
|       | North                      | West | North       | West | North          | West |
| 12-2  |                            |      |             |      |                |      |
| 9     |                            |      |             |      |                |      |
| 16    |                            |      |             |      |                |      |
| 23    |                            |      |             |      |                |      |
| 30    |                            |      |             |      |                |      |

## YOUTH CONSERVATION

## JOB AREA STATISTICS

Fiscal Year July 1974 to 9-10-74

|        | <u>Interviewed</u> | <u>Referred</u> | <u>Hired or In-<br/>Trng. Programs</u> | <u>Pending<br/>Appointments</u> | <u>App's.<br/>Held</u> | <u>Returned<br/>to School<br/>or College</u> |
|--------|--------------------|-----------------|--|---------------------------------|------------------------|--|
| JULY   | 8                  | 8               | 4                                      |                                 | 4                      |  |
| AUG    | 1                  | 1               |  |                                 | 1                      |  |
| SEPT   | 16                 | 16              |  | 3                               | 9                      | 4  |
| TOTALS | 25                 | 25              | 4                                      | 3                               | 14                     | 4 = 25                                       |

## Referrals received from:

Charles Birmingham - North Central

William Corbin - West

Noah Haire - South West

Herman Grady - North West

(Taken from "Statement of Coordination" 9/74)

The following juvenile gangs in West Philadelphia will come under the supervision of Youth Conservation Services

Mongo Nation - 58th and Greenway Ave.  
 Zip 57th and Williams Ave.  
 Market Street- 36th and market  
 Mantua  
 Empires  
 34th and Wallace Sts.  
 Barbary Coast  
 39th and Aspen Sts.  
 39th and Poplar Sts.

The following juvenile gangs in West Philadelphia will come under the supervision of Safe Streets, Inc.

58th and Osage Ave.

Cedar Avenue

50th and Woodland Ave.

Moons

GANGS SERVICED

The following juvenile gangs in North Central Philadelphia will come under the supervision of Youth Conservation Services:

West of Broad Street

|                       |                      |
|-----------------------|----------------------|
| 21st and Norris Sts.  | 15th and Oxford Sts. |
| 16th and Seybert Sts. | 19th and Harlan Sts. |
| 29th and Diamond Sts. | 30th and Norris Sts. |
| 26th and York Sts.    | Morocco              |
| 16th and Wallace Sts. |                      |

East of Broad Street

|             |                        |
|-------------|------------------------|
| Zulu Nation | Marshall and York Sts. |
|-------------|------------------------|

The following juvenile gangs in North Central Philadelphia will come under the supervision of Safe Streets, Inc.

West of Broad Street

|                          |                          |
|--------------------------|--------------------------|
| 21st and Montgomery Ave. | 19th and Montgomery Ave. |
| 24th and Redner Sts.     | 24th and Berks Sts.      |
| Demarcos                 | 28th and Oxford Sts.     |
| 26th and Poplar Sts.     | L Ts                     |

East of Broad Street

|                      |                      |
|----------------------|----------------------|
| 12th and Poplar Sts. | 12th and Oxford Sts. |
|----------------------|----------------------|

APPENDIX II

RESPONSES TO INTERVIEW QUESTIONNAIRE

N = 18

1. What type of coordination do you feel would be most beneficial in servicing the youth of the city?

|                               |                             |
|-------------------------------|-----------------------------|
| Assigned Responsibilities (4) | Agreement on Goals (2)      |
| Better Communication (2)      | More Agency Involvement (3) |
| Special Programs (3)          | Coordination Won't Work (4) |

2. In considering the coordination, would you like your job to entail in the coordinated system?

Work with Youth & Parents (5)  
 More Training and Upward Mobility (4)  
 Same (4)  
 Individualized Services and Direct Referrals (3)  
 Administration (2)

3. What roadblocks, if any, do you see that will hinder developing a coordinated plan? How could they be remedied?

|                    |                               |
|--------------------|-------------------------------|
| Politics (5)       | Criminal Justice System (1)   |
| Morality (3)       | Funds (3)                     |
| Staff Interest (3) | Policy and Funding System (3) |

Comments on remedies were largely a matter of philosophy and approach such as one suggested for politics: "Have human rather than political efforts."

4. What type of inter-agency input and feedback do you feel would be necessary in the coordinated system?

Shared Records and Open Communications (7)  
 Use Uniqueness of Each Program (2)  
 Closer Community - Worker Ties (3)  
 Weekly or Bi-Monthly Meetings (3)  
 No answer (3)

5. What alterations, if any, do you feel that your present communication system would need in an overall coordinated system within the agency and on an inter-agency basis?

|                                |                                |
|--------------------------------|--------------------------------|
| Communication Center (3)       | Job Focused Communications (4) |
| Interagency Staff Meetings (2) | System Needs More Honesty (4)  |
| Good Now (2)                   | No Answer (3)                  |

6. Looking at record-keeping as a picture of what you are doing, does the present system of record-keeping reflect the work in which you are actually engaged?

Yes (13)      No (5)

7. What areas of the system do you feel need changing?

Record-keeping (6)      None, if Record are Kept (6)  
24 Hour Job (1)      In-Service Training (1)  
No Answer (4)

8. What suggestions can you offer to the restructuring of the system that will emphasize the value of your job?

Better Records (5)  
More Counselors or Street Workers (2)  
More Clerical Help (2)  
None - good now (6)  
No answer (3)

9. In what directions would you like to see your present program move for more effectiveness?

More money for Staff, Equipment, Space (6)  
Community and Parental Involvement (2)  
Serve Whole Youth and Whole City (4)  
Staff Training (2)  
Job Development (2)  
Effective Now (2)

10. Considering your experience with the program, what aspects need to be looked into when speaking of developing a new comprehensive plan?

Space and Equipment (4)  
Team Package for Whole Youth (2)  
Better Staff, Agency Relations, Training Programs and Longer Funding (5)  
Community Involvement (2)  
Legitimate Plan, Based on Prior Experience (2)  
No Answer (3)

11. What aspects of your job do you feel should be given more attention in the new direction?

More Skill and Training (3)  
Transportation, Space and Privacy (3)  
Tighter Management Systems (3)  
Time for Community Work (5)  
More Programs, Job Development, and Regular Funds (3)  
No Answer (1)

**END**