

CENTRAL
FILE

CLEVELAND IMPACT CITIES PROGRAM

DIVERSION AND REHABILITATION
OPERATING PROGRAM

POLICE ATHLETIC LEAGUE PROJECT

FINAL EVALUATION REPORT

June 1975

OFFICE OF THE MAYOR
IMPACT CITIES
ANTI-CRIME PROGRAM

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SECTION I
INTRODUCTION AND BACKGROUND

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1.1 OPERATING PROGRAM OVERVIEW

The Cleveland IMPACT Cities Program is an intensive planning and action effort designed to reduce the incidence of stranger-to-stranger crime* and burglary in the City by five percent in two years and 20 percent in five years. Underlying the IMPACT program is the basic assumption that specific crimes and the people who commit them constitute the problem to be addressed. As a consequence, program and project development has been based upon an analysis of local crime, offender background, demographic and environmental data within specific target areas of the City. Application of this approach resulted in a program structure containing five major Operating Programs: Addiction Treatment; Employment; Diversion and Rehabilitation; Deterrence, Detection, and Apprehension; and Adjudication. Figure 1-1 displays the program structure.

The Diversion and Rehabilitation Operating Program was established to minimize the desire to commit crimes, its sublevel goal under the IMPACT Cities Program. The 18 projects under this program may be categorized as those dealing with pre-delinquent and delinquent youth problems and those dealing with the reintegration of offenders into the community. The scope of this evaluation is restricted to the Police Athletic League (PAL) Project, one of the projects in this Operating Program dealing with the problems of pre-delinquent and delinquent youth.

*Stranger-to-stranger crimes are homicides, rapes, aggravated assaults, and robberies, as defined by the FBI's Uniform Crime Reporting standards when such crimes do not occur among relatives, friends, or persons well known to each other.

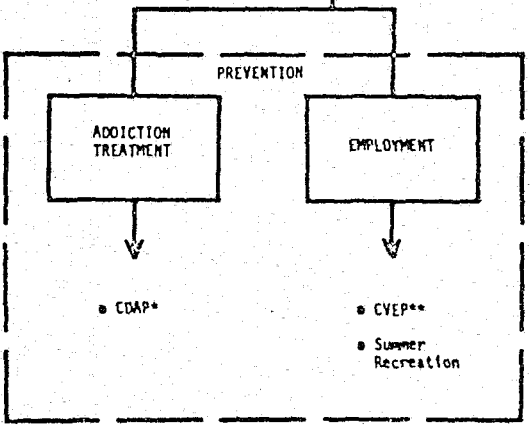
ULTIMATE GOAL

REDUCE STRANGER-TO-STRANGER CRIME AND BURGLARY
5% IN 2 YEARS
20% IN 5 YEARS

SUB-LEVEL PROGRAM GOALS



OPERATING PROGRAMS



PROJECTS AND/OR ACTIVITIES

DIVERSION AND REHABILITATION

- YOUTH PROJECTS
- Alternative Education (Street Academy)
 - Youth Service Coordinators
 - Youth Outreach
 - Intervention and Developmental Centers
 - Police Athletic League
 - Cleveland Youth Assistance
 - Juvenile Court Development
 - Juvenile Delinquency Treatment

- CORRECTIONAL PROJECTS
- Comprehensive Corrections Unit
 - Group Homes
 - Community-Based Probation
 - Adult Parole Post-Release (Seven Step)
 - Institutional Post-Release Aftercare
 - Probationary Post-Release
 - Community-Based Supplemental Services
 - Boys' Club Post-Release
 - Big Brothers/Project Friendship Post-Release Follow-Up
 - Cleveland Pre-Trial Rehabilitation

DETERRENCE, DETECTION AND APPREHENSION

- Concentrated Crime Patrol
- Upgrading of Narcotics Related & Felony Investigative Procedures
- Auxiliary Police Training and Equipment
- Expansion of Police Outreach Centers
- Public Information
- Cleveland IMPACT Neighborhood Patrol
- IMPACT Response Time Reduction
- IMPACT Security Patrol for the Elderly
- IMPACT Streetlighting
- IMPACT Awareness

ADJUDICATION

- PRE-TRIAL DELAY:
 - Visiting Judges
 - Prosecutor's Office
 - Counsel for Indigents
- POST-ADJUDICATION DELAY:
 - Pre-Sentence Investigation
 - Diagnostic Treatment Profile
- Cleveland Offender Rehabilitation Project

FIGURE 1-1

CLEVELAND IMPACT CITIES PROGRAM STRUCTURE

*Cleveland Drug Abuse Program
**Cleveland Vocational Educational Program

1.2 PROJECT OVERVIEW

This report presents the final evaluation of the PAL Project's performance during its two phases of IMPACT funding. Phase II IMPACT funding was for the period from February 15, 1973, through February 14, 1974. Because of difficulty in filling key PAL staff positions, the full scope of grant activities was not implemented until June 1973. A Grant Adjustment Notice (GAN) subsequently was submitted to and accepted by the Law Enforcement Assistance Administration (LEAA) Chicago Regional Office to extend the Phase I funding period through May 14, 1974. This extension allowed for sufficient time to expend remaining project funds. Phase II IMPACT funding began on May 15, 1974, and continued through March 31, 1975. Thus, PAL received IMPACT funding for a total of 25-1/2 months.

Prior to IMPACT funding, PAL had existed for 8 years as a totally recreational project which operated out of eight strategically located Centers within the City of Cleveland. The PAL Centers were operated on a volunteer basis under the leadership of off-duty police officers. The purpose of IMPACT funding was to enable the Centers to increase the scope of services delivered to youth by adding constructive educational and cultural activities to the existing recreational activities.

The project's central hypothesis was that if the youth in the target population can be constructively exposed to and stimulated by a wide variety of experiential alternatives, with positive supportive measures, and all relative to a "process of education" with its primary focus on

positive ego support and building, then the motivation of the youth will increase and the incidence of criminal activity involving these youth will decrease. The hours of operation of the PAL Centers were to be expanded for optimal use of this multi-service program by the target population. In addition to this program, the use of police officers as supervisors for the Centers was to allow for positive role model identification and a reduction in feelings of alienation to the "system" by youth.

The first phase grant application sought to allow PAL to reach into additional areas of community support, building upon the existing PAL relationships with the community to provide additional social services for the Project's clients. As a result of broadening the base of operations and revitalizing the outlook on social service usage, PAL was to become an even stronger link in the community chain against the delinquency and serious criminal activity of its youthful clients. Paramount in this effort was construction of a stronger bond among the home, school, and the PAL staff which would increase the positive image of the police officer, the Juvenile Court, the Juvenile Unit of the Cleveland Police Department, and other social agencies. PAL was also to implement an internal youth leader training program in order to develop selected youths into staff-support aides. These PAL aides were to ultimately provide a "sounding board" for police officers and PAL staff in the Project's attempt to increase the relevancy of PAL programs to the target youth.

The Project was to serve its existing membership and to increase the total number of youth in the Project by 25 percent. The enrollment increase was to come from a target population consisting of delinquent and potentially-delinquent youth in each neighborhood.

Table 1-1 displays the PAL Project Phase I objectives, and the methods which were used to accomplish the objectives. These objectives were addressed through both funding phases of the Project, although Phase II added some expanded objectives, which are displayed in Table 1-2 along with their proposed methods of accomplishment. It should be noted that the expanded objectives basically are extensions of the concepts expressed in the original objectives, but are defined more precisely.

The second phase grant application also indicated several programmatic changes which resulted from re-examining first phase operations to determine how the project could best meet the needs of youth being served. The outcome of this study was the design of additional service programs to expand and upgrade activities provided during Phase I funding. These programs concentrated on educational, cultural, and vocational opportunities and offender treatment services, and were compatible with the Project's objectives and methods as shown in both Tables 1-1 and 1-2. The following lists the programs specified in the grant application for second phase funding:

- (1) Summer camping,
- (2) Field placement,
- (3) Warner & Swasey educational/vocational training,
- (4) Youth Outreach coordination,
- (5) Family services,
- (6) Cleveland Guidance Center professional services,
- (7) Cleveland Public School System supplemental services,
- (8) Educational and cultural interests,
- (9) Occupational/vocational interests,
- (10) Work incentive (WIN) employment opportunities,
- (11) Cuyahoga Community College (CCC) supplemental education,*
- (12) CCC credit in escrow concept,
- (13) Tremont Community Learning Center basic education,*
- (14) Adjudicated youth services, and
- (15) Institutional returnee services.

