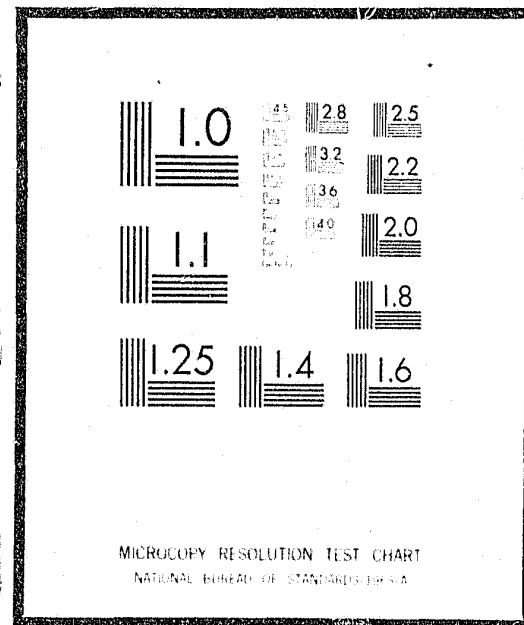


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UPDATE EVALUATION REPORT FOR THE YOUTH SERVICES COMMISSION
The City of Philadelphia-(Subgrant #PH-74-C-B1-5-298)

Submitted by: R. C. Gulezian
February 27, 1976

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This report constitutes a followup of the Revised Refunding Report, dated October 21, 1975, submitted by this evaluator. The contract period for which this report applies extends from November, 1974 through January, 1976. The Commission is currently operating under a second LEAA subgrant (FED. DISC. #76-ED-03-0001) for capacity building purposes which applies to the funding period August, 1975 through July, 1976. The present evaluator also serves as evaluator for this subgrant, but under a separate contract. Since the capacity building grant is an integral part of the Commission's activity under the regular subgrant, the two will be treated together in this report. Where possible, components of the capacity building grant will be isolated in the discussion.

The main criticism detailed in the Refunding Report was that the operations of the Commission were poorly organized and that requisite preliminary work, planning, and coordination of activities was sorely lacking. At that time, it was not clear what the Commission intended to do, both conceptually and operationally. Based upon the results of the previous evaluation report, three meetings of the Juvenile Justice Task Force of the Regional Council, and numerous meetings between the Commission staff and that of the Regional Council agreement was reached regarding a set of operational goals to be used to guide the Commission in its future activity. The results of the staffs' efforts during the period December through January culminated in the present subgrant application (#PH-75-C-4B-5-450) which was conditionally approved by the Regional Council and is subject to approval by the Governor's Justice Commission on March 1. In addition to activities associated with the Discretionary Subgrant, the Commission has been engaged during the last month in fulfilling the goals spelled-out in the current subgrant application.

Commissioners. More commissioners than in the past are taking an active role in the activities of the Commission. Most of this centers around the activities of the Executive and Personnel Committees. There appears to be explicit recognition of the need for greater commissioner awareness and involvement regarding the activities of the staff. No mechanism for determining overall Commission policy based upon staff input has been developed to date, however. Greater knowledge and sustained involvement on the part of the commissioners regarding Commission goals and activities is necessary.

The long-standing proxy voting issue is unresolved to date. The issue has been addressed at Commission meetings since the last report, and a decision was made to seek the position of the Attorney General regarding

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the status of the Commission on the issue as it relates to continued funding. The exact status of the proxy issue at the present time is not known by this evaluator.

Staff. The Commission staff is presently comprised of the following filled positions:

Executive Director
Director of Research & Evaluation
3 Research Associates
2 Research Assistants
2 Planners or Program Analysts
Field Coordinator
Office Manager
Executive Secretary
Information Specialist
4 Clerical and Stenographic
Special Project

Two research associates, the two research assistants, the executive secretary and the information specialist were hired since the last report. A director of field operations has been hired and will assume the position on March 1. The position of Director of Planning has remained unfilled since the last report. It is assumed that this position is to be handled by the Director of Field Operations until a planning director is hired. Other positions yet to be filled are a director of administration and finance, a systems analyst, and two field coordinators.

Members of the planning staff are presently engaged in activities which are aimed at describing the process flow of youth through the current system of services provided by the Police Department, the Courts, and the Board of Education. In addition, the extent to which these institutions will contribute to the operations of the Youth Service Commission is to be established. A detailed schedule of implementation goals has been prepared by the planning staff and initial contacts have been made. Ultimately, the planning staff is to utilize the information obtained in conjunction with information from the research and evaluation staff in order to develop an operational plan which is to serve as a blueprint of Commission activities and goals for the 15 month period beginning July 1. The plan is to provide the basis for a Youth Service system and will delineate requisite details necessary to launch a pilot intake, screening, and referral operation at this time. At this time, it is not clear how the planning function is to utilize data collected by research and evaluation in order to develop the plan.

Members of the research and evaluation staff are presently undertaking the following activities:

- (1) a survey of youth serving programs and agencies
- (2) a needs analysis by surveying youth within the public, private, and parochial school systems
- (3) a survey of professionals dealing with youth problems
- (4) a literature search
- (5) documentation of all existing sources of data on City youth

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With respect to the survey of agencies and youth programs a questionnaire has been developed and printed and a sampling frame has been delineated. The information from this survey is to serve two purposes (1) as input into the development of an operational plan, and (2) as the basis for a data bank of agencies and programs which is to be employed by field personnel for referral purposes once an intake, screening, and referral system becomes operational.

It is anticipated that a directory will be developed on a contracted basis with a private firm, based upon an internally developed coding format. Based upon a proposal submitted by an independent contractor and discussions with research staff members, the update capability of the proposed system is not clearly delineated. Whether this applies to the addition and/or substitution of agencies and programs conforming to a fixed format or to the addition of information which is supplemented to the initial survey information should be considered in greater detail. The required computer component for purposes of data analysis is also to be considered on a contracted basis. A specific internal format for data analysis has not been documented to date.

The needs survey is directed toward determining actual youth perceptions, needs, and attitudes regarding various problem areas. At present, a questionnaire has been developed and arrangements are being made to administer the survey to school youth. Documentation regarding specific methods of data analysis and the manner in which the survey results are to be used is not available to date. Further contact between the evaluator and the research staff is anticipated in order to make a more specific determination regarding the way in which the survey results are to be analyzed and used as input in documenting youth problems for planning and decision-making purposes. The initial reaction to the needs survey is that the questionnaire is quite lengthy and that information obtained from the anticipated pilot should be scrutinized carefully before additional plans regarding the needs survey are made.

The development of statistical measures to be used as the basis for establishing an ongoing monitoring system of the condition of City youth has not been initiated to date. The evaluator has been advised that this will take place after an advisory board of professionals is convened and corresponding recommendations are obtained. All data collected and analyzed by the research and evaluation staff is to be used to make assessments regarding the scope of services to youth and problem areas to be corrected through the implementation of a youth service system.

The three surveys to be conducted by research and evaluation are funded under the federal discretionary grant. Also under this grant is the responsibility for the design and development of an evaluation system for youth projects, programs, and agencies. It is anticipated that this shall begin after the results of the program and agency survey are compiled. There is, however, a current need to consider project evaluation which relates to present plans of the Commission to undertake various demonstration projects. Evaluative criteria should be built-in to the project performance at the outset of each such project. This was not the case for the youth employment project funded by the William Penn

Foundation. Although an evaluation was performed, as a demonstration project is was not designed with predesignated criteria which relate to the overall objectives of the Commission. Details regarding the youth employment project appear in the previous refunding report. The extent to which the results of the project are to be used in future Commission activities will be evaluated after the last report is prepared by the staff. To date, it is not clear whether another such project will be administered this year.

Plans for the development of a computer activity which were outlined in the previous refunding report have been abandoned. As mentioned earlier, new plans are being formulated by research and evaluation to contract for computer services. At present, documentation of all computer needs of the Commission is not available.

Another objective contained within the discretionary grant is that of public education and citizen participation. Much of this is to be accomplished through the newly hired information specialist. It is too early at this time to determine the impact of this activity upon the overall objectives of the Commission.

Other plans and activities of the Commission staff to date include:

- (1) Parent Councils
- (2) Development of family services projects
- (3) Coordination of various girls clubs activities
- (4) South Philadelphia Conference of Agencies
- (5) Planning Network for Youth Study Center Alternatives
- (6) Urban League Juvenile Justice Task Force
- (7) Health & Welfare Committee for Coordinated Services to Children in Their Own Homes
- (8) Sports Camp demonstration project
- (9) Neighborhood forums in conjunction with Temple University School of Social Administration
- (10) City-Wide Athletic Association
- (11) Multi-Agency Polydrug Program

Some documentation of the nature of the above plans and activities does exist, however, it has not yet been made explicitly clear how each relates to the complete system to be developed by the Commission staff.

Concluding Remarks. Overall there appears to be greater definition of staff responsibilities during the last month. Greater efforts must still be undertaken to coordinate and unify the activities of the individual staff members. Although greater documentation of staff activities exists there is a need for further documentation, especially in terms of the interrelationships among the various activities within the staff. Most importantly, there should be greater delineation of the manner in which collected data is to be analyzed and used; how collected data is to be incorporated into the planning and system development process is unclear. Moreover, there does not appear to be a clear distinction between the concept of an intake, screening and referral system and a "youth services system". A more active role on the part of the commissioners in the operations of the Commission is essential.

SUMMARY OF REFUNDING EVALUATION REPORT FOR THE YOUTH SERVICES COMMISSION

Subgrant # PH-74-G-B1-S-298

Submitted by: R. C. Gulezian
October 21, 1975

As a whole, the Commission is active in its attempt to meet project goals. Much of this activity can be attributed to a small number of Commissioners, and members of the project staff. The staff is beset with certain organizational difficulties which have hampered its progress. This is true, primarily with respect to the fact that organizational lines of authority, which were formulated in February, are not operational. Greater coordination among the activities of staff members is necessary also. Since new personnel for two key positions are now required, a fully operational staff organization is not available at present. Until the positions of director of planning and computers and systems are filled, a serious gap in the organization exists.

No measurable data is available from the project to date. The available output which is tangible takes the form of a summer employment program which is presently to be evaluated, and a comprehensive plan for youth services. Problems exist with respect to the employment program in terms of accountability and control over the participating agencies. The Comprehensive Plan which was recently completed is a fragmented document which is too general and vague to provide any substantive information or set of procedures that can be useful in order to cope with the youth services problem. The document does cite many pieces of the problem, however, much additional work must be undertaken in order to provide a useful plan. Moreover, the pieces could apply to any large city and are never directly related to the specific youth servicing system in Philadelphia, nor to the criminal justice system in the City.

Other activities are being undertaken by the Commission, and are at various stages of development. Two pilots of an intake, screening and referral system are in the planning stage. Many of the accompanying procedures, especially those associated with a needed computerized information system, need further development. Information regarding youth needs is to be collected. This is to be based upon specific forms of survey information.

The evaluation of this project has been an extremely difficult task, due to the fact that documentation of staff activity is fragmented and incomplete. This is coupled with the fact that, in the absence of a well prepared and thought-out plan or blueprint of goals and activities, there exists no solid basis upon which to determine what the Commission actually intends to do and how it is to be done.

Very little work of any substance has been directed toward the specific powers and duties delineated by Bill 824, which is the basis for the Commission's existence.

(a) With regard to the responsibility of serving as an intake, screening

and referral agency plans have been stated in terms of the development of an agency inventory and the initiation of two pilot regional bureaus or centers. Nowhere, however, does there exist documentation regarding specific input from the Juvenile Court Intake, the Police Department's remedial function, the schools, and other social agencies. Apparently, an initial contact has been made with Family Court, however, no outcome of the contact is available, nor is there any documentation regarding the Courts specific role. With respect to the Police Department, no evidence is available. Some contact has been made with the School Board, however, it has not been possible to determine the role of the schools in the Commission's planning. Specific details regarding the passage of a youth through the YSC system, based upon any type of referral, are not available.

- (b) With respect to the responsibility of serving as a planning agency which coordinates existing services and recommends new services, no information of a useful nature has been collected in order to systematically deal with the problem. Furthermore, no operational plan for YSC activities has been developed.
- (c) An activity report regarding the functions of the research and evaluation component has been developed, along with a corresponding schedule for the coming year. No specific methodology for analyzing or using any collected data has been developed.

