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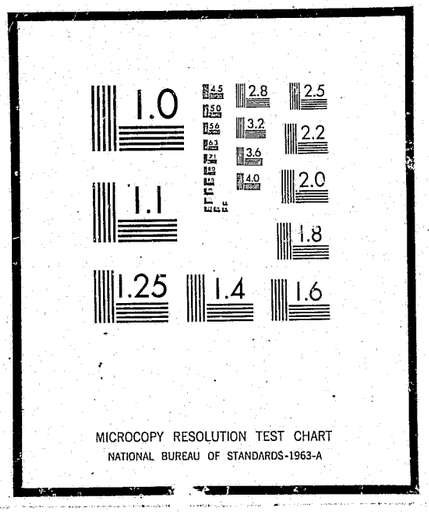

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FINAL REPORT

Philadelphia - Evaluation of the

YOUTH DEVELOPMENT PROGRAM

March 1, 1974

29009

EVALUATION

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INTRODUCTION

This is the final report in our evaluation of the Youth Development Program. This report is the result of six months of data collection, interviewing, observation and analysis.

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

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

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

I. Executive Summary - Youth Development Program

1.1 Objectives and Major Activities

As a result of the efforts in working with violence and violence prone hostile youth groups in Philadelphia, the Youth Development Program was established. The program had two focuses: (1) better service delivery with an area wide view of problems, and (2) the underlying problem of gang violence as with gang programs. Youth Development became part of the overall aim for socializing these youth to enable them to participate successfully in programs established by conventional agencies.

The objective was a 5% reduction in violent gang activities. Main roles for the workers were to coordinate services, to see that the resources were available to meet youth needs, contacting schools, police, youth service agencies, the home and community people.

Activities included: (1) special meetings, workshops and informal training sessions; (2) developing community leadership, cooperation, and youth oriented programs; (3) refer youth for jobs and services; (4) provide coordination of services for Youth Conservation Services; (5) report on assessment of resources and agency cooperativeness; and (6) joint planning with schools and cooperation with police.

1.2 Results, Findings and Recommendations

Youth Development workers spend most of their time contacting youth in centers and on the corner. They have had to get tuned into whole new set-ups of workers and territories as a result of the changeover, which

took three-fourths of last year's street workers and put them in the Individualized Service Program.

The agency has placed attention on the Individualized program and neglected Intensive and Youth Development. Youth Development changed from 8 - 4.30 shift to 2 - 10 p.m. (same shift as Intensive). These two programs have become essentially one in the attempt to provide area coverage for the whole city. Workers are now the sole worker in an area covering around six gangs.

Workers feel alone, frustrated, and have low morale. Two shifts in director this year have not helped to provide leadership or morale. The planning, administrative and management functions have not been effective. The coordination aspect of the program is very weak.

Gang related deaths went up, services to youth did not improve. The workers feel that their agency does not support them. The workers have been instructed to wait for directions, which often did not come. They are not in a position to deliver much to the youth. The program activities funds were not used until January and then they were used from the top, the workers still have no program resources in their hands. Finally, less than 10% of the community people surveyed knew of the city's gang programs.

Conclusion

We conclude that the program has not been effective. However, this year in its present design, it has had little chance to succeed.

Recommendations

We recommend that there be a system of workers to work in coordination, covering the city, and providing a focus for contact with gang members.

If this program is refunded, there is a need for many changes: personnel needs to stop shifting at the top, communication needs to flow freely within the whole agency, and all funded programs need to cooperate and harmonize their efforts. The workers need in-service training, and the whole agency needs a better understood and better used system of record keeping. The workers also need to have a stronger role in the referral system that strengthens their accountability to the youth.

Supervision needs to be strengthened and the management needs to use data collection to keep abreast of what is really happening in the program. In the long run, this would show the worker that the agency cared, and should result in more workers, hopefully all workers, working a full day.

II. Project Activities

2.1 Overview

"The Youth Development Program will be a mechanism to provide youth throughout the city with educational, cultural and recreational activities as well as opportunities for employment, counseling and other constructive activities. This program will not only cover hostile youth gangs but all youth in Northwest, Northcentral, West and South sections of the city." The workers are to service an area where they live.

The focus has been shifted from the gang, to the individual. The program is to coordinate services in order to better meet individual needs and develop the individual's ability to cope with his environment. The premise that lies behind the proposed program is that adequate delivery of services will curtail violent gang disruption by providing the gang members with outside, alternative, interests and activities.

The development of community leadership, resources, and greater use of existing programs by alienated youth, are all emphasized. In working toward these objectives, the program is to identify problems and focus appropriate agencies or community resources on finding a solution for the problem.

The Youth Development Program began in July, 1971 and was an addition to the existing gang programs operated by the Youth Conservation Services division of the Philadelphia Department of Public Welfare.

It provided workers who had an area wide point of view to assist the total gang control efforts. The Intensive Area Youth Worker program had assigned workers to a particular gang or gangs, usually only one or two in number. Thus the problem on which the program focuses has two dimensions: (1) the need for better service delivery and an area wide view of problems, and (2) the underlying problem of gang violence with which all gang programs have been concerned.