*The CCC supplemental education and Tremont Learning Center programs were phased out prior to the commencement of the Phase II grant period.

TABLE 1-1

POLICE ATHLETIC LEAGUE PROJECT
OBJECTIVES AND METHODS

OBJECTIVE	METHOD
<ul style="list-style-type: none"> • Increase hours of Police Athletic League (PAL) center operation. 	<ul style="list-style-type: none"> • Hire additional staff to supplement existing staff at PAL centers.
<p>9-1</p> <ul style="list-style-type: none"> • Increase PAL client enrollment. 	<ul style="list-style-type: none"> • Increase variety, quality, and frequency of youth activities, including recreational, cultural, and community-oriented programs.
<ul style="list-style-type: none"> • Expand existing programs at PAL centers. 	<ul style="list-style-type: none"> • Develop and implement client treatment services. • Continuous upgrading and expansion of PAL programs to include educational, cultural, and occupational opportunities. • Increase guidance/counseling training of part-time PAL staff members.
<ul style="list-style-type: none"> • Increase public awareness of PAL and PAL center activities. 	<ul style="list-style-type: none"> • Increase community involvement of PAL staff and PAL centers.

TABLE 1-2

PAL PHASE II EXPANDED OBJECTIVES

OBJECTIVE

METHOD

- Utilize extended PAL hours fully and to more closely approximate the life styles of youth served.
- Increase range of referral services.
- Increase usefulness of informal counseling, crisis intervention, and youth guidance techniques.
- Increase attractiveness of PAL programming to target youth.
- Reconceptualize seasonal programming goals.

- Incorporate facilities and expertise of other community resources (i. e., Urban Studies, CWRU, SASS Program).
- Upgrade staff capacity to make referrals of youth and their families to social service agencies.
- Upgrade and expand continuous training-in-counseling methodology for PAL staff.
- Enrichment of the program and broadening of the range of services.
- Guide PAL activities in the summertime toward camping and ecology endeavors and experiences.

Two of the above programs, summer camping and field placement, required associated changes in personnel for implementation. The summer camping program was developed to supplement PAL centers services during the summer months when attendance at the centers remains low. The summer camping program was to serve at least 350 youth on an overnight and daytime basis. Three full-time staff positions were incorporated into the grant application to implement and operate the program; eight part-time positions were added to coordinate the camping program within the PAL centers.

In addition, the 14 youth aid part-time positions specified for Phase I funding were redefined for the second grant period. As a result, a field placement program was developed to utilize existing community resources by replacing the youth aid positions with qualified student volunteers. The student volunteers were to be principally responsible for youth counseling and community resource interaction.

Another program developed for Phase II funding and of particular interest because of its innovativeness was the Warner & Swasey educational/vocational training program. Applicants for the program were to be screened by the PAL Project to determine their eligibility. Thereafter, both Warner & Swasey and PAL center staff were to be jointly responsible for the effectiveness of the program. Upon completion of the machine operator training program, PAL client trainees were given the opportunity by Warner & Swasey to expand their area of interest through (1) specialized field training or (2) tuition reimbursement plans for educational programs in an area of special interest.

Other programmatic modifications for second phase funding concern hours of operation and the number of centers to be operational. The PAL centers' hours of operation were reduced from 38 per week to 29 per week because of limited available federal funds and the short duration of the second grant period.

The following section presents analyses of project performance and management during the 25-1/2 months of IMPACT funding. All objectives and the methods used for their achievement during Phase I and Phase II are discussed with respect to the project's success in objective achievement.

SECTION II
EVALUATION AND DISCUSSION

SECTION II
EVALUATION AND DISCUSSION

2.1 EVALUATION APPROACH

The 1972 MASTER PLAN proposed implementation of the Performance Management System (PMS) approach for the overall planning and evaluation of the Cleveland IMPACT Cities Program. As a planning, evaluation, and management tool, PMS is a method designed to permit rigorous measurement of program effectiveness in terms of a hierarchy of explicitly defined goals and objectives. The initial steps in applying the PMS approach involved the definition of an ultimate program goal (which for IMPACT is the reduction of stranger-to-stranger crime and burglary by five percent in two years, and 20 percent in five years) and then "unpacking" the overall goal into a series of measurable sublevel program goals, Operating Program goals, eventually down to the level of project objectives. Under PMS; emphasis was to be on the quantitative rather than the qualitative aspects of the IMPACT goal-setting concept. Above all, this concept was intended to be crime-specific. Hence, the IMPACT Planning and Evaluation staff assumed that each IMPACT Operating Program and project would contribute, however directly or indirectly, to the overall goal of IMPACT crime reduction over (initially) a two-year period.

It has become obvious that the Diversion and Rehabilitation Operating Program under which the PAL Centers are subsumed is not fully susceptible to the rigor of the PMS crime-specific program structure. The nature of the Operating Program places serious constraints upon the

kind of data collection and data processing required for the analysis of commensurable data concerning a large-scale, crime-specific program. Specifically, a measurable relationship between the Diversion and Rehabilitation projects' activities and the incidence of IMPACT crimes in Cleveland is impossible to assess, much less causally explain.

That is not to say, however, that a meaningful evaluation of any of these projects is not feasible. Federal experience in the management of large-scale social programs has demonstrated that some evaluative rigor is possible if individual projects are evaluated according to the Management by Objective (MBO) approach. MBO is less ambitious than PMS as a management tool. MBO merely insists that each implementing agency define its objectives in terms of measurable accomplishments and then monitor the project to ensure that the agency indeed is accomplishing its objectives.* MBO does not demand analysis of project alternatives to determine which one might meet agency objectives most effectively and efficiently. It does, however, require rigorous monitoring of stated objectives.

By employment the MBO approach, project performance can be simply evaluated by asking, "Did the PAL Centers achieve their project-specific objectives?" This can be easily answered by examining the collected data with respect to each objective.

*MBO also provides for reassessment of quantifiable objectives which originally were set at unrealistic levels. As discussed later in this section, the PAL Project utilized this aspect of MBO to formulate its revised Phase II targets.

Certain data elements were defined to evaluate the PAL Project's performance in accordance with the stated objectives in the grant application. Two data collection forms were developed to gather the identified data elements from the project, a series of Data Collection Instruments (DCIs) and a summary Performance Status Report (PSR).*

The primary purpose of the DCIs was to collect client-specific data concerning clients served by IMPACT funds on a quarterly basis. The DCIs were specifically designed for each project and in many instances contained data elements which related to information about offender or client socio-economic backgrounds, prior criminal or delinquent histories, and client-specific operational data (such as the treatment modality of a drug abuser or the post-release status of a probationer). Since the data elements recorded on the DCIs must be aggregated in accordance with the planned evaluative usage, the DCIs were formatted for keypunching to allow for computerized data analysis.

The DCI for the PAL Project was an instrument tailored to the services provided by the Centers, rather than to the services rendered to each client. While the DCI was being implemented, another data collection form, the PSR, was developed as a necessary supplement to the DCIs due to the three-month interval between DCI data collection and the time required for data processing.

*Refer to Appendices A and B, respectively, for examples of the project's DCIs and PSR.

The PSR format allowed for the capture of summary information about project performance facilitating manual data reduction and summarization. These forms were also specifically designed for each project but were submitted on a monthly basis for more frequent periodic management information purposes.

The use of the DCI for this project was discontinued after the implementation of the PSR data collection form. This measure was taken to avoid duplication of data collection efforts since commensurable data elements were being gathered on both forms.

The following analysis of project performance and management therefore are supported primarily by the data retrieved from the summary PSRs. These data are supplemented by information contained in the project's Phase I and Phase II Final Reports and other relevant documentation.

2.2 ANALYSES OF PROJECT PERFORMANCE AND MANAGEMENT

These analyses assess each project objective and/or the methods by which the objective was to be met. In many cases, quantified objectives were not presented in the grant applications. Without comparative or baseline data, it is impossible to determine whether the PAL activities have attained these project objectives. However, some reliable judgments can still be made about project performance with respect to these objectives if taking the factors which affect the results into consideration, such as client population and services. Therefore, for unquantified objectives, a discussion concerning relevant project activities will be presented and discussed below. Phase I objectives which continued through

Phase II are presented first, with descriptions of relevant project performance during each of the two phases and overall. Then, Phase II extended objectives are presented and discussed.