The most important point to note, however, is that the role of research and evaluation has not clearly been established, especially as it is to relate to the planning function and field operation. No details regarding the manner in which LLAA funded projects are to be appraised, is available to date.

The following represents a list of recommendations, based upon the evaluator's observations, which seem necessary to follow in order for the Commission to achieve its goals.

- (1) Efforts should be made in order to involve all commissioners in the actual operation of the Commission, rather than just attendance at regularly scheduled meetings. The manner in which resources represented by commissioner affiliations can be contributed to the Commission should be explored, and developed where possible.
- (2) A well selected group of commissioners should be chosen and entrusted with the responsibility of appraising the performance of the staff on a regular basis. Procedures necessary to hold the staff accountable for specific performance should be instituted.
- (3) Efforts made in order to maximize the contribution of the Youth Advisory Council should be entrusted to the commissioner with the responsibility to follow through on Commission intentions and recommendations regarding the Council.
- (4) In order to facilitate better understanding, the roles and duties of the key staff positions should be fully delineated and communi-

cated throughout the staff.

- (5) Based upon the delineation of roles and duties, stricter lines of authority should be drawn. In addition, greater coordination of the main staff activities should be instituted.
- (6) Definite reporting procedures should be developed which provide written documentation of the detailed progress of the staff on a periodic basis.
- (7) A central filing system should be instituted which would house all documents produced by staff and commissioners, so that a definite chronology of activities and work effort is available.
- (8) Greater emphasis should be placed upon the role of research in the planning process. As part of the research function, an on-going monitoring system of all aspects of the state of youth throughout the City should be instituted. Specific and meaningful measures must be defined and developed associated with each aspect of the condition of youth. This should include all agency and demographic data available. Means of specifically incorporating such information into the planning process should be developed. Moreover, such monitoring should be used to make overall assessments regarding youth as one part of the evaluation process.
- (9) Each of the required information and retrieval systems associated with various field operations planned should be developed and interfaced in complete detail (reporting forms, feedback mechanisms, programs, case confidentiality, etc.) before field implementation.
- (10) The entire Youth Employment Project should be carefully analyzed in order to obtain any information that may be useful in undertaking and evaluating future projects.
- (11) The Comprehensive Plan should be reformulated so that it not only meets contractual requirements, but serves a useful purpose as an overall guide and timetable associated with Commission activities. The Plan should focus on the three main functions of field operations, planning and research and evaluation.

Within each function specifically delineated operational goals should be developed which are consistent with the overall objectives of the Commission.

Specific tasks and activities associated with each goal then should be developed. The relationship of the tasks and activities among the various functions should be delineated clearly.

Tasks and activities among the functions should be merged. Corresponding resource and manpower requirements associated with achieving the tasks and performing the activities should be developed.

A realistic assessment of the time required to perform tasks and activities based upon resource and manpower availability should be undertaken.

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REVISED REFUNDING EVALUATION REPORT FOR THE YOUTH SERVICES COMMISSION
The City of Philadelphia (Subgrant #PH-74-C-B1-5-298)

Submitted by: R. C. Gulezian
October 21, 1975

I. INTRODUCTION

This report represents a revision of the Refunding Evaluation Report, dated July 21, which was associated with the Youth Services Commission of Philadelphia, Inc. Much of the material of the previous report has been retained, however, the revised portions have been introduced in order to reflect changes in the Commission's status during the past three month period, in addition to comments and suggestions based upon discussions regarding the previous report with the executive director, staff members and officers of the Commission. This evaluation report relates to the period November, 1974 to the present.

The overall objective of the Youth Services Commission is directed toward the improvement of the lives of Philadelphia youth. The basic objectives of the Youth Services Commission are to prevent and control juvenile delinquency and neglect, to protect, safeguard and improve the physical, mental, emotional and moral welfare of all the youth of the City of Philadelphia by strengthening and improving home, family and community living conditions through the initiation of new programs and facilities and synthesizing and coordinating all existing programs and facilities within the area of youth services. These objectives were preceived as the outgrowth of a lack of coordination of youth related problems by the multitude of public, private, and governmental agencies which are concerned with such matters.

Based upon Bill No. 824, an ordinance of the Council of the City of Philadelphia and approved by the Mayor on September 5, 1973, the Commission is empowered with the following

POWERS AND DUTIES

The Commission shall have the following responsibility:

- (a) Serving as an intake, screening and referral agency in the juvenile field for:
 - (1) Non-arrest cases that are referred to the Commission by the Juvenile Court Intake;
 - (2) All cases which are presently handled through the Police Department's "remedial" function;
 - (3) Non-serious arrest cases that are referred by Juvenile Court Intake and which could more effectively be resolved through referral to the community agencies rather than involvement in formal court process;

- (4) Cases submitted by schools, social agencies, parents and Youth Services Commission's out-reach staff;
- (5) Self-referrals.
- (b) Serving as a planning agency for youth services, both governmental and voluntary to the end that existing services are coordinated and new services are recommended and fostered, with responsibility to collect and analyze information and program developments inside and outside the Philadelphia area. The Commission shall particularly be charged with developing a system for exercising its own functions through decentralized, community controlled action in the areas of greatest need for youth services.
- (c) Establishing a research and evaluation center for the purpose of collecting and evaluating statistical data and information related to youth and experimenting with and developing new methods and techniques to provide for the needs of youth with the specific requirement of appraising projects approved for funding with LEAA funds and municipal agencies concerned with youth on no less than an annual basis. Such annual appraisal shall be delivered to City Council and published at the same time for citizen availability by December 31, of each calendar year.
- (d) Developing a model program for control and elimination of juvenile delinquency. Such program shall be in service not more than twelve (12) months after the date of appointment of the members of the Youth Services Commission.

II. PROJECT ACTIVITIES

Commissioners. The Commission is scheduled to meet regularly on a monthly basis, and, at times, meets bi-monthly. A certain core of commissioners consistently attend, while a particular segment of ex-officio members consistently are absent. Attendance averaged about sixty percent of the 31 members through April. Since then attendance has dropped, and frequently, to the point where a quorum was not available. Moreover, a handful of commissioners are involved in the day to day operations of the Commission. An election of officers took place on April 23.

A continued preoccupation with the proxy voting issue has been present throughout many meetings, without resolution. This issue is coupled with a recognized need to resolve the procedures for amending Commission by-laws. Prior to January of this year the Commissioners voted to allow

proxies representing Commissioners a full vote at Commission meetings. Subsequently, by a 10 to 6 vote, the proxy vote was eliminated. The validity of the vote to eliminate proxy voting was challenged at a later meeting, since it was said to be in violation of the Commission By-Laws. The entire matter was referred to the By-Laws (Ways & Means) Committee in order to finally resolve the proxy vote issue. The issue has not been resolved to date.

Guidelines associated with the role of the Personnel Committee were adopted by the Commission. These guidelines are primarily associated with major staff positions and deal with the development of job specifications and hiring practices which are to be exercised in conjunction with those of the Executive Director. Difficulties associated with staff effectiveness are to be investigated and resolved by the Personnel Committee.

The Executive Committee is now fully staffed, and is to serve as an interim decision-making body. A Research and Evaluation Committee has also been formed. The detailed role of this committee still must be established. The Structure and Sites Committee located sorely needed office space. Staff is still in the process of settling in the new quarters, located at 1616 Walnut Street, Philadelphia.

Members of the Model Program Committee have met regularly toward the development of a model program. A task force was assembled whose prime function was to augment the Committee in its gathering and sifting of information. A series of ten public hearings or community workshops led by different commissioners was held. These workshops were designed to provide the community with information regarding the role of the Commission and to obtain community feedback which was to be incorporated into the construction of a comprehensive model program. Attendance by the community was sparse; the attendance was dominated by representatives of various servicing agencies, with no control over the representation. Attitudinal responses were compiled from the various workshops and used as input into the newly developed Comprehensive Plan, which was formulated by the Commission staff. The Plan will be discussed in a subsequent section of the report.

Some of the commissioners participated in a seminar initiated by the staff which was concerned with the requisites of a youth service system. The principal speaker was Robert M. Hunter of the University of Colorado. Dr. Hunter provided insight into the required structure and components of a youth service delivery system. The material presented was based upon research undertaken at the University, the corresponding conclusions for which are those of the National Strategy for Youth Development, adopted by the office of Youth Development, Department of Health, Education and Welfare. Components of the Strategy were also used as inputs into the Comprehensive Plan.

Youth Advisory Council. The Youth Advisory Council presently is comprised of eight members of the total of a possible fifteen. They have participated in Commission meetings and are in the process of making recommendations to the Commission. Difficulties have been expressed by members of the Council with regard to the recruitment of additional members, membership in the Commission, and their impact upon the Commission. The recruitment problem has been hampered by the lack of cooperation of individual members of City Council. These problems recently have been recognized by the Commissioners, and are to be given greater attention.

Staff. Through March of the current contract period, the Commission staff were at times assuming a number of different roles simultaneously, due to insufficient personnel and certain organizational problems. As a result, the staff undertook a process of creating a more formal organizational structure in order to correct the problems recognized to exist. This is reflected in the February 3 budget modification approved by the Regional Planning Council. The newly designed organizational structure centers around the individual components of Bill 824. This was recognized to be the most effective way in which responsibility can be pinpointed and directed toward accomplishing the main functions indicated by the Ordinance.

The three main functions of Field Operations, Planning and Development, and Research and Evaluation are to be separated and report directly to the Executive Director. It is planned that each unit will be headed by highly qualified personnel associated with each of the separate functions. The computer programming and computer systems function was to be separated from research and evaluation so that it could provide the required services to all activities within the Commission. Since that time, plans regarding programming and systems have changed, and they are now to report to Research and Evaluation.

The planning and development function is responsible for the identification of the needs and problems of youth in the City, and to establish objectives that must be met in order to satisfy these needs and solve the problems associated with them. In addition, it is to identify needs not being met by existing governmental and community agencies, and to initiate new problems to create resources to meet the needs not met by existing agency services.

The research and evaluation function is responsible for the development of all measurable criteria and methodology associated with the collection and analysis of all data necessary to meet the requirements of the entire Commission. Scrutiny of all existing research and documents which might serve as input into the activities of the Commission resides in this function also.

Field operations is responsible for the management and development of all Commission operations in the community which are initiated by the planning function (this includes, but is not restricted to, an intake, screening, and referral system mandated by Bill 824). In addition, it is to implement reporting procedures associated with field operations which are developed by the research and evaluation function, and pilot projects initiated by planning and development.

Model program development is to be under the direct responsibility of the planning and development function, but will be developed jointly over time by the three main functions within the organization. Input from research and evaluation and feedback from the field is essential in order to develop an effective program.

Based upon the newly defined organizational structure, progress was being made in filling key staff positions. At present, however, two key positions previously filled are now vacant; these unfilled positions are those of director of planning and program development and computer and systems analyst.

A director of field operations was hired, and just recently assumed responsibility for the position.

The entire Commission staff at present is comprised of the following 12 filled positions:

Executive Director
Research & Evaluation Director
Director of Field Operations
Research Associate
2 Planners or Program Analysts
Office Manager
4 Clerical and Stenographic
Special Project

According to race and sex, the staff breakdown is as follows:

	Female	Male	Total
Caucasion	3	2	5
Negro	2	4	6
Spanish Speaking	1	0	1
Total	6	6	12

A further breakdown by position and salary would have no meaning, due to the small number of personnel.

Based upon new funding in the form of a LEAA discretionary grant and the continuation of the present subgrant, it is planned to expand the size of the staff, primarily in the form of support positions in Research and Evaluation and Field Operations.