As a result of the rise of violence and violence prone hostile youth groups in Philadelphia, of which one hundred and five have been identified, gang control was established. Although there are a variety of social structural factors producing the tendency towards gang violence such as poverty, educational deficiency, occupational dissatisfaction and/or unpreparedness, severe unemployment, as well as severe racial inequities, the hostile youth groups have, in themselves, had a dysfunctional impact on society, the individual gang member and his immediate family. The Youth Development Program has become a part of the overall aim at socialization for these youth to the degree which will enable them to participate successfully in the wide variety of programs established by conventional agencies.

Goals:

"This program intends to achieve the following goals:

1. A 5% reduction in gang related Part I crimes (murders, robbery, burglary, aggravated assault, larceny, (over $50) auto theft and rape).

2. A 10% reduction in juvenile arrests in the areas served by the area youth workers.

3. Provide coordination and services to Youth Services Commission.

4. Improved level of delivery of youth services in affected areas.

5. Development of viable alternatives to divert youth not involved in serious crimes from the Criminal Justice System."

2.2 Proposed Activities

The Youth Development proposal covered their proposed activities in several pages and we have summarized and listed them here:

1. Increase participation in recreational and cultural programs. To develop greater participation among youth, particularly alienated youth, in recreational centers and neighborhood facilities. To coordinate and organize greater participation at athletic events and cultural activities.

2. Refer unemployed youth to the Area Manpower Commission.

3. To develop maximum use of all city programs and services through regional centers.

4. Promoting and engaging in inter-agency coordination among youth serving agencies.

5. To keep an on-going assessment of resources in each area.

6. Report agencies that do not cooperate all the way to the Commissioner of Welfare and higher, if needed.

7. Engage in joint planning with school personnel on how to deal with conflicts and problems that youth have in school.

8. Refer appropriate problems to Field Operations Caseworkers.

9. Cooperate with the police in Police-Community Workshops, in reporting rumors about gang conflicts, and in developing and keeping up good relations with area policemen.

10. Promoting and guiding the development of adult leadership at the neighborhood level.

11. Promote workshops to develop better community attitudes. Participants to include school personnel, youth of both sexes, workers, and community people. Approach to include interchange of ideas and compromising of differences.

12. To provide continuing assistance and be a resource, where needed, by neighborhood parent-adult groups.

2.3 Components

In addition to the main program, which includes the already listed activities, there are two components:

1. Program Funds: $50,000 was given this year for the purpose of providing program resources and special programs that have not been available to gang workers previously.

2. Evaluation: The Youth Development proposal calls for an ongoing evaluation. It says that, "Internal evaluation is being conducted throughout the duration of this project. This evaluation is conducted through the Office of the Deputy Commissioner for the Youth Conservation Services Division."

The proposal later goes on to say that, "Both the Area Youth Worker Program and the Safe Streets Program are working toward the same goals with teenage gang members. Since each agency has limited personnel and funds with which to conduct research into the gang problem and their impact on it, Youth Conservation Services and Safe Streets will attempt to collaborate on data collection and research into gang problems."

The data collection forms developed for Safe Streets are included in the proposal, along with a listing of information needed, where it will be gathered, and the indices that will be used for checking the effectiveness of components.

2.4 Changes in Activities

The proposal calls for a day time schedule for workers and the then existing pattern placed the worker on a team that included Intensive workers assigned to particularly hostile gang.

This year the Youth Development Workers have worked the same 2.00 - 10.00 p.m. schedule on which the Intensive workers were also placed. For functional purposes, these two programs, Intensive and Youth Development, have become one.

Youth Development Workers serve an area, but as the sole worker in that area. Each worker has around six gangs in his/her area and is the liaison contact person for the gang members, and youth in general, in that area.

III. Evaluation Activities

This section describes the methodology used and activities undertaken by our evaluation team which consisted of students, research aides and faculty members during the period August 1, 1973 to February 28, 1974.

3.1 Evaluation Activities

The evaluation had three major components: interviews with program personnel, interviews with gang-related youth and community persons, and data obtained from the analysis of program and police records. The evaluation team consisted of professionals attached to the Lincoln University Institute for Policy Analysis and Program Evaluation and Lincoln University students. The students were particularly helpful in that many came from backgrounds similar to those in which the gang programs operated, were more closely similar in age to the gang members and were able to relate to the youths, to the community and to the program.

3.1.1 Programs and Program Personnel

Interviews were conducted with program personnel, both administrators, supervisory personnel and youth workers, from each of the programs. In many cases several interviews were conducted with these persons. Interviews were conducted with all of the city's workers for both programs and visits were made to the Safe Streets centers and program components. In addition, team members accompanied some youth

workers as they performed their work in the community.