2.2.1 PHASE I CONTINUING OBJECTIVES

Increase Hours of PAL Center Operation

Prior to IMPACT funding, the eight PAL Centers were staffed Monday through Friday, from 4 p.m. to 8 p.m. Under IMPACT funding, staffing was increased so that each Center's hours were 4 p.m. to 10 p.m. Monday through Friday, and 10 a.m. to 6 p.m. on Saturdays, for an expected increase of hours of operation of 90 percent. The evening hours were extended to attract older youth who are particularly susceptible to the commission of crimes during these hours. Saturday hours added a full day of activities when PAL clients are not in school and are more likely to engage in mischievous or illegal behavior.

During the first eight months of Phase I, seven Centers were operating on extended schedules.* These Centers were open a total of over 8100 hours, as compared to the approximately 4500 hours they would have remained open under the pre-IMPACT schedule; or an increase of 80 percent. During the remainder of Phase I, eight Centers were in operation and were open a total of nearly 8600 hours, as compared to the approximately 5100 hours they would have remained open under the previous schedule; or an increase of 67 percent. Overall, PAL increased hours of Center operation 74 percent during Phase I. As noted above, the expected, or target, increase in

*The Joseph F. Manek PAL Center (West Side PAL No. 4), located at 3197 West 25th Street, had been damaged by fire prior to the commencement of the IMPACT grant period. The Center did not reopen until October 1973. Soon after it was opened, the Center assumed a 38-hour-per-week schedule.

hours originally was set at 90 percent: The project reported two reasons for the decrease in the amount of time that the Centers were open. First, the Centers' hours of operation were reduced toward the end of Phase I funding since lower attendance during this time did not justify keeping the Centers open for the entire allotted time. The PAL Centers have consistently experienced lower attendance during the spring and summer months when most youth prefer to remain outdoors (this was a principal reason for developing a summer camping program for operations during Phase II funding). Second, two centers were closed down for approximately two weeks for remodeling.

Phase II targets were adjusted to reflect the first findings, with the Centers reducing their hours of operation by one hour each weekday and four hours each Saturday. Thus, the revised target hours of operation of 29 hours per week per Center represented a projected increase of 45 percent over the pre-IMPACT schedule of 20 hours per week per Center. Data for Phase II show that the Centers were open for a total of over 10,350 hours, as compared to the 7,150 hours they would have remained open on the pre-IMPACT schedule; or an increase of 45%, as projected.

In summary, the PAL Project data show that this objective was achieved, and also reflect favorably upon the Project's management awareness. The original target for Center expanded hours was found to be unrealistic; the project management reassessed the objectives on the basis of empirical data relative to client attendance patterns; and the target subsequently was adjusted to the more realistic level. As mentioned previously, target reassessment is one of the practical advantages of MBO and it is to the credit of PAL management that this tool was applied effectively for the Phase II plan.

Increase PAL Client Enrollment

At the time Phase I funding began, PAL had 2740 clients enrolled in the activities at the Centers. During Phase I, the Project estimated that enrollment would be increased by 25 percent. In actuality, an additional 2181 clients were enrolled through May 1974, for an increase of nearly 80 percent. During Phase II of IMPACT funding, PAL enrolled another 813 clients, for a total enrollment of 2994 clients during the 24-1/2 months of IMPACT funding. Overall, then, PAL increased enrollment by 109 percent -- far exceeding their originally stated objective.

The increase in PAL enrollment cannot directly be attributed to the method used to accomplish this objective -- that of increasing the variety, quality, and frequency of youth activities. However, of the 2994 clients enrolled during the IMPACT funding period, 2762, or 92 percent were "walk-ins."* It would appear reasonable to assume that the walk-in clients were attracted by the activities offered at the PAL Centers.

Expanded Existing Programs at PAL Centers

As noted above, the PAL project's emphasis prior to IMPACT funding traditionally was on recreational and athletic activities. Because these activities are of appeal to a large target population, PAL continued to be heavily involved with recreational programs. However, Center leaders recognized that the youthful client population had other needs which best

*Most of the remaining 8 percent of the new PAL enrollees were referred by other agencies and organizations, both within and without the criminal justice system. The numbers and sources of referral clients are examined in the discussion of the next PAL objective.

could be addressed by application of sound counseling and youth management techniques.

Accordingly, PAL sought to expand its operations by extending the hours which it served the youth of the community and increasing the administrative/training staff. This was accomplished by enlarging the staff to cover the additional hours which the PAL centers were open and by adding professional personnel to the staff. The normal operating hours were 4 p. m. until 8 p. m. The hours under the expanded program were from 4 p. m. until 10 p. m. (or when the need is the greatest to serve a particular clientele). PAL had operated on a five-day week, Monday through Friday. Days of operation also were extended to include Saturdays, thus providing six days of operation per week. During the summer months, the centers planned to remain open eight hours a day including Saturdays. By extending the hours of operation and hiring additional personnel, PAL hoped to expand its Outreach Programs and to take referrals from Juvenile Court, schools, Juvenile Unit of the Police Department, and other social service agencies. A follow-up on each child so referred was to be made by PAL personnel.

The hours delivered through the Expanded Service Program have been discussed above. More germane to evaluation of this objective is the project's success in delivering improved and expanded programmatic services during the increased hours the Centers were open.

PAL was able to increase staff to deliver the program services anticipated. During Phase I, an average of 42.1 staff members provided time to the Project each month. Staff hours delivered averaged

2248 per month, or an average of 53 hours per month per staff. The staff composition over the period averaged 35 percent Police Officers, 40 percent Program Assistants, and 25 percent Youth Aides. Police Officers served the Centers during off-duty hours; Program Assistants were hired male and female adults indigenous to the community in which each Center operates; and Youth Aides were youth with career potential in community youth work who were hired and trained by PAL staff. The PAL staff also was augmented by community volunteers. An average of 27 volunteers donated their services to the Centers each month during Phase I of IMPACT funding.

PAL's expansion of programmatic services continued through Phase II. Project data indicate that an average of nearly 29 staff per month serviced the Centers, under the revised Center operating hours, and delivered an average total of 1153 service hours per month. Community volunteers during the period averaged 22 per month.

PAL was successful in obtaining youth on a referral basis from other agencies, although as noted previously most of the clients enrolled were "walk-ins." Referrals were solicited from the project's implementation under IMPACT funding, and began to reach the project during December 1973. Numbers and sources of referrals are shown in Table 2-1. Walk-in clients enrolled during the time referrals were being received also are shown in the Table for purposes of comparison.

TABLE 2-1

SOURCE	12/73 THROUGH 3/75	
	NUMBER	PERCENT
Juvenile Court	25	1.7
Schools	175	11.7
CPD Juvenile Unit	2	0.1
Churches	28	1.9
Other	2	0.1
Walk-ins	1265	84.5
TOTAL	1497	100.0

Thus, while referral clients represented only 8 percent of total clients overall; they grew to 15.5 percent of total clients during the period such referrals actually were being made.

Specific program areas which PAL sought to augment and expand were client counseling services and educational, cultural, and occupational opportunities.

During the period of IMPACT funding, a total of 9112 PAL clients received counseling services on an individual basis; 3801 received group counseling; and 84 clients and their families received family counseling. These counseling sessions were conducted at the PAL Centers and were principally under the leadership of the police officers supervising the Centers on a part-time basis. The hours delivered in counseling sessions at the Centers totaled 5270. During the same period, the homes of 387 clients were visited to discuss the family environment, problems of the client, and collateral problems of the client's siblings. Seeing the

home situation on a first-hand basis allowed the PAL counselors better to understand and direct the problems of each client. These visits were made by police officers until November 1973, at which time youth aides and program assistants participated in the home visit program. Prior to November 1973, the youth aides were being trained in the techniques and approaches of home-visit counseling.

PAL cultural and educational activities were expanded during the IMPACT funding period as field trips, made possible by five buses purchased with IMPACT funds, were planned to utilize the programs of local cultural institutions. Field trips were taken to the Cleveland Health Museum and Education Center, the Cleveland Museum of Art, the Cleveland Museum of Natural History and the Blossom Music Center. In addition to these activities, 2208 clients participated in 87 drug abuse prevention seminars and 1372 clients were present at 53 venereal disease prevention programs. These sessions were presented for the clients by a knowledgeable member of the PAL staff -- a police officer assigned to the Juvenile Unit.