The Youth Services Commission had formulated preliminary plans to utilize the computer in three of its proposed activities, but has only partially initiated one such operation. In process is the development of a complete inventory of youth services and resources to tie into the intake screening and referral system. Late last year access to the Computerized Social Service Information (CSSI) System developed at the School District of Philadelphia Division of Instructional Systems for the Philadelphia Model Cities Community Information Center in 1973 was acquired. Installation of teletype hookup with the School District Hewlett Packard Time Shared System 2000/c was instituted. The CSSI System contains approximately 1200 social service agencies indexed into 16 main categories. The "1200" services represent both multiple locations of one agency (i.e., all Free Library of Philadelphia branches) and various divisions of single agencies (e.g., Jewish Family Service; Business Counseling and Loans, Homemaker Service, Information and Referral Service, etc.).

The CSSI System was intended to be used by information specialists who (1) interview a youth client, (2) consult a thesaurus of categories and sub-categories, (3) enter client eligibility requirements of age, sex, zipcode, language and hours available plus the selected category into the computer via teletype terminal hookups, (4) analyze the output for the most appropriate service. Available information includes the agencies' demographics (i.e., location, hours, phone, contact, etc.), discription of all services, and intake policy.

Only very minor update efforts have been made since access to the system was acquired, and before it can be utilized in the intake, screening, and refer-

ral program a major update must be made. The "1200" listed agencies are not considered to represent a complete list of the youth serving agencies in Philadelphia, in fact some specifically exclude youth (i.e., geriatric services). The possibility of acquiring additional data thru the Urban Coalition Directory of Services, Family Court Directory, Philadelphia City Catalog, IRAS, Policy and Department of Recreation Lists, and School District Directories, etc. has been mentioned. No decision or action has been taken regarding the update and the completion of the computerized agency inventory.

The YSC further anticipates utilizing youth agency information in order to establish an evaluation of the agencies and a priority system. In order to do so, however, specific youth agencies need to be isolated and a different type of information collected than is presently available from the CSSI System, i.e., funding and other data which fits evaluation criteria. While it appears logical to begin with the present CSSI list, this has not been mentioned in the LEAA proposal, in fact, separate research associates and assistants are requested for this task which is described in isolation from the inventory. The use of an IBM 370 is suggested for the data analysis, although the location is not specified. It is assumed the CSSI System cannot be expanded to include the additional information or programs necessary to perform the required analysis.

Computer analysis is planned for the study of the youth needs, youth service agencies, and youth practitioner surveys. A data analyst and programmer are proposed, although the type of computer or computational prerequisites are not. The relation of this computer activity to the previously discussed activities is not specified.

While the initial groundwork for the agency inventory has been laid, considerable update and merger operations are required to facilitate the intake, screening, and referral component. The present CSSI system appears to be capable of performing the necessary storage and retrieval operations. Whether the system is to be used has not been made clear.

While the inventory is related to the intake, screening, and referral, youth service survey, and evaluation components, the interrelationships are not discussed, and the possibility of a duplication of personnel, equipment, programs, and activities is present. The potential of using the CSSI System as input into a larger system designed to store and retrieve both inventory and evaluation data has been explored. A single system would have the capability of (1) storing more data than the present CSSI System is designed to hold, so that agency data (2) need not be replicated even partially in two different systems, (3) saving personnel overlap, costs, and duplication of effort. Such a system could be used by both evaluation and intake specialists and confidential information could be guarded by the use of retrieval codes.

It is planned that intake, screening, and referral is to be implemented through a number of community service centers placed in the field. Two pilot centers are anticipated. Before this is done, however, it is necessary to develop a system for storage and retrieval of caseload information. The reporting procedures and requisite forms consistent with the needs of the research and evaluation function must be developed also. Although the case confidentiality issue is presently being considered, no

documentation regarding the Commission's position on the issue is available. Before an information and retrieval system becomes operational, the individuals to have access to the information must be defined and procedures to insure that only those with designated authority can obtain information must be instituted.

The community service centers are supposed to implement all other field operations developed by the Commission. At present, it is anticipated that required agency coordination will be administered through the centers. A job allocation system has been outlined, and it is anticipated that it will operate from the community centers also. A computerized employment data bank must be developed. Part of this is to be done in conjunction with the update agency information cited earlier.

The Commission through the staff is engaged in the coordination, monitoring, and evaluation of a work program for youth. The Youth Employment Project, an eight month \$500,000 demonstration program funded by the William Penn Foundation, provides summer and fall employment for Philadelphia youth. Its objectives are to (1) furnish a constructive work experience as preparation for future labor market activity, (2) document the impact of placement upon youth; (3) promote innovations in employment counseling and placement; (4) identify successful employer practices; and (5) develop specific recommendations for strengthening future youth employment programs.

Three non-profit agencies; the Crime Prevention Association, North City Congress and Greater Philadelphia Federation of Settlements are administering the project through their 41 member agencies. Approximately 485 trainees and 79 supervisors between the ages of 14 and 26 were employed for a maximum of eight weeks during the summer @ \$2.75 - \$3.57 an hour, and 140 youth will be placed during the fall. The member agencies are solely responsible for interviews, employer contacts, placements, terminations, and records.

The Youth Service Commission's role in the Youth Employment Project is that of planning, interagency coordination, monitoring, evaluation, and reporting. The coordinator and evaluator, who were hired in May, structured their activities to encompass the specific evaluation of the project, a comparative analysis of data from two similar projects, and the provision of technical assistance. The coordinator is no longer with the project.

The evaluation phase began in May with the initial site visits to the three delegate agencies, review of youth employment research, development of a statement of program goals and objectives, and the design of data-gathering instruments: application forms, youth assignment sheets, and monthly agency report guidelines. The trainees began working at the end of June, and site visits were made to the 41 member agencies where observations and informal interviews were conducted. These visits assessed the youth selection, employer, and job development processes, project communications, and agency evaluations of the program. Similar site visits and interviews with approximately 95 non-agency employers are presently underway. During the month of August, concurrent with the

employer interviews, the staff varified all program dropouts/terminations and coordinated the administration of trainee evaluations by employers and supervisors. Finally, each trainee will be requested to fill out a close-ended, attitudinal survey.

During August the staff began the data analysis of the summer phase. The following outcome measures will be used as evaluative criteria: number of youths placed, types of jobs, presence of supervision, additional services provided; trainee; staff, and employer opinions. The subsequent analysis will encompass five areas: (1) an individual case study of each of the Youth Employment Projects as administered by the three delegate agencies, in terms of outcomes, processes employed, problems encountered; (2) a comparative analysis of the project as administered by the three delegate agencies; (3) comparative analysis of the overall project vis-a-vis other youth employment projects; (4) an analysis of the trainee population; and (5) analysis of the issues related to policymaking concerns regarding job development, matching, and coordination. A draft of an interim report was submitted at the end of the summer phase of the project. The draft is in the process of being revised, and as a result, outcome information is not available. A more complete final report is anticipated early next year.

III. EVALUATION ACTIVITIES

The evaluation of the performance of the Youth Services Commission upon which this report is based was conducted during the period November, 1974 through mid-October 1975. The evaluator engaged in a number of activities in order to obtain information regarding Commission performance. Much time was spent participating in various meetings connected with the Commission. These included all regular Commission meetings, the "structural requisites seminar", meetings of the Regional Council and task force, and joint efforts between the YSC and GJC staffs.

The evaluator worked extensively with the GJC staff in order to resolve problems created around the YSC budget modification. Regular contact was maintained between the evaluator and individual commissioners and staff members. Scrutiny of all regular meeting and available committee minutes was undertaken, in addition to all other documents and written plans developed by the Commission.

IV. PROJECT RESULTS AND ANALYSIS

No information in measurable terms is available to date in order to assess the performance of the Commission. Tangible output available is in the form of the already mentioned summer employment project and a Comprehensive Plan for youth services. Problems associated with each will be dealt with subsequently.

From the very beginning, the project has been beset with organizational problems which have hampered the development of the Commission. At first the staff was inadequate, and as a result, too much responsibility was placed upon too few individuals. Already cited were measures taken in order to alleviate the problem. A formal organizational structure was

instituted, however, it is not operational. As a consequence, personnel in key positions work in isolation, without coordination of activities that should be interrelated. Lines of authority seem not to have been drawn. Whenever funding documents are to be prepared, the entire staff becomes completely disrupted. A standardized reporting system documenting staff activity does not exist. Moreover, there is no central filing system from which one may obtain an ordered set of documents which describe the activities of the entire staff over time.

Aside from the many individual tasks needed to be performed at the staff level, the main function of developing a youth service system requires a great deal of organized, interrelated effort among the functions associated with the field, planning, research and computer systems. Without such an effort, it is impossible to assemble a comprehensive plan that can become operational. Admittedly, a larger staff is required in order to accomplish the many essential tasks necessary for the Commission to meet its mandate, however, with proper planning and coordination of efforts much more can be accomplished than is presently available. Such planning and coordination of efforts is also necessary in order to provide a realistic determination of necessary personnel.

Youth Employment Project. The type of technical assistance, evaluation and coordination provided by the Youth Services system for this project can be construed as a prototype for other projects which the Commission plans to undertake. As such, it should be closely scrutinized in order to avoid problems and mistakes in the future.

The following problems were identified:

1. Facilities. Limited number of Youth Services staff assigned to the project; limited funds; limited space; late starting date; time lost renegotiating the program's goals and objectives.
2. Accountability. The member agencies have rarely ever had to be responsible to their parent delegate agencies. Under the Youth Employment Project guidelines, they agreed to be accountable to the delegate agencies; to perform certain activities and provide specified information on an on-going basis. This appears to be the greatest problem encountered to date by the YSC. Many member agencies have not supplied the required information and their delegate agencies do not have the names and locations of the employed youth. Hopefully this information will be forthcoming. Furthermore, because the member agencies are often small and rather informally organized and administered, when a site visit was made, it was not always possible to speak with the individual who made the original agreement and/or hired the youth, consequently the interview data contains a high number of missing observations.
3. Youth Services Commission Relationship. While the YSC negotiated the original contract, hired the staff, provided space, duplication equipment, and supplies, there appears to be no other formal ties to the Youth Employment Project staff: no lines of authority, no additional funds, secretarial support, computer access, or staff input have been provided. For ex-

ample, there has been no working relationship with the Research & Evaluation component of the Youth Services Commission.

Because of these problems, the staff has been severely hampered in their evaluation. Given the above constraints, they have developed an overly ambitious plan of analysis which appears to be balanced between an empirical methodology and subjective observation. Knowing the unsurmountable problem of lack of access to computer facilities, they have been forced to curtail probes for documented information in favor of a case study approach relying on a more haphazard analysis. Not wishing to compromise, however, they have continued a data collection plan which will result in an overabundance of information which will hamper their later analysis. For example, while site visits to the 41 member agencies can be justified in terms of technical assistance and coordination, interviews with the 95 private employers appears unnecessary when a random sample of a far smaller number would suffice, or a mailed instrument. The same can be observed about the two to three trainee evaluations collected for each youth. While their coordination and technical assistance has been admirable, the response has not been overly positive and the reliability of their evaluative instruments can be questioned for this reason.

The Comprehensive Plan. In addition to certain specific functions, the Youth Services Commission is required to develop a master plan to attack youth crime through a comprehensive program of jobs, recreation, vocational training, and education. This master plan has been prepared in the form of a document entitled, A Comprehensive Plan for Youth Services.

The Comprehensive Plan submitted by the Youth Services Commission is a poorly written document. It is written in such a manner that one must constantly search and reread many sections of the document in order to determine what really is being provided. The use of terminology is vague, ideas and concepts are not defined, and important concepts which should be interrelated are not. It does not provide any really substantive information regarding the solution of youth problems. Not only is this document not a plan in any sense of the usage of the term, the document does not fulfill the self-stated goals that it sets down to achieve. Nowhere is consideration given to the specific institutional framework within the City which presently provides services related to youth.

The next six pages deal with the Plan in detail. Normally, this much attention would not be devoted to a single document, however, it is felt to be necessary, since planning is vital in order to carry out a task of such a magnitude as that confronted by the Commission. Moreover, it is felt that the plan is a very real reflection of the manner in which the staff of the Commission has continued to operate, and, as a consequence, the following discussion highlights many points that must be considered seriously in order for the Commission to be a success.

Chapter I addresses itself to the concept of the National Strategy for Youth Development, and opens with the thought that "it is impossible to talk about the notion of a Youth Service System without discussing

the National Strategy....." Yet, nowhere in the remainder of the document is the material presented explicitly linked to the National Strategy, either in an idealized or operational manner. Many of the points made later do have an implicit connection, but the similarities to and departures from the National Strategy should be made clear. This is of especial importance in terms of emphasis to be placed upon serving agencies and the needs of the individual, and the areas of prevention and diversion.

Chapter II presents the overall goal of the Plan, which "is to indicate what has been accomplished, what is intended to be accomplished in the next fiscal year, and how this plan was approached in terms of the methodology employed." It never really becomes clear in the document whether this objective is associated completely with the Plan itself, or with the activities of the Youth Services Commission, or both. Specific inputs utilized in preparing the Plan are cited, however, the quoted methodology is not delineated clearly. Moreover, the cited needs analysis has yet to be undertaken, whereas a substantial portion of the document is devoted to specific youth needs. In no way can one determine the manner in which this information is to be used in order to update the needs specification provided in a later chapter, or whether it is to be used for purposes of an update in the future. The diagrammatic representation of the organization of the plan presented indicates an ongoing component; this, however, has not been spelled-out in any detail whatsoever.

The four basic objectives served by the Plan are presented at the beginning of Chapter III. Except for the last of these which relates to the "stimulation of discussion of youth problems", the remaining three deal exclusively with the definition or delineation of the youth problem. Actually, it is never made clear whether the Plan is addressed to the definition of the youth problem as it exists, or the delineation of the youth problem in operational terms so that it can be dealt with by the Commission. It appears that elements of both are being addressed in later portions of the document, however, the two are not clearly distinguished, and as a result it is difficult to determine what is actually accomplished.

Nowhere does there appear an actual methodology that can be used to define the youth problem. If, instead, it is intended to present an actual definition of the youth problem, either in idealized or operational form, the Plan is incomplete and poorly organized; furthermore, little or no supportive explanations in a logical sequence are provided so that the reader may know what is presented.

Much attention is devoted to the problem of priority assessments, however, the purpose of such a priority system has not been made clear. Whether this system is designed to meet the request of the Regional Planning Council in order to make funding decisions about LEAA funded projects, programs and projects in general, youth problems dealt with by the Commission, or servicing agencies to be dealt with is not apparent.

Mention is made of a more specific delineation of objectives that identify ways that goals are translated into activities. A list of six goals is presented, however, it is never made clear which have been accomplished and which are yet to be attacked. The only actual activity given attention is the intake, screening, and referral system presented in the following chapter. Moreover, the work program of activities cited in order to update the Plan has not been presented. Actually, it is unclear whether this plan is to provide such a work schedule, or whether this is a consideration for a later time. Such a task involves the interrelated input of all functions within the Commission staff and is considerable in magnitude.

Chapter IV is addressed to the preventive youth services system for Philadelphia. The opening statement of the chapter suggests that the Comprehensive plan presented previously "identifies the top system-building priority of the Youth Services Commission as a Youth Services System designed to prevent delinquency and which is capable of moving an individual youth through a progressive series of steps that range from problem identification to treatment. In no way does the previous chapter dealing with a comprehensive plan refer to this as a goal or a priority. A list of needs are presented, together with an ill-defined priority system, however, no meaningful reference to an individual's passage thru the system is made. The six steps presented as an outline of the "basic approach" does not consider delinquency as "top priority", nor does it address itself specifically to the individual in a coordinated and meaningful way. What supposedly was intended has not been made clear. The interrelationship between Chapters III and IV has not been made apparent explicitly.

The content of Chapter IV deals with the structure of an intake, screening, and referral system and the concept of purchase of agency service. How the system acts as a preventive system is never spelled-out. More importantly, however, is the fact that the Plan set out only to define the youth problem, and then introduces a method of implementation to satisfy a set of goals that have not been clearly defined. Furthermore, if implementation is to be considered, far more is necessary beside intake, screening, and referral in order to implement a complete youth service system and the original objectives upon which the Youth Services Commission was mandated.

The Comprehensive Plan represents a poorly structured document which provides a set of fragmented concepts with no logical consistency whatsoever. One cannot be sure as to the connection between each of the various components, and to what extent the document provides a basis for any meaning-

ful action on the part of the Commission. In essence, it is not a plan which can be used as a guide to organizational action, nor is it a plan that can be used to meaningfully define the youth problems that exist and the problem of youth services. It is not a definition of the youth services problem. At best, it is a description, to some extent, of isolated components and types of problems that must be dealt with by the Commission. Moreover, it deals with only one of the four major tasks mandated by Bill 824 and specified in the various subgrant applications submitted to the Governor's Justice Commission. The relationship between the Comprehensive Plan and the Model Program has not been specified.

Specific points regarding details of the Comprehensive Plan:

Chapter I. The National Youth Service System Concept.

1. Assuming the National Strategy is to be used as a guide to the development of the Commission and the Plan, no specific mention is made regarding the relationship between the theoretical elements of desirable social roles, alienation, and negative labelling to the components of the Plan.
2. How does the Plan aim to deal with the three basic elements in operational terms?
3. Is the plan to consider research regarding other determinants of delinquency beside the three basic elements dealt with in the National Strategy?
4. What aspects of the National Strategy, if any, are not to be considered in the Plan? How does the Plan deal with the problem of "diversion"?

Chapter II. Development of the Comprehensive Plan.

1. Specific methodology used to arrive at contents of this plan are not presented. One could never determine how the material was developed on the basis of the information provided.
2. Although cited, no model of the Youth Services System is provided.
3. The Plan is supposed to be based upon a youth needs survey. The survey has not been undertaken, yet the Plan is available and a list of needs are presented in Chapter III. Also, what methodology or procedures are to be used to incorporate youth information into the Plan? What if youth needs as given by youth, conflict with acceptable social behavior; how is this to be incorporated into the methodology?
4. The overall goal stated at the beginning is vague and does not tell the reader whether what has been and will be accomplished is in reference to the Plan or the Commission's activities.
5. The specific measures taken by the Commission to attract community members to the workshops is not provided.
6. Since "seriousness scores" are provided, the specific manner of computation should also be given in order to provide a better understanding of the meaning of the scores.

7. No justification for considering seriousness scores exceeding 2.50 as indications of "casualty" are provided. If such a distinction is to be made, why isn't the distinction between causal factors and "symptoms" utilized in the delineation of youth problems in Chapter III?
8. No explanation regarding the disparity between responses to the two questionnaires regarding the most important problem (drug and alcohol abuse vs. unemployment) exists. Furthermore, it would seem that drug and alcohol abuse are symptomatic rather than causal.
9. How can the use of the workshop results be justified, since by design they were to represent a community input into the Plan? Those that attended were primarily agency representatives.
10. How is information similar to the disparity between participants responses as professionals and ordinary citizens (p.32) to be considered in solving the youth problem? Such conflicts which are real would seem to be a contributing factor to the youth dilemma.
11. The survey research activities have not been undertaken to date, and as a result bear no relation to the contents of the present plan. As a consequence, these should be placed in Chapter V, with an explicit discussion regarding their contribution to an update of the Plan.
12. No specific explanation is provided with respect to the manner in which the material of this chapter is related to or used as a basis for material in subsequent chapters.

Chapter III. A Comprehensive Plan for Youth Services in Philadelphia.

1. It is not at all clear how the first three of the four basic objectives relate to the overall objectives specified in Chapter II.
2. Six "functional networks conceived as goal areas" are presented together with a set of more specific objectives. No indication of the source of these objectives is provided. Are they based upon collected information, and if so, how? Or, are they based upon judgement and experience?
3. It has not been made clear whether cited "youth problems" is synonymous with the "youth services puzzle". From an operational point of view, this is important since the problems facing youth represent a part of the task of solving the youth services problem confronting the Commission. The latter is to include: Intake, Screening & Referral; Planning and Coordination; Research & Evaluation; and the development of a Model Program as they relate to problems of youth. The distinction between the two problems has not been made clear anywhere in the document.
4. The purpose of the priority system is not clearly specified in operational terms.
5. How do the stated programmatic goals relate to operational objectives of the Commission itself.
6. It is not clear whether the list of needs and programmatic goals

presented represent "the ideal conception" or whether this represents a beginning point which is to be modified based upon collected information. If it is the former, it is unclear as to how Step #3 under the Basic Approach can become operational without a much greater input.

7. Steps #1, 3, 5, & 6 rely heavily upon the Research and Evaluation function, yet the Plan as spelled-out in this chapter is to be implemented through Intake, Screening, and Referral exclusively according to Chapter V.
8. Sections on program priorities and systems priorities are completely unclear. The words program and system are not defined. Can a program be a servicing agency? Or, is a servicing agency a subsystem? Or, is a program a funded project granted to a servicing agency? Comments on page 58 suggest that resources can be systems! Before these terms are defined in an understandable fashion, it is impossible to know how the priority system is to be used.
9. According to the program priority system presented, low priorities will be given to programs with an important need but low impact resource. One of the problems facing the Commission is to fill gaps in service to youth. If a low priority is associated with an important program with little resources, a gap in service may be the result, and, as a consequence, not be filled.
10. Why was this priority system for programs chosen? What alternative schemes exist?
11. On page 60 of the Plan, specific program priority choices are listed. How were these selected? Was quantified information or data of any kind considered? How were numerical estimates of "number affected" and "cost" made? What measures of "seriousness", "effectiveness", and "unmet need" were employed?
12. The relationship between the chosen method of choosing systems priorities and the specific choices on pp. 63-64 is completely unclear.
13. How are priorities assigned to multi-service programs?

Chapter IV. A Preventive Youth Service System for Philadelphia.

1. This chapter deals with implementation of the Plan. As such, it does not spell-out sufficient detail necessary to implement an entire Intake, Screening, and Referral System. Factors such as case confidentiality, the role of computer systems and programming, the role of research and evaluation, feedback from the field, and use of feedback information for decision making and system modification must be considered.
2. Pp. 73-74 refer to "purchase of service" agreements with agencies. This became an issue some time in the past and the concept was subsequently dropped. Some clarification is necessary regarding decisions made in favor of such agreements.

Chapter V. Future Commission Activities.

1. No mention is made of a research activity.

2. With respect to the evaluation component outlined, consideration is given to projects and programs. No consideration is given to the use of intake, screening, and referral data as it should be incorporated into an overall agency evaluation and update. Obtaining in-depth agency information is a real problem. How is this to be dealt with by the Commission?
3. In order to determine overall impact and the condition of youth throughout the City, demographic data and corresponding measures should be utilized in order to monitor what is happening to youth over time (eg. crime rates, recidivism, amount of child abuse, nature and amount of anti-social gang activity, housing conditions, etc.). This should be correlated with corresponding adult data in order to determine the nature and magnitude of departures between the two segments of the population. Moreover, differences among different sections of the City should be observed.
4. The section on surveys to be conducted considers the same time frame for all surveys. It is questionable whether this is realistic, especially in the case of the agency survey for which recovery of the questionnaire may be much slower. Furthermore, if mail questionnaires are to be employed, problems of non-response and inadequate information may dictate followup measures.
5. With respect to the agency survey, compilation of a suitable sampling frame may be quite time consuming.
6. No consideration of pilot samples to determine the usefulness of survey data has been considered. In surveys of this kind, the usefulness of the information obtained can be of limited quality and should be assessed before large investments are made.
7. No time has been allocated for developing methods of analyzing the recovered data. What is to be done with the data and how it is to be used should be considered before each of the surveys are performed.
8. An unrealistic appraisal regarding key punching and questionnaire costs are given in the corresponding LEAA proposal. These could be considerable, especially in the youth needs survey of 100,000 youths. Moreover, the sample size of 100,000 should be reassessed in terms of derived reliability of results and the type of analysis to be undertaken. It is quite possible that satisfactory results can be achieved with a smaller sample, provided other relevant factors are consistent with such a reduction.
9. It is not clear as to why the development of the inventory of services and resources has been separated from the survey of agencies. The two are related, and could possibly be done jointly. The estimated time and cost to compile a useful inventory is unrealistic. Furthermore, it is questionable whether accurate funding information will be provided by the agencies.

The quality of work effort necessary to accomplish the Commission's goals must greatly exceed that of the Comprehensive Plan, which represents the only major accomplishment of the Commission to date.