Of particular significance during the last three months of 1973 was the development of an afternoon school program under the auspices of the Cuyahoga Community College. The concept was prepared by PAL staff and College administrators to broaden the experiences of the inner-city youth by providing classes in subjects such as photography, art, and music.

The PAL project also used improved staff training as a method for accomplishing the expanded program objective. Prior to IMPACT funding, counseling had not been a formal function of the recreationally-oriented approach of the PAL program. Pursuant to IMPACT funding, the program assistants and youth aides at each Center were to be specifically responsible for more and better counseling in addition to the programmatic help they would provide. This was to be accomplished by addition of full-time program and training specialists, both of whom were experienced in youth activities. These specialists' first task was to visit the Centers to add to their perspective on the capabilities of the PAL staff with respect to increased individual and group counseling.

During the early months of IMPACT funding, the staff held 26 individual training meetings at the main office and at each of the Centers. At those meetings, counseling techniques were discussed and data collection explained. The professional staff found that some employees did not have the desire or ability to meet these Project responsibilities. In view of this situation, the PAL specialists reviewed specific circumstances with the individual supervisors regarding the termination of those employees who did not or chose not to meet IMPACT Project requirements. Some employees were dropped and others began to emphasize counseling, but not to the degree recommended by the specialists.

As an alternative, the specialists and Project staff decided in October 1973 to attempt to recruit graduate and undergraduate students through Case Western Reserve University's School of Applied Social Sciences (SASS).

SASS personnel were amenable to the inclusion of the Police Athletic League as a field placement for student internships. However, no placements were available until 1974, due to the timing constraints of school terms and schedules. In view of PAL's immediate need, negotiations were also initiated with the Urban Studies Coalition of Colleges (USCC), a mutual effort of Ohio universities which also places students in the field. Although these student recruitments began during the first phase of IMPACT funding, the school scheduling constraints and availability of placements deferred full implementation of this activity until 1974.

Increase Public Awareness of PAL and PAL Center Activities

Throughout its history, PAL has been a highly-visible institution in the Cleveland area. As an independent program for youth, the Police Athletic League, Inc., has sought and received the involvement at the neighborhood level of businessmen, local service agencies, community service organizations, and the families of clients. PAL has been characterized by the community as a symbol of police involvement in other than purely apprehension and detection activities. The two full-time staff specialists, funded with IMPACT monies, recruited additional support for PAL from the School of Applied Social Sciences at Case Western Reserve University, and other neighborhood agencies. The PAL program concept and IMPACT involvement with PAL were publicized widely through the print and broadcast media. Although PAL successes in acquiring community support cannot be directly attributed to these publicity efforts, two accomplishments in the public relations/awareness area are noteworthy:

(1) PAL was able to raise funds from the community for equipment and operating expenses not funded through the IMPACT grant; and (2) PAL was able to recruit community volunteers who contributed to PAL Center activities throughout the IMPACT funding period.

Also relevant to PAL's success in achieving this objective are:

(1) the increase in referrals received from other agencies, as discussed above; (2) the Warner & Swasey employment training program; and (3) PAL's receipt of a grant award from the Martha Jennings Foundation to continue one of the project activities. The last two success indicators are discussed further under Phase II objectives.

2.2.2 PHASE II EXPANDED OBJECTIVES

Prior to discussion of the objectives themselves, the evaluation must address the changes which occurred in the PAL operating philosophy during Phase I, and which are key to understanding the Phase II objectives. The descriptive material included in the following paragraphs was extracted from the project Final Report, and reflects the PAL management learning process and management application of learned techniques to improve the overall conceptual structure of the PAL project.

Based upon analyses of cumulative data reflecting specific age groups of youth participating in the PAL process prior to and during the funding period, PAL found it necessary to re-structure project operations: In general, PAL had not been attracting a proportionate ratio of older youth (ages 16-21) to its programs as compared to the participation of younger age groups (8 to 15 years).

While PAL wished to continue providing meaningful leisure-time activities in a supportive, positive, and constructive manner to its youthful clients, it became apparent that the Centers faced certain limitations in their ability to attract and keep the interest of older age groups, due in part to:

1. The commitment to athletics as the primary vehicle for PAL modus operandi;
2. The fact that the majority of organized competitive area athletics were specifically designed for a younger age group;
3. The fact that due to certain age limitations constraints employed by affiliate athletic associations, with whom PAL had working agreements, an optimum number of youth could not participate in the majority of organized athletic competition. Therefore, any open areas of athletic competition became limited and provided outlets for only those youth who showed a special skill (boxing, basketball); and
4. The complexities of the human developmental process in terms of maturation and attendant changes in interests, priorities, and personal goals.

In view of these factors, PAL felt that a fundamental change was necessary in the PAL operating concept in order to fit the needs and life styles of target youth, especially those in the older age groups.

As a means of determining the scope and direction of changes necessary to better serve its client population, PAL professional staff collected data relative to special areas of interest, preferences, priorities and goal fantasies from youth who generally were representative of the society PAL is committed to serve. Data were acquired from:

1. Youth who were infrequent participants in PAL programs;
2. Youth who were regular participants in PAL programs;

3. Youth living in an area served by PAL, knew of the organization, but did not participate;
4. Youth who knew nothing of PAL;
5. Youth who felt PAL was for younger people; and
6. Youth who felt PAL could provide few opportunities other than athletic.

After assessing the data, PAL professional staff concluded that the majority of youth interviewed:

1. Had been having difficulty relating to traditional academe in the secondary level, and viewed most subject matter as meaningless in terms of its relevance to skill development necessary for job opportunity;
2. Revealed an alarming state of unpreparedness and/or lack of basic knowledge necessary for intelligent vocation selection;
3. Revealed a further lack in the basic academic skills of elementary mathematics and reading comprehension -- skills necessary for consideration in most vocations with a technical orientation;
4. Had difficulty in verbal communication and therefore lacked the ability to adequately express needs, desires or goals; and
5. Partially recognized their academic limitations, but were unaware of options available for personal growth or skill development necessary for meaningful employment opportunities.

Based upon these findings, PAL staff developed a new and innovative approach to more effectively attract and keep young people. The approach was based upon two Social Concepts: Social Athletic and Social Academic.

The two Social Concepts assume that a basic human need is Social acceptance, and that the pursuit of this acceptance is a primary motivating force and a major determinant in the development of a particular life style.

A second assumption is that relative to the degree of need for acceptance and identification, dependent variables (particular behavior patterns) become manifest in response to the influences of the social milieu to which an individual is subjected. The final assumption is that most children are "pulled" towards and remain in a general school experience because of the rewards and satisfaction they receive as a result of the experiences from either academics and/or athletics. And that the inability to achieve success in either one or both of the prevailing systems can cause the individual to express his frustration in an unacceptable manner.

The rationale then, for the PAL adoption of the Social Order concepts was to enhance PAL's effectiveness in providing young people with:

- A vehicle for participation in athletics for those who showed a special ability and who could further enhance their skills with PAL;
- A vehicle for exposure to athletics (on neutral ground) for those who generally had been denied the opportunity to participate elsewhere;
- A vehicle for opportunity to participate in athletics (on neutral ground) for those who previously viewed athletics as an endeavor to be avoided due to fears relative to failure to perform well;
- A vehicle for developing certain motor skills as a means of helping an individual attain a more positive self-concept through athletic accomplishments;
- An alternative to athletics for those who view athletics as non-rewarding and are more inclined towards the academic or the aesthetic; and
- A bridge for transition from athletics to academics or the aesthetic, to achieve a more effective balance and to afford opportunities for greater exposure and participation to an optimum number of youth.

It was not the intention or the purpose of PAL staff to provide an in-depth study on cause and effect relationships relative to problems generated by conditions within a system or society, but rather to develop a plan for positive action to deal with problems already manifest in the client population. The plan sought to provide meaningful and relevant learning experiences, necessary for more healthy personal growth and productivity potential development, to the target youth. The PAL staff saw utilization of a Behavioral Science mode, which was utilized in the development of the Social Athletic and Social Academic concepts, as the most effective approach to use in attempting to deal with problems of these youth.

In adopting a Behavioral Science design mode, PAL assumed a more professional aura towards its commitments and responsibilities within the community and towards its approach in helping young people to "discover" a world around them. The structure of the Phase II objectives, and the design of the methods employed to achieve the objectives, discussed below, clearly reflect this professionalism.

Utilize Extended PAL Hours Fully and to More Closely Approximate the Life Styles of Youth Served

PAL sought to achieve this objective by incorporating facilities and services of other community resources into the Project activities. Specifically, PAL sought to utilize the resources of the industrial and academic communities in order to capitalize on the uniqueness and diversity of the two systems in a combined effort to provide the necessary vehicle for the ultimate goal -- Educational and Vocational opportunity.

Believing that such uniqueness can best be fostered within a concept of "educational community," PAL professional staff conceived of a plan to develop a prototype "community" with the assistance of selected PAL staff and field study students from the Cleveland State University Urban Studies Coalition, whose purpose it was to assist an individual to develop his own set of educational or vocational goals and objectives in a realistic manner. The process was to lead to the creation of a more realistic self-evaluation and course-of-action program, designed to match each student's current life situation with specific insights as to educational needs tantamount to change, and to provide a more basic understanding of educational or vocational requirements. With the Behavioral Science mode concept and approach as a subject for discussion, PAL professional staff met with officers of the Warner & Swasey Co. of Cleveland, Ohio, a leader, and world wide manufacturer of machine tools and other related industry. Warner & Swasey agreed to join PAL in providing the opportunity for meaningful occupational utilization to qualified candidates from the PAL community. This project activity is discussed further under one of the subsequently presented objectives as a specific example of PAL program enrichment. It is introduced here because of its relevance to PAL's success in achieving participation of other community resources.

PAL also was successful in coordinating student placements within the project through its recruitment activities with SASS and CWRU which began during Phase I and which were explained briefly under the fourth Phase I objective. The students were felt to be in a position to offer

extended services with a professional approach and to offer specialized areas of expertise, i. e., group counseling, behavior modification, alternative lifestyles, etc.

Increase Range of Referral Services

Project data indicate that the PAL Project did not increase the number of clients referred to other social service agencies. During the Phase II period, only one client was referred for service (to another IMPACT project) because needed services were not available through PAL.

The lack of referral of PAL clients and their families should not be construed as a failure, however. The data do not indicate client referral requests, and this could be attributable to the expanded range of services available through the PAL Centers themselves.

Increase Usefulness of Informal Counseling, Crisis Intervention, and Youth Guidance Techniques

The method used to accomplish this objective was to upgrade and expand continuous training-in-counseling methodology for PAL staff. Project statistics indicate that formal training in counseling techniques concentrated upon Youth Leader Training, a total of 16 of whom received training, along with three other staff members. The training was delivered during 30 training sessions, which consumed a total of 104 hours.

Increase Attractiveness of PAL Programming to Target Youth

This was the objective upon which most of the Phase II activities focussed, in accordance with the changes in project concept designed to attract additional older youth populations. Perhaps the most attractive

of the Phase II programs was the Warner & Swasey Educational/Vocational Training project referenced above. This and other innovative projects are discussed below.

Warner & Swasey Project

Because of the unique nature of this project, the project documentation and the PAL/Warner & Swasey agreements are included in this report as Appendix C. Simply stated the project was designed to prepare qualified youth for meaningful careers by specialized training jointly provided by PAL and by Warner & Swasey. The project included both on-the-job and peripheral training, through a carefully designed approach which is detailed in Appendix C. A total of 70 applications were received from PAL clients as a result of the first announcement of the project. A selection process to determine those applicants who showed a potential for success in the pilot project was effected and through this process, PAL professional staff agreed that 21 applicants, by virtue of their own individual expressive styles, were most amenable to the PAL concept. The first results relative to this program are as follows:

1. Nine candidates placed with Warner & Swasey Co.
2. Six candidates as a result of the learning community experience, realized the need for additional skill development, and were placed in an appropriate educational atmosphere to develop skills needed.
3. Three candidates who as a result of the learning community began to develop their own insights as to needs, began to plan their own course of action with assistance of PAL professional staff and thereby enhance their own positions in current vocations.

4. Three candidates by attrition; no specific cause to determine the reason(s) for withdrawal could be made because of the lack of an exit interview necessary for a conclusion.

Job candidates who were placed with Warner & Swasey could look forward to development opportunities beyond the specific job training they received because of the diversification of the Warner & Swasey Co. The firm is able to offer wide areas of opportunity to all candidates who successfully complete the training programs. Upon completion, candidates are given the opportunity to expand upon their individual areas of special interest by participating in:

1. In-service-training relative to more specialized fields;
2. A tuition reimbursement plan to attend the local college or university of their choice toward an academic degree in an area of special interest; and
3. A tuition reimbursement plan in an adult education program relative to any technical education leading to certification in an area of special interest.

The initial machine operator training program as designed by the principal parties had an expected duration of between 60 to 90 days. Barring major constraints and problems, the training cycle was anticipated to begin again with new candidates and to become a continuous process throughout coming years.

Unfortunately, PAL was not able to implement this project until late in Phase II, due to the time required for project planning and design. However, the lack of "success/failure" data on project outcome with respect to individual client participatns does not preclude evaluation of the project's success by MBO criteria. The project was successfully planned

and developed, attracted participant interest, and was implemented as anticipated. The liaison developed by PAL with an industrial giant such as Warner & Swasey is perhaps the most valuable indicator of success.

Operation Discovery-75 -- An Innovative, Experiential Approach to New Vistas Through a Learning Process

PAL, since its inception consistently strived to achieve and maintain a high degree of excellence in all of its endeavors, whether on the field of athletics or in its educational programming. During Phase I operations, a concerted effort to provide youth clientele with more exposure to educational cultural pursuits in an "off campus" non-traditional manner, utilizing existing cultural and educational institutions as a resource, was effected. The principal purpose for this movement was to be able to provide youth clientele with more experiential types of learning situations which would be positive contrast for those youth having difficulty relating in the formalistic and traditional concept of public education.

Recognizing the existence of a multitude of social problems which face PAL youth clientele in terms of the growth and development of positive self-concept vs. role assumption as a means of survival, PAL continued to utilize certain principles of learning theory in an attempt to be better able to identify an individual's perceptual and expressive learning style, through which an individual could best function, relate, and be reached.

In an attempt to broaden the scope of PAL purpose, and to more effectively bridge the two concepts of athletic and academic, PAL professional staff assisted in the design, development and integration of a most unique

and innovative addition to current programming; that is the Science of Speleology, or Caving.

Speleology combines both athletics (in the form of a physical sport which is not limited to the concept of the "team") and academics in a completely experiential frame of reference, and cross sections almost every area of the Natural, Physical and Biological Sciences. Its scope and activity is not limited to male or female, but appeals to both sexes because of its wide opportunity for special interests.

As an adjunct to the main theme of providing the broadest scope of experiential educational programming, PAL, through the addition of this activity, extended a part of its recreational outlets for youth members to a year around physical activity, unlike others which are more seasonal in nature.

In addition, the program offers an atmosphere most conducive to:

1. More positive effects relative to guidance and counseling;
2. A stimulant to a more healthy emotional growth; and
3. Experiential exposure to interest in further education relative to the aforementioned sciences in a manner more meaningful to an individual's specific learning style.

To assist in the development of the program, PAL acquired the combined services of an individual who by occupation is a professional Social Worker, specializing in adolescent problems, and who is also a published expert in the Science of Speleology and a member of the National Society.

The immediate and ancillary benefits relative to healthy stimulation of interest in terms of ecological and scientific discovery goes without saying. As the caving program continued to develop, in terms of attracting young people to scientific inquiry, further utilization of local institutions such as the National Science Museum of Cleveland, were effected in order to more fully integrate theory and experience.

PAL Institutional Returnee Program

This program received 25 youth, who had been under the jurisdiction of the Ohio Youth Commission and juvenile court. The youth were placed in individual PAL centers to receive the following services:

1. Counseling and Guidance;
2. Athletic;
3. Academic; and
4. Educational and Vocational.

Deinstitutionalization of Status Offender Program

Pursuant to the new LEAA guidelines and focus on the captioned category, PAL has been on record in providing a needed service to this group of youth clientele since initial funding began.

Referrals are received from the juvenile court, police juvenile bureau, public school system and both private and public service agencies. Services provided to the "Status offender" include both individual and group counseling; educational alternative pursuits and vocational opportunities survey and placement.