Unmistakably, there exist mitigating circumstances that can be associated with the Commission's performance. For one, the sheer magnitude and complexity of the youth problem is a contributing factor. Secondly, the desire to meet, in some cases, unrealistic deadlines can be a hindrance to quality. The office space provided for the staff was far too little, and not conducive to a quality work effort. Lack of appropriate personnel and preoccupation with funding are other possible reasons. With this in mind, however, the realities surrounding the project should be taken into consideration, and, as a result, programmed for in an orderly and organized manner.

V. CONCLUSIONS AND RECOMMENDATIONS

As a whole, the Commission is active in its attempt to meet project goals. Much of this activity can be attributed to a small number of Commissioners, and members of the project staff. The staff is beset with certain organizational difficulties which have hampered its progress. This is true, primarily with respect to the fact that organizational lines of authority, which were formulated in February, are not operational. Greater coordination among the activities of staff members is necessary also. Since new personnel for two key positions are now required, a fully operational staff organization is not available at present. Until the positions of director of planning and computers and systems are filled, a serious gap in the organization exists.

No measurable data is available from the project to date. The available output which is tangible takes the form of a summer employment program which is presently to be evaluated, and a comprehensive plan for youth services. Problems exist with respect to the employment program in terms of accountability and control over the participating agencies. The Comprehensive Plan which was recently completed is a fragmented document which is too general and vague to provide any substantive information or set of procedures that can be useful in order to cope with the youth services problem. The document does cite many pieces of the problem, however, much additional work must be undertaken in order to provide a useful plan. Moreover, the pieces could apply to any large city and are never directly related to the specific youth servicing system in Philadelphia, nor to the criminal justice system in the City.

Other activities are being undertaken by the Commission, and are at various stages of development. Two pilots of an intake, screening and referral system are in the planning stage. Many of the accompanying procedures, especially those associated with a needed computerized information system, need further development. Information regarding youth needs is to be collected. This is to be based upon specific forms of survey information.

The evaluation of this project has been an extremely difficult task, due to the fact that documentation of staff activity is fragmented and incomplete. This is coupled with the fact that, in the absence of a well prepared and thought-out plan or blueprint of goals and activities, there exists no solid basis upon which to determine what the Commission actually intends to do and how it is to be done.

Very little work of any substance has been directed toward the specific

cated throughout the staff.

- (5) Based upon the delineation of roles and duties, stricter lines of authority should be drawn. In addition, greater coordination of the main staff activities should be instituted.
- (6) Definite reporting procedures should be developed which provide written documentation of the detailed progress of the staff on a periodic basis.
- (7) A central filing system should be instituted which would house all documents produced by staff and commissioners, so that a definite chronology of activities and work effort is available.
- (8) Greater emphasis should be placed upon the role of research in the planning process. As part of the research function, an on-going monitoring system of all aspects of the state of youth throughout the City should be instituted. Specific and meaningful measures must be defined and developed associated with each aspect of the condition of youth. This should include all agency and demographic data available. Means of specifically incorporating such information into the planning process should be developed. Moreover, such monitoring should be used to make overall assessments regarding youth as one part of the evaluation process.
- (9) Each of the required information and retrieval systems associated with various field operations planned should be developed and interfaced in complete detail (reporting forms, feedback mechanisms, programs, case confidentiality, etc.) before field implementation.
- (10) The entire Youth Employment Project should be carefully analyzed in order to obtain any information that may be useful in undertaking and evaluating future projects.
- (11) The Comprehensive Plan should be reformulated so that it not only meets contractual requirements, but serves a useful purpose as an overall guide and timetable associated with Commission activities. The Plan should focus on the three main functions of field operations, planning and research and evaluation.

Within each function specifically delineated operational goals should be developed which are consistent with the overall objectives of the Commission.

Specific tasks and activities associated with each goal then should be developed. The relationship of the tasks and activities among the various functions should be delineated clearly.

Tasks and activities among the functions should be merged. Corresponding resource and manpower requirements associated with achieving the tasks and performing the activities should be developed.

A realistic assessment of the time required to perform tasks and activities based upon resource and manpower availability should be undertaken.

Procedures for tracking goal achievement should be instituted. Moreover, specific procedures for updating the Plan based upon actual goal achievement, constantly acquired information and data from the project, and reassessments of resource and manpower availabilities should also be instituted.

Based upon the performance of the Commission to date and the nature of the project, it is the personal feeling of this evaluator that the anticipated quest for survey type data and the initiation of new projects should be deemphasized at this time. Instead, considerable effort should be placed upon determining the specific extent to which the major institutions and agencies within the City (esp. Family Court, Police Department, Department of Welfare, and Board of Education) can and will contribute to the basic goals of the Commission. In addition, a determination should be made regarding the magnitude of the various components of the youth problem based upon already accumulated and published data (ie. in terms of specific measures developed internally).

Once the information cited above is obtained, it can be used to more clearly define the problem confronted by the Commission, and can be used as a basis for developing a complete blueprint of operational goals and corresponding activities, and which interrelates the three main staff functions. Further information needs and new programs can then be developed as part of the overall plan in a unified and coordinated manner.

REVISED REFUNDING EVALUATION REPORT FOR THE YOUTH SERVICES COMMISSION
The City of Philadelphia (SUBGRANT PH-74-C-B1-5-298)

Submitted by: R. C. Gulezian
March 10, 1975

I. SUMMARY OF EVALUATION REPORT

This evaluation is associated with the Youth Services Commission of Philadelphia, Inc., whose primary objective is directed toward the improvement of the lives of Philadelphia youth. Progress by the Commission is slow; the Commission remains in the developmental stage to date. Recognition by the commissioners of the immensity of the problem with which they are faced is presently developing.

The staff of the Commission has been plagued with many problems and delays, and is in the process of modifying its organizational structure in order to pinpoint responsibility associated with the three main functions specified by Bill 824. If accomplished, the staff structure will be much better adapted to operate effectively. Responsibility for each of the functions Planning and Development, Research and Evaluation, and Field Operations will be pinpointed.

Work is in progress which will form the basis for an intake, screening, and referral system and is expected to be piloted by June of this year. Moreover, a crisis intervention program and a job allocation system are presently at the planning stage. Tie-in with a computer facility is expected shortly. This is necessary in order to implement the various service systems anticipated. It is also essential in order to analyze the large volumes of data that must be processed in order to formulate individual components of the project.

The main conclusions, based upon the observations of the evaluator, are as follows:

- . A full commitment to the success of the Commission by all members is lacking. The major contribution from the commissioners is based upon contributions of select individual members.
- . The Youth Advisory Council seems dedicated, but is not given full support by the Commission. Greater interest by Commissioners and staff seems to be forthcoming.
- . Day to day involvement and understanding by commissioners of staff activities (planned and actual) needs to be developed.
- . Recognition by the commissioners of the existing problems is presently forthcoming.
- . A proper staff organizational structure to operate effectively

is necessary. Functional responsibility has not been pinpointed to date. Recent plans have been adopted to hire additional staff and correct the existing organizational problems.

- . The Commission vote to eliminate proxy voting has been challenged as invalid and is under consideration by the Ways and Means Committee. Lack of resolution of the issue appears to be a detriment to attendance at regularly scheduled meetings.
- . The emphasis placed upon the Model Program to date has been unrealistic. Although individual components are being assembled, more time than is mandated is necessary to implement the program. Recognition of the need for more time is being realized at present.
- . Plans are being prepared in order to initiate various field operations; however, there exists a need to delineate the plans in greater detail. The programs considered include an intake, screening, and referral system, job allocation and training, and gang control programs. Coinciding with these programs are plans to institute community service centers with access to a computerized resource and case record information system.
- . The research, analysis, and evaluation functions have been neglected. The newly anticipated organization structure is designed to correct this problem.

Recommendations:

- (1) Efforts should be made to obtain a full commitment of all commissioners. A greater understanding of the detailed operations would enable each commissioner to provide individual expertise and recommendations which could contribute to the success of the Commission. Through their own affiliation with youth related programs, possible resources could be contributed. At the very top, it seems necessary that the Mayor's positive endorsement is necessary, not only to provide legitimacy to the Commission, but to break loose City facilities that would contribute, rather than compete, with the Commission's activities.
- (2) Efforts made in order to maximize the contribution of the Youth Advisory Council should be entrusted to a commissioner with the responsibility to follow through on Commission intentions and recommendations regarding the Council.
- (3) A well selected group of commissioners should be chosen to deal with the activities of the Commission staff on a more direct basis than just regularly scheduled meetings.

- (4) Although the power to hire and dismiss personnel should remain with the executive director, the Personnel Committee should take a more active role in establishing key appointments to staff. Since the ultimate responsibility for performance lies with the Commissioners, they should understand the personnel needs to the point where they are able to make internal assessments regarding staff performance.
- (5) Definite reporting procedures should be developed which provide written documentation of the detailed progress of the staff on a periodic basis.
- (6) The newly anticipated organizational structure should be given top priority and instituted as quickly as possible. The directors of the three main functions should be selected carefully, since these positions are vital with respect to an effective operation.
- (7) Requisite methods of data analysis, followup procedures, and methods of data collection should be carefully and completely delineated under the direction of capable personnel before any data gathering is undertaken.
- (8) An ongoing monitoring system of all aspects of the state of youth throughout the City should be instituted. Specific and meaningful measures must be defined and developed associated with each aspect of youth condition.
- (9) Each of the required information retrieval systems associated with the various field operations planned should be interfaced, and developed in complete detail (reporting forms, feedback mechanisms, case confidentiality, etc.) before implementation.
- (10) A critical assessment of the status and timing of the Model Program should be made, and subsequently aligned with the information gathering and operations functions of the staff.
- (11) More emphasis should be placed upon the evaluation function which is comprised of two parts: (1) Evaluation of agencies and the youth service delivery system in the City (2) Internal evaluation of the effectiveness of the Commission's programs and activities.
- (12) The Commission should develop ways of engaging the business and labor community into the activities of the Commission which may lead to contributions of added resources, youth job opportunities, and expertise.

II. PROJECT ACTIVITIES

The basic objectives of the Youth Services Commission are to prevent

and control juvenile delinquency and neglect, to protect, safeguard and improve the physical, mental, emotional and moral welfare of all the youth of the City of Philadelphia by strengthening and improving home, family and community living conditions through the initiation of new programs and facilities and synthesizing and coordinating all existing programs and facilities within the area of youth services. These objectives were perceived as the outgrowth of a lack of coordination of youth related problems by the multitude of public, private, and governmental agencies which are concerned with such matters. The programs failed to meet the needs of Philadelphia youth for two major reasons: (1) Established agencies fail to function properly (2) Groups and agencies involved in youth problems tend to arise on an ad hoc basis, thereby creating a significant degree of duplication of effort and crisis oriented programs instead of well planned prevention programs.

Based upon Bill No. 824, an ordinance of the council of the City of Philadelphia and approved by the Mayor on September 5, 1973, the Commission is empowered with the following

POWERS AND DUTIES

The Commission shall have the following responsibility:

- (a) Serving as an intake, screening and referral agency in the juvenile field for:
 - (1) Non-arrest cases that are referred to the Commission by the Juvenile Court Intake;
 - (2) All cases which are presently handled through the Police Department's "remedial" function;
 - (3) Non-serious arrest cases that are referred by Juvenile Court Intake and which could more effectively be resolved through referral to the community agencies rather than involvement in formal court process;
 - (4) Cases submitted by schools, social agencies, parents and Youth Services Commission's outreach staff;
 - (5) Self-referrals.
- (b) Serving as a planning agency for youth services, both governmental and voluntary to the end that existing services are coordinated and new services are recommended and fostered, with responsibility to collect and analyze information and program developments inside and outside the Philadelphia area.

The Commission shall particularly be charged with developing a system for exercising its own functions through de-centralized, community controlled action in the areas of greatest need for youth services.

- (c) Establishing a research and evaluation center for the purpose of collecting and evaluating statistical data and information related to youth and experimenting with and developing new methods and techniques to provide for the needs of youth with the specific requirement of appraising projects approved for funding with LEAA funds and municipal agencies concerned with youth on no less than an annual basis. Such annual appraisal shall be delivered to City Council and published at the same time for citizen availability by December 31, of each calendar year.
- (d) Developing a model program for control and elimination of juvenile delinquency. Such program shall be in service not more than twelve (12) months after the date of appointment of the member of the Youth Services Commission.

Commissioners. The Commission meets regularly on a monthly basis, and at times, bi-monthly. A certain core of commissioners consistently attend, while a particular segment of ex-officio members consistently are absent. Attendance averages about sixty percent of the 31 members. Moreover, a handful of commissioners are involved in the day to day operations of the Commission.

The officers of the Commission are developing a greater awareness of the magnitude of the problem with which they are confronted. A greater attempt on the part of the other commissioners is continually made to understand the details of the problem, however, progress is slow. A continued preoccupation with the proxy voting issue is present throughout most meetings, without resolution. This issue is coupled with a recognized need to resolve the procedures for amending Commission by-laws.

Prior to January of this year the Commissioners voted to allow proxies representing Commissioners a full vote at Commission meetings. Subsequently, by a 10 to 6 vote, the proxy vote was eliminated. The validity of the vote to eliminate proxy voting was challenged at a later meeting, since it was said to be in violation of the Commission By-Laws. The entire matter was referred to the By-Laws (Ways & Means) Committee in order to finally resolve the proxy vote issue. The scheduled vote on the issue by the Commission was not taken, since the required number of members was not present at the last scheduled meeting.

A decision was made regarding the role of the Personnel Committee to certify appointments made by the executive director, and not screen applicants. The executive Committee is now fully staffed, and is to

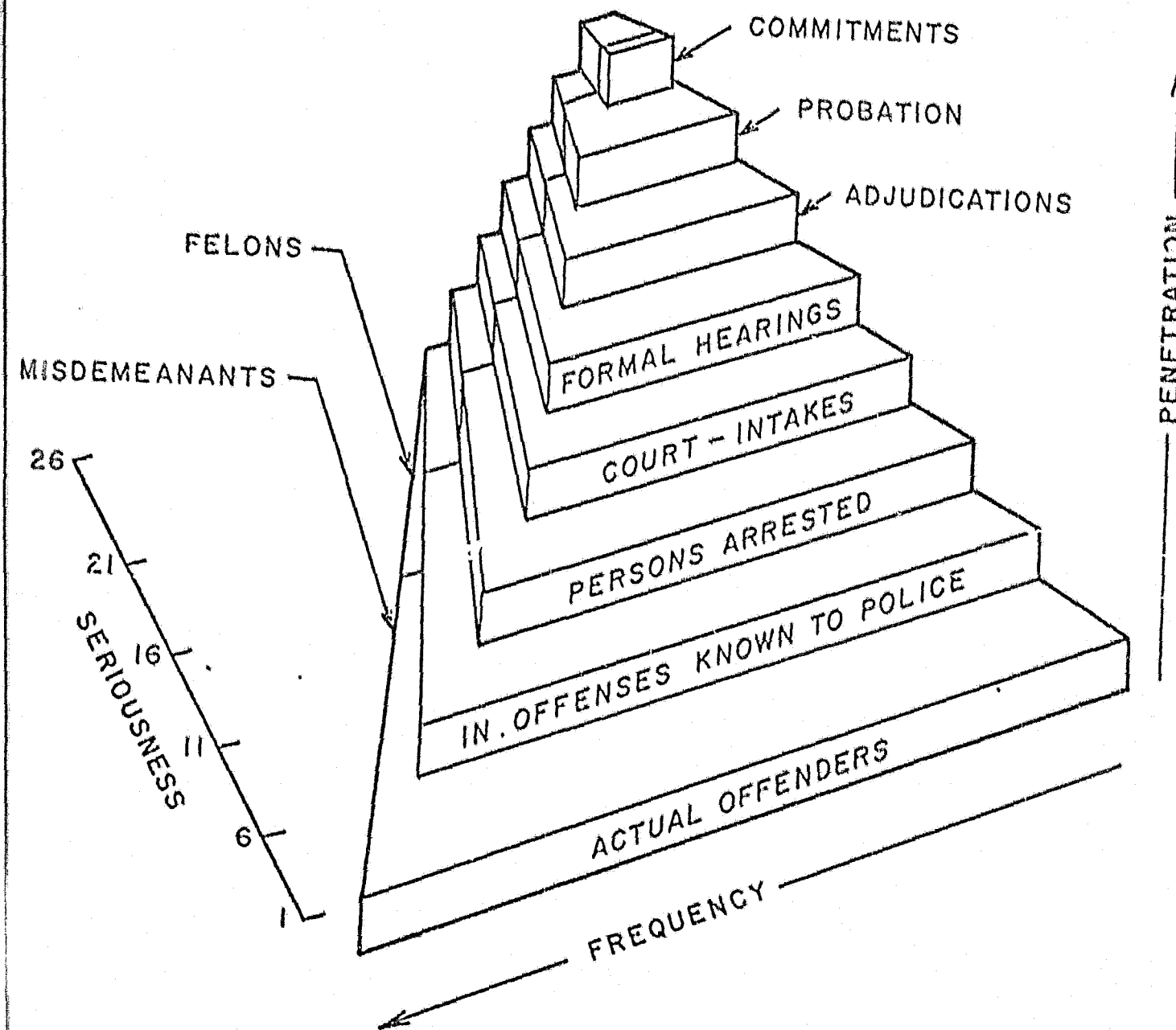
serve as an interim and decision-making body. A Research and Evaluation Committee has also been formed. The detailed role of this committee still must be established. A crisis intervention program was submitted by the Crisis Intervention Committee and subsequently adopted by the Commission. It has not been made clear what part of the Commission or staff is to implement and administer the program. Furthermore, it was not clear whether the program is to operate through the community service centers planned by the staff or through a separate vehicle. Some clarification has recently been provided by the staff, which appears in the form of a draft of a preliminary proposal regarding gang related projects. This will be elaborated upon in a later section of the report.

Members of the Model Program Committee have been meeting regularly. It has been recognized that the year deadline specified by Bill 824 is unrealistic, and that the Commission cannot develop a Comprehensive Model Plan of Philadelphia without a massive gathering of information from a variety of sources. A task force has been assembled whose prime function is to augment the Committee in its gathering and sifting of information. A series of ten public hearings and community workshops have been planned. The first was held on March 6. The hearings and workshops are designed to provide the community with information regarding the role of the Commission and to obtain community feedback which is to be incorporated into the comprehensive model program. A report regarding the status of the model program is expected by June of this year.

Some of the commissioners participated in a seminar initiated by the staff which was concerned with the requisites of a youth service system. The principal speaker was Robert M. Hunter of the University of Colorado. Dr. Hunter did provide some insight into the required structure and components of a youth service delivery system. The material presented is based upon an extensive amount of research undertaken at the University. The Commission staff plans to use portions of the material in the development of a YSC system in Philadelphia.

Dr. Hunter made a distinction between official or reported delinquency rates and actual rates of delinquency; he then emphasized that the official rates are the ones generally used to measure program success. Unfortunately, official rates reflect policy changes to a great extent and not the actual changes in delinquent behavior. This discussion was summarized in terms of a pyramid of delinquency criteria (see diagram on following page) in which a true strategy for delinquency prevention, it was suggested, must direct its attention to reducing conditions which lead to the performance of delinquent acts focussing on the broader base of the pyramid in addition to the generally treated higher levels of the pyramid.

The next point made in the seminar related to the theoretical components of the national strategy for delinquency prevention. These were stated as



THE NON-CENTRAL PYRAMID OF DELINQUENCY CRITERIA
 Dr. Desmond S. Cartwright
 From "Conceptual Issues
 In The National Strategy For Delinquency Prevention", 1971

- (1) Increased access to desirable social roles
- (2) Prevent inappropriate negative labelling
- (3) Reduction of alienation

Upon questioning, it was determined that Dr. Hunter's research led to the conclusion that the three components accounted for thirty-five percent of the variation in delinquent acts. This was not, however, translated in terms of actual cases or amounts of delinquent behavior, so that the impact in terms of number of offenses and number of individual offenders is not determined. Furthermore, the details of the research was never made available. The above discussion was related to actual implementation of a youth service system, which is summarized in diagram form and appears on page 9.

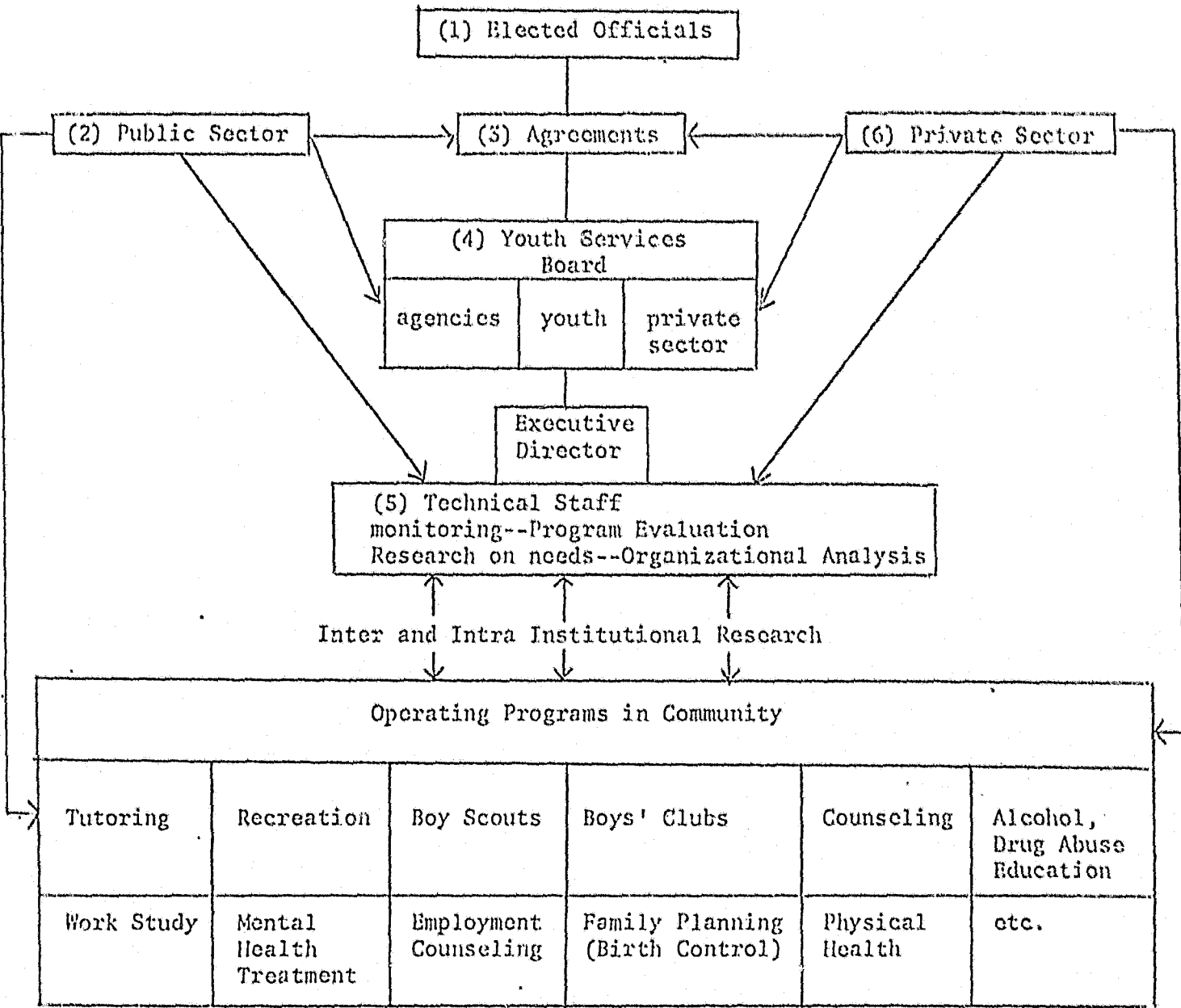
Youth Advisory Council. The Youth Advisory Council presently is comprised of eight members of the total of a possible fifteen. They have actively participated in Commission meetings and are in the process of making recommendations to the Commission. Difficulties have been expressed by members of the Council with regard to the recruitment of additional members, membership in the Commission, and the corresponding impact upon the Commission. The recruitment problem has been hampered by a lack of cooperation of individual members of City Council. These problems recently have been recognized, and are to be given greater attention by the Commissioners.