PAL Satellite Center

As in the past, PAL continued to operate a satellite center on the far west side of Cleveland out of Charles Mooney Junior High School. The program is coordinated by an instructor who is the chief guidance counselor.

The satellite center served approximately 60 youth in activities related to:

1. Camping,
2. Canoeing,
3. Educational Trips,
4. Individual and Group Counseling, and
5. Family Crisis Intervention

Because of the success of the satellite program, a grant of \$1,500.00 was awarded through the Martha Jennings Foundation to continue the program.

In summary, PAL staff appear to have pursued this objective vigorously, and to have succeeded in broadening the range of activities attractive to youth.

Conceptualize Seasonal Programming Goals

PAL addressed the problem of attracting and holding youthful clients during the summer through this objective. Previous project data indicated that youth participation in Center activities during the summer was contingent upon a Center's ability to provide out-of-door activities to youth. To provide a comprehensive range of such activities the Cleveland State Urban Studies Coalition Program was utilized. Eight interns from the

coalition were hired as summer coordinators to plan and implement recreational camping educational and cultural programs. The duration of the summer program was 10 weeks commencing on June 24th and ending around the vicinity of August 28th. It was proposed and budgeted for the coordinators to work four to five hours per day, five days per week or any other combination of hours not exceeding 20 to 25 as the individual center supervisor deemed necessary for the most effective utilization of time and programming.

The total hours of Centers operations for the summer months were as follows:

Monday through Friday - 12:00 noon to 8:00 p. m.

Saturday - 12:00 noon to 4:00 p. m. or 4:00 p. m. to 8:00 p. m.

Table 2-2 presents a list of the activities provided by the PAL Centers under the summertime program.

The actual number of members and youth from other community agencies that participated in the above summer programs was 3498.

PAL also had the opportunity to utilize 50 youth from the SNYC Program (Summer Youth Employment Program) for a summer employment within PAL Centers. The youth employed were sophomore through senior high age and were trained as monitors and youth aides under the supervision of the Centers program coordinators.

TABLE 2-2

SUMMERTIME ACTIVITIES AND PROGRAMS

CULTURAL AND EDUCATIONAL

Museum of Natural History
Art Museum
Crawford Automobile-Aviation Museum
Museum of Health
Afro-American Cultural and Historical Society
Arts and Crafts

RECREATIONAL

Swimming	Ping-Pong
Boating	Pool
Hiking	Horse Shoes
Camping	Badminton
Bicycle Rides	Volley Ball

ATHLETICS

Boxing
Baseball
Basketball
Football

OUTING AND AMUSEMENT PARKS

Cleveland Zoo	Ohio State Fair
Cleveland Indians	Punderson Lake
Cedar Point	Findley
Geauga Lake	Blossom Center
Kings Island	Kelleys Island

The youth employed under SNYC were used in the following functional capacities:

- Educational Aides
- Recreational Aids
- Clerical Aides
- Maintenance Aides
- Custodial Aides

The SYNC program was funded by the U.S. Labor Department, and administered by the Cleveland Board of Education. The students' rate of pay was \$2.00 per hour at a maximum of 20 hours a week.

During the first quarter of Phase II Arts and Crafts workshops were held twice a week by a professional art director with an A.B. Degree in Art History to assist PAL staff in the development of an upgraded crafts program. The workshops were instrumental in developing a comprehensive program. The enrollment increased 25 percent due to programmatic changes and techniques used in program implementation.

In summary, the objective of improving summer programming appears to have been addressed and achieved by the PAL project.

SECTION III
SUMMARY AND CONCLUSIONS

SECTION III
SUMMARY AND CONCLUSIONS

The principal goal of the Police Athletic League (PAL) Project was to provide legitimate and constructive leisure-time activities to occupy the time of delinquent and potentially-delinquent youth. The central Project hypothesis, stated in Section I, postulated that this multi-service program would, directly or indirectly, reduce crime and recidivism among the target youth who were involved in PAL Center activities.

The validation of such a causal "if-then" linkage is not possible for two reasons. First, it would have required a highly sophisticated client-specific data collection effort, in addition to the DCI and PSR, in order to determine the extent of research contamination by outside or uncontrollable influences. A data collection effort at this level of detail was not within the scope of the Project's record-keeping functions and capabilities. Further, such an effort might compromise the confidential relationship established between many of the PAL clients and the police officers who work with these clients. Second, baseline data from a control group composed of the same target population as the PAL Project would be necessary to determine whether and to what extent the Project had any effect on the target population. Such baseline data was not available for this purpose.

The Cleveland IMPACT Cities Program not only addresses itself to the problem of specific crimes, but also to the problem of the people who commit those crimes. Since the required data are not available, judgments regarding the Project's direct success in reducing crimes by the target

population would be speculative. However, the overall results obtained by the PAL Project were indeed substantial. The most significant result was in the target population served. The PAL Centers extended services to nearly 3000 clients during the IMPACT funding period. Services also were provided, of course, to clients who were enrolled prior to the start of IMPACT funding. On the average, the Centers' total client population per month over the funding period was approximately 4105 youth.

The Project, in general, was highly successful in reaching its target population. At the end of IMPACT funding, almost 92 percent of the PAL clientele were in the age group 9 through 19, the same age group most frequently arrested for IMPACT crimes and for IMPACT and non-IMPACT delinquency offenses. PAL also had succeeded in attracting a total of 201 youth age 20 or older, in accordance with its Phase II objectives of broadening the age range of the target group. The PAL staff also demonstrated local success in addressing and resolving personnel problems within the Project, in generating community-based support, and in cooperating with other institutional and community youth-serving agencies.

Perhaps the most important achievement of the PAL Project during its period of IMPACT funding was the broadening and refinement of the conceptual framework within which the Centers operate. Often, projects

which have been in existence for many years operating successfully under a limited, although meaningful, philosophy, are resistant to change and innovation. PAL management, on the other hand, actively promoted innovation and conceptual realignment, basing project changes upon careful empirical and theoretical research. IMPACT funding provided the vehicle for such change.

There is little doubt that PAL will continue to be a viable community project. As of this time, this project, due to its excellent performance, is being reviewed for inclusion in an overall grant being prepared by the CJCC. It is hoped that this project will add the recreational component of an overall juvenile program. PAL has also received a number of requests for operation of PAL Centers in the Cuyahoga Metropolitan Housing Association Estates wherein both the Project and the CMHA will share in the expenses while the buildings will be prepared solely for the purposes of PAL operations. With the establishment of the working relationship with CMHA, some of the older PAL Centers would be closed down in favor of the newer, larger and more modern CMHA Estate areas. This will not diminish the effect of the PAL operation as the CMHA Estates are generally in the center of the high-population, high-crime areas. The project also will continue to seek additional solicitation and fund-raising benefits.

APPENDIX A

PROJECT DATA COLLECTION INSTRUMENTS

SECTION I:

PROJECT DATA COLLECTION INSTRUMENT

POLICE ATHLETIC LEAGUE

1. Project Sequence - (1-7)

Card Number (8-11)

2. Report Period Ending Month
 Day
 Year (12-17)

3. Length of Reporting
Period in Calendar Days
(Right Justify) (18-20)

Address and Telephone of PAL Center Reporting: _____

4. Total Number of Youths
in your PAL Center Program
during this Reporting Period
(Right Justify) (21-24)

5. Total Number of Hours
your PAL Center remained
Open During this Reporting
Period (Right Justify)

(25-28)

6. Total Number of Hours
Spent in Your Center
Counseling Youths During
this Reporting Period, in
the Following Situations
(Right Justify):

Individual

(29-32)

Small Groups

(33-36)

Other (specify) _____

(37-40)

7. Total Number of Home
Visits During this
Reporting Period (Right
Justify)

(41-43)

8. Total Number of Referrals
Made by your Center During
this Reporting Period

(44-46)

9. Reasons for Referrals During this Reporting Period and Number of Referrals (Indicate up to Three Reasons and Referrals, Right Justify).

Reason	No. Referrals			
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(47-50)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(51-54)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(55-58)

Reason Codes:

1 - This Center's Services Not Appropriate to Youth's Needs.

2 - Youth Not Satisfied with this Center's Services.

3 - Services Needed by the Youth are Not Available.