Staff. The present Commission staff is comprised of the following filled positions:

Executive Director
Director of Planning & Program
Development
Computer Services Director
Fiscal Manager
2 Planners
2 Clerk Stenographers
Clerk Typist

Due to insufficient personnel and usual start-up problems, members of the existing staff were at times assuming a number of different roles. The Commission staff is now in the process of creating a more formal organizational structure in order to correct the problems recognized to exist. This is reflected in the February 3 budget modification approved by the Commission and the Regional Planning Council. The anticipated organizational structure, which is to be in effect within three months, is centered around the individual components of Bill 824. This was recognized to be the most effective way in which responsibility can be pinpointed and directed toward accomplishing the main functions indicated by the Ordinance.

GENERALIZED MODEL OF A YOUTH SERVICE SYSTEM



The three main functions of Field Operations, Planning and Development, and Research and Evaluation are to be separated and report directly to the Executive Director. It is planned that each unit will be headed by highly qualified personnel associated with each of the separate functions. The computer programming and computer systems function is to be separated from research and evaluation so that it can provide the required services to all activities within the Commission.

The planning and development function is responsible for the

- (1) identification of the needs and problems of youth in the City, and to establish objectives that must be met in order to satisfy these needs and solve the problems associated with them.
- (2) identification of needs not being met by existing governmental and community agencies.
- (3) initiation of new programs to create resources to meet needs not met by existing agency service.

The research and evaluation function is responsible for the development of all measurable criteria and methodology associated with the collection and analysis of data necessary to meet the requirements of the Commission. Scrutiny of all existing research and documents which might serve as input into the activities of the Commission resides in this function also.

The field operations function is responsible for the

- (1) management of all Commission operations in the community which are developed by the planning function (this includes, but is not restricted to, intake, screening, and referral mandated by Bill 824)
- (2) implementation of reporting procedures associated with field operations which are developed by the research and evaluation and the computer systems functions
- (3) implementation of pilot projects developed by planning and development

In order to complete the anticipated organizational structure, five new positions are to be filled by June of this year. These include an executive secretary, one clerk typist, a director of research, a research associate, and a director of field operations.

Model program development is to be under the direct responsibility of the planning and development function, and will be developed jointly over time by the three main functions within the organization. Input from research and evaluation and feedback from the field is essential in order to develop an effective plan. As indicated earlier, all components of the model program have not been delineated to date, but will

include such components as input based upon community workshops, job allocation and training, gang related projects, and activities associated with intake, screening and referral.

Staff is in the process of assessing the merits of various computer systems throughout the City, with the intention of establishing a remote terminal hookup needed to process data and institute the various computerized systems associated with planned field operations. The Model Cities tape of agencies has been acquired, which is to be screened for youth serving agencies and subsequently updated. A questionnaire to be used for updating purposes has been acquired and is to be modified to meet the current YSC needs. Corresponding survey procedures must be developed.

The updated tape, together with a youth needs assessment to be administered through the School Board, and pilot field information is to provide a major component for establishing a detailed determination of future Commission objectives and activities. Appropriate demographic data regarding City Youth is to be collected also. Suitable methods of analysis and data processing must be developed. The updated agency tape will also provide the basis for referral information which is an essential input into the proposed intake, screening, and referral system.

Intake, screening, and referral is to be implemented through a number of planned community service centers placed in the field. Two pilot centers are anticipated by June, 1975. Before this is done, however, it is necessary to develop a system for storage and retrieval of case-load information. The reporting procedures and requisite forms consistent with the needs of the research and evaluation function must be developed also. Although the case confidentiality issue is presently being considered, no documentation regarding the Commission's position on the issue is available. Before an information and retrieval system becomes operational, the individuals to have access to the information must be defined and procedures to insure that only those with designated authority can obtain information must be instituted.

The community service centers are to be used to implement all other field operations developed by the Commission. At present, it is anticipated that required agency coordination will be administered through the centers. A job allocation system has been outlined, and it is anticipated that it will operate from the community centers also. A computerized employment data bank must be developed. Part of this is to be done in conjunction with the update agency information cited earlier.

As cited earlier, the Commission staff has issued a preliminary proposal associated with gang related projects. The proposed components of the system are as follows:

Y.S.C.	Youth Services Commission
M.D.	Managing Director (City of Phila.)
O.C.	Operational Committee (Commission)
C.S.	Central Staff (Commission)
C.I.N.	Crises Intervention Network (M.D.)
C.W.C.T.	City Wide Crises Team (M.D.)
Y.C.S.	Youth Conservation Service
R.C.S.C.	Regional Community Service Center (Commission)
R.C.I.T.	Regional Crisis Intervention Team (M.D.)
P.C.	Parent Council (Y.S.C.)
Y.A.	Youth Advocacy (Y.S.C.)
I.C.	Intake Counselors (Y.S.C.)
R.D.	Resource Development (Y.S.C.)
S.S.	Safe Streets
N	Network
N.C.Y.A.	North Central Youth Academy
N.Y.C.	Neighborhood Youth Corps
C.P.A.	Crime Prevention Association: Youth Service Bureau

It is intended that the proposal be circulated in order to obtain relevant input which will in turn be used to modify the proposed system. One problem with the proposal stands out at present; that is, the program organization does not indicate the link between the Managing Director of the City and the Youth Services Commission. The role of the Managing Director is somewhat puzzling, especially in light of the recent application for funds by the City for crisis intervention which is planned to operate out of City Hall.

III. EVALUATION ACTIVITIES

The evaluation of the performance of the Youth Services Commission upon which this report is based was conducted during the period November, 1974 through mid-February 1975. The evaluator engaged in a number of activities in order to obtain information regarding Commission performance. Much time was spent participating in various meetings connected with the Commission. These included all regular Commission meetings, the "structural requisites seminar", meetings of the Regional Council and task force, and joint efforts between the YSC and GJC staffs.

The evaluator worked extensively with the GJC staff in order to resolve problems created around the YSC budget modification. Regular contact was maintained between the evaluator and individual commissioners and staff members. Scrutiny of all regular meeting and available committee minutes was undertaken, in addition to all other documents and written plans developed by the Commission.

This report covers all Youth Services Commission activities to date.

Unfortunately, no quantified data is available in order to assess the performance of the Commission more objectively. The Commission still remains in the developmental stage; however, it is anticipated that some hard data will be available by June of this Year.

IV. PROJECT RESULTS AND ANALYSIS

The project which still is being organized has been beset with a number of difficulties which have hampered its progress to date. It should be noted that the nature of problem dealt with by the project is immense, and, therefore, the slow rate of development is not unusual relative to projects of similar magnitude and complexity.

The commissioners and staff members have been rushing about in order to meet unrealistic deadlines, while concurrently being preoccupied with funding problems. Organizationally, the staff was not structured properly, due to insufficient personnel, to operate effectively. Responsibility for the major functions and activities was fragmented and not pinpointed. The research and data analysis capability is presently inadequate. Moreover, the research, measurement, and evaluation function was not given proper emphasis.

Under the newly proposed organizational structure, given sufficient personnel, it should be possible to operate effectively. The specification of implementable objectives would be concentrated under one unit, planning and development. Necessary data and corresponding analysis and research would be the responsibility of one person reporting directly to the executive director. The computer activity is designed to service all project activities, and would not dominate the research and analysis function. Proper emphasis can then be devoted to measurement, research, and evaluation. Vitally needed field operations could then be directed properly.

V. CONCLUSIONS AND RECOMMENDATIONS

The main conclusions, based upon the observations of the evaluator, are as follows:

- . A full commitment to the success of the Commission by all members is lacking. The major contribution from the commissioners is based upon contributions of select individual members.
- . The Youth Advisory Council seems dedicated, but is not given full support by the Commission. Greater interest by Commissioners and staff seems to be forthcoming.
- . Day to day involvement and understanding by commissioners of staff activities (planned and actual) needs to be developed.

- . Recognition by the commissioners of the existing problems is presently forthcoming.
- . A proper staff organizational structure to operate effectively is necessary. Functional responsibility has not been pinpointed to date. Recent plans have been adopted to hire additional staff and correct the existing organizational problems.
- . The Commission vote to eliminate proxy voting has been challenged as invalid and is under consideration by the Ways and Means Committee. Lack of resolution of the issue appears to be a detriment to attendance at regularly scheduled meetings.
- . The emphasis placed upon the Model Program to date has been unrealistic. Although individual components are being assembled, more time than is mandated is necessary to implement the program. Recognition of the need for more time is being realized at present.
- . Plans are being prepared in order to initiate various field operations; however, there exists a need to delineate the plans in greater detail. The programs considered include an intake, screening, and referral system, job allocation and training, and gang control programs. Coinciding with these programs are plans to institute community service centers with access to a computerized resource and case record information system.
- . The research, analysis, and evaluation functions have been neglected. The newly anticipated organization structure is designed to correct this problem.

Recommendations:

- (1) Efforts should be made to obtain a full commitment of all commissioners. A greater understanding of the detailed operations would enable each commissioner to provide individual expertise and recommendations which could contribute to the success of the Commission. Through their own affiliation with youth related programs, possible resources could be contributed. At the very top, it seems necessary that the Mayor's positive endorsement is necessary, not only to provide legitimacy to the Commission, but to break loose City facilities that would contribute, rather than compete, with the Commission's activities.

- (2) Efforts made in order to maximize the contribution of the Youth Advisory Council should be entrusted to a commissioner with the responsibility to follow through on Commission intentions and recommendations regarding the Council.
- (3) A well selected group of commissioners should be chosen to deal with the activities of the Commission staff on a more direct basis than just regularly scheduled meetings.
- (4) Although the power to hire and dismiss personnel should remain with the executive director, the Personnel Committee should take a more active role in establishing key appointments of staff. Since the ultimate responsibility for performance lies with the Commissioners, they should understand the personnel needs to the point where they are able to make internal assessments regarding staff performance.
- (5) Definite reporting procedures should be developed which provide written documentation of the detailed progress of the staff on a periodic basis.
- (6) The newly anticipated organizational structure should be given top priority and instituted as quickly as possible. The directors of the three main functions should be selected carefully, since these positions are vital with respect to an effective operation.
- (7) Requisite methods of data analysis, followup procedures, and methods of data collection should be carefully and completely delineated under the direction of capable personnel before any data gathering is undertaken.
- (8) An ongoing monitoring system of all aspects of the state of youth throughout the City should be instituted. Specific and meaningful measures must be defined and developed associated with each aspect of youth condition.
- (9) Each of the required information retrieval systems associated with the various field operations planned should be interfaced, and developed in complete detail (reporting forms, feedback mechanisms, case confidentiality, etc.) before implementation.
- (10) A critical assessment of the status and timing of the Model Program should be made, and subsequently aligned with the information gathering and operations functions of the staff.

- (11) More emphasis should be placed upon the evaluation function which is comprised of two parts; (1) Evaluation of agencies and the youth service delivery system in the City (2) Internal evaluation of the effectiveness of the Commission's programs and activities.
- (12) The Commission should develop ways of engaging the business and labor community into the activities of the Commission which may lead to contributions of added resources, youth job opportunities, and expertise.

LENA
FEB 13 1975

REFUNDING EVALUATION REPORT FOR THE YOUTH SERVICES
COMMISSION

THE CITY OF PHILADELPHIA (SUBGRANT PH-74-C-B1-5-298)

Submitted by: R. C. Gulezian
February 12, 1975

I. SUMMARY OF EVALUATION REPORT

This evaluation is associated with the Youth Services Commission of Philadelphia, Inc., whose primary objective is directed toward the improvement of the lives of Philadelphia youth. Progress by the Commission is slow; the Commission remains in the developmental stage to date. Recognition by the commissioners of the immensity of the problem with which they are faced is presently developing.

The staff of the Commission has been plagued with many problems and delays, and is in the process of modifying its organizational structure in order to pinpoint responsibility associated with the three main functions specified by Bill 824. If accomplished, the staff structure will be much better adapted to operate effectively. Responsibility for each of the functions Planning and Development, Research and Evaluation, and Field Operations will be pinpointed.