4 - Other (specify): _____

5 - Other (specify): _____

6 - Other (specify): _____

APPENDIX B

PROJECT PERFORMANCE STATUS REPORT

CLEVELAND IMPACT
PERFORMANCE STATUS REPORT

Project: POLICE ATHLETIC LEAGUE

Reporting Period (Month): _____

Center: _____

A. Client Intake Information

1) Number of clients enrolled in project (memberships) at end of reporting period:

Under 9 Years of Age _____
 9 Through 19 Years of Age _____
 20 Years and Over _____
 Total _____

2) Number of additional youth enrolled in project during this period:

	New	Returned
Under 9 Years of Age	_____	_____
9 Through 19 Years of Age	_____	_____
20 Years and Over	_____	_____
Total	_____	_____

3) Number of "new" clients enrolled during this period who were referred by:

Juvenile Court _____ School _____
 CPD Juvenile Unit _____ Church _____
 IMPACT Youth Outreach Project _____
 IMPACT Street Academy Project _____
 Other IMPACT Project _____
 Community Agency/Project _____
 Walk-In _____ Other (specify) _____

4) Number of clients who exited the project during this period:

Satisfactory Experience _____
 Unsatisfactory Performance _____
 Dropped Out _____
 Referred to Another IMPACT Project _____
 Referred to Community Agency/Project _____
 Other (list all significant reasons) _____
 Total clients who exited _____

B. Worker Information

1) Project staff employed at end of period:

	No. of Workers	No. of Hours
Police Officers	_____	_____
Program Assistants	_____	_____
Youth Aides	_____	_____
Other Project Staff	_____	_____
Total Project Staff	_____	_____

2) Number of community volunteers at end of period: _____

3) Youth Leader Training Program (in-service training) during this period:

	No. of Workers	No. of Sessions	No. of Hours
Police Officers	_____	_____	_____
Program Assistants	_____	_____	_____
Youth Aides	_____	_____	_____
Other Staff	_____	_____	_____
Community Volunteers	_____	_____	_____

C. Fiscal Information

1) Project funds expended during this reporting period: _____

D. Activity Information

1) Use of Center's services during this period:

Number of actual clients using Center _____

Head-count of clients using Center _____

Number of non-clients (non-members) using Center _____

2) Total number of hours Center remained open and in operation during this reporting period: _____

3) Recreational services provided during this period:

Service	No. of Youth		No. of Staff	No. of Sessions	No. of Hours
	Actual/Head-Count				
Gym	_____	_____	_____	_____	_____
Sports (Actual Games)	_____	_____	_____	_____	_____
Social Activities	_____	_____	_____	_____	_____
Field Trips:					
Athletic Events	_____	_____	_____	_____	_____
Cultural/Educational	_____	_____	_____	_____	_____
Camping/Outings	_____	_____	_____	_____	_____
Arts and Crafts	_____	_____	_____	_____	_____
Swimming	_____	_____	_____	_____	_____
Game Room	_____	_____	_____	_____	_____
List other significant services:					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
All other	_____	_____	_____	_____	_____

Number of police officers involved in providing recreational services: _____

Number of program assistants involved in providing recreational services: _____

Number of youth aides involved in providing recreational services: _____

Number of community volunteers involved in providing recreational services: _____

4) Counseling services provided during this period:

	Individual	Group	Family
Number of clients	_____	_____	_____
Number of police officers	_____	_____	_____
Number of program assistants	_____	_____	_____
Number of youth aides	_____	_____	_____
Number of other staff	_____	_____	_____
Number of community volunteers	_____	_____	_____
Number of sessions	_____	_____	_____
Number of hours	_____	_____	_____

5) Home visits during this period:

	Total	Counseling Only
Number of clients	_____	_____
Number of visits	_____	_____
Number of hours	_____	_____
Number of police officers	_____	_____
Number of program assistants	_____	_____
Number of youth aides	_____	_____
Number of other staff	_____	_____
Number of community volunteers	_____	_____

6) Educational activities provided during this period

	Drug	V.D.	Other (specify)
Number of clients	_____	_____	_____
Number of police officers	_____	_____	_____
Number of program assistants	_____	_____	_____
Number of youth aides	_____	_____	_____
Number of other staff	_____	_____	_____
Number of community volunteers	_____	_____	_____
Number of sessions	_____	_____	_____
Number of hours	_____	_____	_____

7) Number of referrals made during this period

Reason	Other IMPACT Project	Community Agency/Project
Services not available	_____	_____
Youth not satisfied with services	_____	_____
Other (list all other significant reasons)	_____	_____

8) Contact with other youth-servicing agencies during this period.

	No. of Other Agency Staff	No. of Project Staff	No. of Sessions	No. of Hours
Other IMPACT Projects (direct contact)	_____	_____	_____	_____
IMPACT Area Coordinators	_____	_____	_____	_____
Community Information Offices	_____	_____	_____	_____
Neighborhood Groups	_____	_____	_____	_____

E. Client Status Information

- 1) Number of clients at the end of this period who are:
 - In School _____
 - Employed _____
 - In School and Employed _____
 - Not in School and Not Employed _____

- 2) Number of clients who returned to school during this period:
 - Employed _____ Unemployed _____

- 3) Number of clients who obtained employment during this period:
 - In School _____ Not in School _____

Project: _____

IMPACT: _____

APPENDIX C

PAL - WARNER & SWASEY CO.

EDUCATIONAL/VOCATIONAL PROJECT



POLICE ATHLETIC LEAGUE / 3481 FULTON ROAD
CLEVELAND, OHIO 44109

749-3850 - 51

LIEUTENANT GEORGE E. TRAMMELL
PRESIDENT

SERGEANT FREDERICK J. STAUFFER
DIRECTOR

August 21, 1974

To: James H. Grant, Manager
Personnel Development
Warner & Swasey Company

Re: P.A.L.'s role and functions relative to Training Candidates
Program

Pursuant to our conversations and developmental meetings of July 30, 1974 and subsequent discussions relative to Training Candidates Program, P.A.L. sees its basic roles and functions as follows:

- A. To provide opportunity for youth from within the P.A.L. community for career exploration within the industrial community as a means of helping them to be better able to make objective decisions relative to occupational alternatives and endeavors through an educational process.
- B. To interview and select interested and qualified candidates for consideration by Warner & Swasey Co. as selectees for TMD training program, utilizing the employees selection criteria as outlined in the guideline memorandum dated August 5, 1974.
- C. To complement the Warner & Swasey Co. role and functions, P.A.L. will provide additional educational input in the form of ongoing classroom activities, relative and incidental to the nature of curriculum as outlined by the employer.
- D. To provide for additional input in terms of guidance counselling both individual and group designed to develop and enhance the opportunity for healthy personal growth, utilizing the current accepted techniques of Behavioral Science and Organizational Behavior.

Listed below are some functions and responsibilities of

Member National Police Conference on P.A.L. and Youth Activities

A NON-PROFIT ORGANIZATION DEVOTED TO THE DEVELOPMENT OF YOUTH





POLICE ATHLETIC LEAGUE / 3481 FULTON ROAD CLEVELAND, OHIO 44109

749-3850 - 51

LIEUTENANT GEORGE E. TRAMMELL
PRESIDENT

SERGEANT FREDERICK J. STAUFFER
DIRECTOR

the guidance counselor.

1. The counselor shall aid in the selection and screening of clients.
2. He shall develop an orientation program for clients and parents to make the transition to the work study program as smooth as possible.
3. He shall develop and maintain a cumulative record for each client, containing basic information regarding home background, aptitudes, abilities, previous achievement and progress in the work study program.
4. He shall have the key responsibility for counseling. The counselor will be available to discuss with the client any problems that arise in school, at work or in the home.
5. The counselor for the Warner & Swasey work study program shall organize group guidance sessions. He shall arrange special programs, field trips and other activities to give clients a realistic contact with educational and career opportunities.
6. The counselor will aid the student in curriculum planning and assist those clients who have special learning and instructional problems.
7. The counselor will work closely with Warner & Swasey personnel in making the work study program function efficiently. Periodic meetings should be held with Warner & Swasey staff to determine how to upgrade the program and to solve any problems that may arise.
8. The counselor shall make home visitations to discuss the work study program with the clients' family.
9. Periodic evaluation reports should be made of the clients and the work study program by the counselor.