Work is in progress which will form the basis for an intake, screening, and referral system which is expected to be piloted by June of this year. Moreover, a crisis intervention program and a job allocation system are presently at the planning stage. Tie-in with a computer facility is expected shortly. This is necessary in order to implement the various service systems anticipated. It is also essential in order to analyze the large volumes of data that must be processed in order to formulate individual components of the project.

In order to insure success of the project, it is necessary that a more complete commitment on the part of the commissioners be realized. Also, an increased amount of communication, associated with the detailed operations of the staff, between commissioners and staff seems essential. Definite reporting procedures on a periodic basis are recommended. Much more detailed attention should be devoted to the collection and analysis of data associated with youth by qualified personnel. Moreover, a greater amount of detail is needed in the development of the underlying information and retrieval systems before they can become operational. The case confidentiality issue needs to be confronted directly. Greater utilization of critical path type planning should be instituted in order to provide realistic operational goals. This is especially true of the Model Program specified in Bill 824.

II. PROJECT ACTIVITIES

The basic objectives of the Youth Services Commission were to prevent and control juvenile delinquency and neglect, to protect, safeguard and improve

the physical, mental, emotional and moral welfare of all the youth of the City of Philadelphia by strengthening and improving home, family and community living conditions through the initiation of new programs and facilities and synthesizing and coordinating all existing programs and facilities within the area of youth services. These objectives were perceived as the outgrowth of a lack of coordination of youth related problems by the multitude of public, private, and governmental agencies which are concerned with such matters. The programs failed to meet the needs of Philadelphia youth for two major reasons: (1) Established agencies fail to function properly (2) Groups and agencies involved in youth problems tend to arise on an ad hoc basis, thereby creating a significant degree of duplication of effort and crisis oriented programs instead of well planned prevention programs.

Commissioners. The Commission meets regularly on a monthly basis, and at times, bi-monthly. A certain core of commissioners consistently attend, while a particular segment of ex-officio members consistently are absent. Attendance averages about sixty percent of the 31 members. Moreover, a handful of commissioners are involved in the day to day operations of the Commission.

The officers of the Commission are developing a greater awareness of the magnitude of the problem with which they are confronted. A greater attempt on the part of the other commissioners is continually made to understand the details of the problem, however, progress is slow. A continued pre-occupation with the proxy voting issue is present throughout all meetings, without resolution. This issue is coupled with a recognized need to resolve the procedures for amending Commission by-laws.

A decision was made regarding the role of the Personnel Committee; that is, it is to certify appointments made by the executive director, and not screen applicants. The Executive Committee is now fully staffed, and is to serve as an interim and decision-making body. A Research and Evaluation Committee has also been formed. The detailed role of this committee still must be established. A crisis intervention program was submitted by the Crisis Intervention Committee and subsequently adopted by the Commission. It has not been made clear what part of the Commission or staff is to implement and administer the program. Furthermore, it is unclear whether the program is to operate through the community service centers planned by the staff or through a separate vehicle.

Members of the Model Program Committee have been meeting regularly. It has been recognized that the year deadline specified by Bill 824 is unrealistic, and that the Commission cannot develop a Comprehensive Model Plan of Philadelphia without a massive gathering of information from a variety of sources. A task force has been assembled whose prime function is to augment the Committee in its gathering and sifting of information. A series of public hearings are planned for information-gathering purposes. A report regarding the status of the model program is expected by May of this year.

During the last meeting of the Commission, the last of many budget modifications was approved. This modification is of especial importance since its acceptance depended upon the adoption of more realistic and more effective organizational staff structure. More will be said about this at a later point in the report.

Some of the commissioners participated in a seminar initiated by the staff which was concerned with the requisites of a youth service system. The principal speaker was Robert M. Hunter of the University of Colorado. Dr. Hunter did provide some insight into the required structure and components of a youth service delivery system. The material presented is based upon an extensive amount of research undertaken at the University. The Commission staff plans to use portions of the material in the development of a YSC system in Philadelphia.

Youth Advisory Council. The Youth Advisory Council presently is comprised of eight members of the total of a possible fifteen. They have actively participated in Commission meetings and are in the process of making recommendations to the Commission. Difficulties have been expressed by members of the Council with regard to the recruitment of additional members, membership in the Commission, and the corresponding impact upon the Commission. The recruitment problem has been hampered by a lack of cooperation of individual members of City Council. These problems recently have been recognized, and are to be given greater attention by the Commissioners.

Staff. The Commission staff is in the process of modifying the present organizational structure in order to be more effective by correcting problems that presently exist. The anticipated reorganization, which is to be in effect within three months, is centered around the individual components of Bill 824. This appears to be the most effective way in which responsibility can be pinpointed and directed toward accomplishing the main functions indicated by the Ordinance.

The three main functions of Field Operations, Planning and Development, and Research and Evaluation are to be separated and report directly to the Executive Director. It is planned that each unit will be headed by highly qualified personnel associated with each of the separate functions. The computer programming and computer systems function is to be separated from research and evaluation so that it can provide the required services to all activities within the Commission.

The planning and development function is responsible for the

- (1) identification of the needs and problems of youth in the City, and to establish objectives that must be met in order to satisfy these needs and solve the problems associated with them.
- (2) identification of needs not being met by existing governmental and community agencies.
- (3) initiation of new programs to create resources to meet needs not met by existing agency service.

The research and evaluation function is responsible for the development of all measurable criteria and methodology associated with the collection and analysis of data necessary to meet the requirements of the Commission. Scrutiny of all existing research and documents which might serve as input into the activities of the Commission resides in this function also.

The field operations function is responsible for the

- (1) management of all Commission operations in the community which

- are developed by the planning function (this includes, but is not restricted to, intake, screening, and referral mandated by Bill 824)
- (2) implementation of reporting procedures associated with field operations which are developed by the research and evaluation and the computer systems functions
 - (3) implementation of pilot projects developed by planning and development

Model program development is to be under the direct responsibility of the planning and development function, and will be developed jointly over time by the three main functions within the organization. Input from research and evaluation and feedback from the field is essential in order to develop an effective plan.

Staff is in the process of assessing the merits of various computer systems throughout the City, with the intention of establishing a remote terminal hookup needed to process data and institute the various computerized systems associated with planned field operations. The Model Cities tape of agencies has been acquired, which is to be screened for youth serving agencies and subsequently updated. A questionnaire to be used for updating purposes has been acquired and is to be modified to meet the current YSC needs. Corresponding survey procedures must be developed.

The updated tape, together with a youth needs assessment to be administered through the School Board, and pilot field information is to provide a major component for establishing a detailed determination of future Commission objectives and activities. Appropriate demographic data regarding City youth is to be collected also. Suitable methods of analysis and data processing must be developed. The updated agency tape will also provide the basis for referral information which is an essential input into the proposed intake, screening, and referral system.

Intake, screening, and referral is to be implemented through a number of planned community service centers placed in the field. Two pilot centers are anticipated by June, 1975. Before this is done, however, it is necessary to develop a system for storage and retrieval of caseload information. The reporting procedures and requisite forms must also be consistent with the needs of the research and evaluation function. Case confidentiality needs to be considered seriously, also.

The community service centers are to be used to implement all other field operations developed by the Commission. At present, it is anticipated that required agency coordination will be administered through the centers. A job allocation system has been outlined, and it is anticipated that it will operate from the community centers also. A computerized employment data bank must be developed. Part of this is to be done in conjunction with the update agency information cited earlier.

III. EVALUATION ACTIVITIES

The evaluation of the performance of the Youth Services Commission upon which this report is based was conducted during the period November, 1974 through mid-February, 1975. The evaluation engaged in a number of activities in order

CONTINUED

1 OF 2

to obtain information regarding Commission performance. Much time was spent participating in various meetings connected with the Commission. These include all regular Commission meetings, the "structural requisites seminar", meetings of the Regional Council and task force, and joint efforts between the YSC and GJC staffs.

The evaluator worked extensively with the GJC staff in order to resolve problems created around the YSC budget modification. Regular contact was maintained between the evaluator and individual commissioners and staff members. Scrutiny of all regular meeting and available committee minutes was undertaken, in addition to all other documents and written plans developed by the Commission.

This report covers all Youth Services Commission activities to date. Unfortunately, no quantified data is available in order to assess the performance of the Commission more objectively. The Commission still remains in the developmental stage; however, it is anticipated that some hard data will be available by June of this Year.

IV. PROJECT RESULTS AND ANALYSIS

The project which still is being organized has been beset with a number of difficulties which have hampered its progress to date. It should be noted that the nature of problem dealt with by the project is immense, and, therefore, the slow rate of development is not unusual relative to projects of similar magnitude and complexity.

The commissioners and staff members have been rushing about in order to meet unrealistic deadlines, while concurrently being preoccupied with funding problems. Organizationally, the staff was not structured properly, due to insufficient personnel, to operate effectively. Responsibility for the major functions and activities was fragmented and not pinpointed. The research and data analysis capability is presently inadequate. Moreover, the research, measurement, and evaluation function was not given proper emphasis. Actually, it is too much to ask of the executive director to provide overall project direction, attend all requisite meetings, answer to the Commissioners and various interested groups, and simultaneously direct each individual activity properly.

Under the newly proposed organizational structure, given sufficient personnel, it should be possible to operate effectively. The specification of implementable objectives would be concentrated under one unit, planning and development. Necessary data and corresponding analysis and research would be the responsibility of one person reporting directly to the executive director. The computer activity is designed to service all project activities, and would not dominate the research and analysis function. Proper emphasis can then be devoted to measurement, research, and evaluation. Vitally needed field operations could then be directed properly.

V. CONCLUSIONS AND RECOMMENDATIONS

The main conclusions, based upon the observations of the evaluator, are as follows:

- . A full commitment to the success of the Commission by all members is lacking. The major contribution from the commissioners is based upon contributions of select individual members.
- . The Youth Advisory Council seems dedicated, but is not given full support by the Commission.
- . Day to day involvement and understanding by commissioners of staff activities (planned and actual) needs to be developed.
- . Recognition by the commissioners of the existing problems is presently forthcoming.
- . A proper staff organizational structure to operate effectively is necessary. Functional responsibility has not been pinpointed to date.
- . The emphasis placed upon the Model Program to date has been unrealistic.
- . Plans are being prepared in order to initiate various field operations; however, there exists a need to delineate the plans in much greater detail.
- . The research, analysis, and evaluation functions have been neglected.

Recommendations:

- (1) Efforts should be made to obtain a full commitment of all commissioners.
- (2) Efforts should be made in order to maximize the contribution of the Youth Advisory Council.
- (3) A well selected group of commissioners should be chosen to deal with the activities of the Commission staff on a more direct basis than just regularly scheduled meetings.
- (4) Although the power to hire and dismiss personnel should remain with the executive director, the Personnel Committee should take a more active role in establishing key appointments to staff.
- (5) Definite reporting procedures should be developed which provide written documentation of the detailed progress of the staff on a periodic basis.
- (6) The newly anticipated organizational structure should be given top priority and instituted as quickly as possible. The directors of the three main functions should be selected carefully, since these positions are vital with respect to an effective operation.

- (7) Requisite methods of data analysis, followup procedures, and methods of data collection should be carefully and completely delineated under the direction of capable personnel before any data gathering is undertaken.
- (8) An ongoing monitoring system of all aspects of the state of youth throughout the City should be instituted. Specific and meaningful measures must be defined and developed associated with each aspect of youth condition.
- (9) Each of the required information retrieval systems associated with the various field operations planned should be interfaced, and developed in complete detail (reporting forms, feedback mechanisms, case confidentiality, etc.) before implementation.
- (10) A critical assessment of the status and timing of the Model Program should be made, and subsequently aligned with the information gathering and operations functions of the staff.
- (11) Greater utilization of critical path type planning should be instituted in order to provide realistic operational goals.
- (12) More emphasis should be placed upon the evaluation function. This is comprised of two parts: (1) Evaluation of agencies and the youth service delivery system in the City (2) Internal evaluation of the effectiveness of the Commission's programs.

END