Member National Police Conference on P.A.L. and Youth Activities

A NON-PROFIT ORGANIZATION DEVOTED TO THE DEVELOPMENT OF YOUTH



POLICE ATHLETIC LEAGUE / 3481 FULTON ROAD
CLEVELAND, OH 44109

749-3850

LIEUTENANT GEORGE E. TRAMMELL
PRESIDENT

SERGEANT FREDERICK J. STAUFFER
DIRECTOR

- E. To further supplement and enhance the program, P.A.L. will attempt to utilize appropriate community resources and institutions in the Greater Cleveland area by inviting individuals who possess certain expertise in various fields to provide input all relative to the scope and nature of the curriculum as outlined by the employer, in order to broaden the candidate's scope of understanding himself in relation to his society and system which influence him.
- F. To accomplish the aforementioned roles and functions, P.A.L. will provide time and space utilizing its own facilities and tentatively scheduled for three half-days per week: Monday, Wednesday, and Friday from 1:30 to 3:30 p.m.
- G. To furnish transportation from time to time and as deemed necessary for the purpose of commuting candidates from Warner & Swasey Co. to educational pursuits considered necessary and incidental to the success of the program.

Sincerely,

Ronald Balas
Director of Staff Development & Training



Member National Police Conference on P.A.L. and Youth Activities

A NON-PROFIT ORGANIZATION DEVOTED TO THE DEVELOPMENT OF YOUTH

Responsibilities of the Warner & Swasey
Turning Machine Division in the PAL/W&S
Machine Operator Training Program

PREPARED BY

J. H. GRANT
MANAGER, PERSONNEL DEVELOPMENT

APPROVED BY

J. W. O'BRIEN
DIRECTOR, INDUSTRIAL RELATIONS

R. D. ERICKSON
VICE PRESIDENT AND GENERAL MANAGER

AUGUST 20, 1974
TURNING MACHINE DIVISION
WARNER & SWASEY COMPANY

RESPONSIBILITIES OF THE WARNER & SWASEY'S
TURNING MACHINE DIVISION IN THE PAL/W&S
MACHINE OPERATOR TRAINING PROGRAM

This statement represents the overall commitment and responsibilities of the Warner & Swasey Turning Machine Division in a joint effort with the Cleveland Police Athletic League to conduct a Machine Operator Training Program for youngsters of the PAL community.

I. Program Objectives

- A. To successfully recruit and train 15 qualified youngsters from the PAL community to be competently qualified for employment as Machine Operators with the Turning Machine Division.
- B. To provide a sound career opportunity for local PAL youngsters.

II. Program Timetable

- | | |
|--------------------------|--------------------|
| A. Recruiting and Screen | September 2, 1974 |
| B. Formal Training | September 16, 1974 |
| C. Graduation | December 13, 1974 |
| D. Employment | December 16, 1974 |

III. Key Program Participants from TMD

- | | |
|--------------------------|--------------------------------|
| A. Mr. J. W. O'Brien - | Director, Industrial Relations |
| B. Mr. J. H. Grant - | Manager, Personnel Development |
| C. Mr. F. L. Schmidt | Manager, Hourly Personnel |
| D. Mr. A. J. Sanderson - | I. R. Specialist |
| E. Mr. N. A. Oriti | Training Coordinator |

The overall approval for and management of this program as far as the Turning Machine Division is concerned rests with the Director of Industrial Relations.

IV. Hourly Personnel Department's Responsibilities

A. Department Personnel

1. Manager - Fred Schmidt

The Manager will coordinate all recruiting and employment activities of the program, coach and counsel trainees when required, evaluate and recommend changes as the program progresses.

2. I. R. Specialist - Al Sanderson

The I. R. Specialist will participate as required in all recruiting and employment activities of the program, provide career coach and counseling for trainees on an individual basis when required, evaluate and recommend changes as the program progresses.

B. Responsibility - Recruiting and Sign-Up

1. Provide PAL leaders with screening criteria to be used in recruiting PAL candidates. This has been completed. - 8/6/74.

2. Screen and select qualified PAL candidates to participate in training program.

To begin first week of September.

3. Schedule all qualified candidates for physical exams with Plant Physician.

4. Sign-up all candidates who successfully pass their physical exam. Put these individuals on TMD payroll as part-time employees.

5. Setup files and maintain necessary records for PAL trainees for future records as full time employees.

6. Provide career coaching and counseling for trainees either on a group or individual basis as requested.

7. Evaluate and recommend changes to the program as it progresses.

IV. (continued)

C. Responsibility - Employment

1. Upon recommendation by the Training Coordinator and through their own documentation provide job interviews for all trainees who successfully graduate from the training program.
2. Schedule job interviews with department foremen for positions the trainees are best qualified for.
3. Coach trainees requiring same in preparation for a job interview with foremen.
4. Upon satisfactory interviews with full time employment offers sign-up all trainees who have satisfactorily met the qualifications.
5. Recommend whether the program should be continued in the future based upon evaluation of its success.
6. Participate in orientation program for trainees during their first day of full time employment.

V. Manufacturing's Responsibilities

While the trainees attended formal training at the Turning Machine Division facilities the Manufacturing function will compensate them at an hourly rate of \$2.25.

VI. Personnel Development Department's Responsibilities

A. Department Personnel

1. Manager - Jim Grant

The Manager will develop the proposal and obtain necessary approval, participate during all initial phases of the program with PAL, coordinate the orientation program and evaluate the progress of the program to insure success.

2. Training Coordinator - Nick Oriti

The Training Coordinator will carry out all TMD training and related activities, maintain necessary records on each trainee, communicate progress reports on the program and trainees to the proper individuals, recommend trainees for full time employment and coach and counsel trainees.

B. Responsibility - Program Liaison

1. Propose and submit for approval the Turning Machine Division's overall responsibilities to this PAL/W&S training program.
2. Participate with PAL leaders to insure this program is developed and implemented in an effective and successful manner.
3. Communicate the progress and success of TMD's portion of the program to the proper individuals at TMD and PAL.

C. Responsibility - Train PAL Trainees

1. Prepare and coordinate a first day "Welcome Aboard" orientation program for trainees. Participants to include PAL leaders and TMD personnel active in the program.
2. Carry out all phases of the Machine Operator Training Program to be conducted at TMD facilities.
3. Provide career coaching and counseling for trainees to assist them in their personal development.

VI. (continued)

5. Provide constructive discipline for trainees when required.
6. Issue pay checks each Friday noon.
7. Make a concerted effort to insure all trainees successfully graduate from the program.

D. Responsibility - Recommend for Employment

1. Recommend to hourly personnel all trainees who have successfully met the requirements for Machine Operator positions.
2. Recommend whether this program should be continued in the future based upon its success.

VII. Curriculum

A. Scope and Nature

This curriculum is designed to provide all the necessary skills required for an individual to qualify for a semi-skilled production type machine operator position. It will be considered that the trainees have a basic math background and no formal training or knowledge of the vocational arts as they apply to the machining of metal.

The types of educational experiences that are to be utilized in this curriculum are listed below:

Formal Classroom Instruction
Seminar - Open Discussion
Hands - On Workshop
On-The-Job Training
Counseling

Group Basis
Individual Basis

B. Content of Curriculum

1. Manufacturing Fundamentals

<u>Subject</u>	<u>Clock Hours</u>
a. Machine Shop Mathematics	30
b. Machine Shop Blueprint Reading	22
c. Manufacturing Aides & Forms (Set up cards, OP sheets, etc.)	4 12
d. Precision Measurement	8
e. Plant and Personal Safety	8
f. Fundamentals of Machine Operation	16
- Basic Nomenclature	
- Feeds and Speeds	
- Machine Application	
Total	<u>92</u>

2. Machine Operation Training

<u>Machines</u>	<u>Clock Hours</u>
a. Milling Machine	20
b. Radial Drill	20
c. Sensitive Drill	8
d. Turret Lathe	40
e. Automatic Turret Lathe	20
Total	<u>108</u>

3. On-The-Job Training 20

4. Coaching and Counseling 20

Grand Total 240 Hours

C. Daily Schedule at TMD

- 8:00 a.m. to 12:00 p.m. - Instruction - TMD
- 12:00 p.m. to 12:30 p.m. - Lunch - TMD
- 12:30 p.m. to 1:00 p.m. - Transport to PAL
Headquarters - PAL
- 1:00 p.m. to 3:00 p.m. - Instruction - PAL