3.1.2 Youth and Community People:

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

Youth were interviewed in both waves of interviewing. The youth interviews covered the same areas of Philadelphia and were done primarily by the same Lincoln students. The youth were contacted while congregating outside of schools and while they were "hanging out on the corner". A total of fifty-one useable interviews were obtained from community persons. While over one hundred interviews were conducted with youth in twenty-seven gangs, seventy-six interviews were found to be complete enough for use in the final report. As a methodological note, the experience of this evaluation team should be recorded. While seventy-six interviews are used in this report, in reality the number of gang youth involved approximated 200 persons. This was because the interviewers

found that gang members preferred to conduct interviews in groups, rather than as individuals. It was not unusual to request an interview from a gang member, whereupon a group would gather and the interview schedule was taken from the interviewer. The gang members would discuss the questions together and then respond with an agreed upon group response. The group response was the rule rather than the exception. Therefore, many of the reported interviews reflect the agreed upon responses of from three to twelve gang members. Methodologically, this presents particular problems for our, as well as future, evaluations. As an indication of gang behavior, it indicates the control of the group upon the behavior of the individual and of the relationship of gangs to persons whom they consider to be outside of their own group.

3.1.3 Community Organizations and Other Sources:

Representatives from community organizations were interviewed continuously from Septmeber 1, 1973 until February 1, 1974. These interviews were primarily conducted in the respective offices of these organizations. Interviews were also conducted with other people having relevant data. These included school personnel, public media personnel, police officials, etc.

3.1.4 Data from Records:

Data from records were obtained from two primary sources, programs and the police. From these sources information was obtained on worker activity, incidence of violence and gang membership factors.

3.1.5 Timing

The evaluation effort began in September, 1973, due to the fact that contracts for the evaluation were not received until late August, 1973. Interviews, visits and observations of the program were conducted in two phases. The first phase was from September to December, 1973; the second phase from January to early February, 1974. The collection of data had to be suspended at that time to meet the March 1, 1974, deadline for the submission of the final report.

3.2 Data and Information Used in the Evaluation

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

staff and gang workers, although it should be noted that as in most evaluations both groups were concerned about their image, political factors and their fears that the refunding possibilities for their programs may have depended upon this evaluation. But, to repeat, the evaluation team has confidence that because of the rapport that was established, plus the closeness with which the team attached themselves to the problem and the programs, such data are a good reflection of the attitudes and opinions of those persons interviewed.

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

3.3 Limitations of Evaluation Efforts

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

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

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

The loss of July and August from our time for interviewing was very important, particularly in interviewing youth. During July and August, youth are not in school and subsequently more time is spent on the "corner". This greatly increases the availability of youth, for the less they "hang out", the smaller the number available to be interviewed.

Warm weather also increases the willingness of people to be interviewed.

One further limitation should be mentioned. As the evaluation progressed and the evaluation team became more familiar with, and to, the programs, a feedback process of information became established. This, of course, was necessary to check upon the perceptions of the evaluation team members as well as to check upon the kinds of data being received. As a result, the needs of programs for technical assistance became clear, and the evaluation team became in one sense the ready vehicle for this assistance. Thus, the evaluation team was engaged, to some extent, in changing parts of the program. This has an obvious methodological impact upon the evaluation. But more important, it is not seen as a limitation as much as a need which future evaluations should consider, perhaps, as a part of their responsibility.

3.4 Recommendations for Future Evaluations

The major recommendations are addressed to time and data availability.

1. Efforts should be made to ensure that the contracts between all parties involved in the evaluation are completed, signed and received by evaluators within one week of the starting date.

2. Evaluators should be made aware of changes in the due date for final reports at the outset of the evaluation.

3. The importance of submitting reports and raw data early in the year and throughout the year should be stressed to the programs in order to ensure the presentation of better longitudinal data on what the program is actually doing.

4. Technical assistance should be considered as a legitimate activity of the evaluation team. Programs often need assistance in understanding the importance of good records of activities, referrals, contacts, etc. If materials had been submitted to us earlier in the evaluation, we could have provided more of this kind of assistance.

IV. Project Results

This section considers the program's goals, components, activities, what the results of those activities were, and what factors led to those results that were not anticipated. The discussion will be organized in terms of the listed activities, functions, and program components which were proposed to achieve the program objectives.

4.1 Program Activities

4.1.1 Participation in Recreational and Cultural Programs

Results: There is no indication from the kind of records kept by the workers that would throw any light on the results of efforts to increase participation in cultural and recreational programs. There have been a small number of trips, arranging for youth to go the theatre, etc. But the key to this activity should lie in an increase in youth participation in ongoing programs that are available in the neighborhood, and we have not found any way to concretely find out what that participation was.

There does not seem to be an organized, coordinated effort to complete the objectives of this type of approach. Those efforts that we know of, trips to places, events, programs, mostly happen on the initiative of particular workers.

Thirty-one percent of those youth surveyed indicated that they used a community recreation facility. Other youth felt that they were kept out of centers, even harassed by the police when they tried to go and

use a neighborhood center, playground, or even school yard to play ball. Most of the gang members do not participate in recreational or cultural programs.

Factors: The main factor in the lack of success in this component can be traced directly to the changeover in the program. Workers have changed territory, in many cases, and new responsibilities. They now have to handle both the personal gang contacts and the overall coordination contacts. Since getting gang members and alienated youth into recreational and cultural programs was difficult before, when there were more workers, it is not surprising that there hasn't been any increase since the changeover.

4.1.2 Refer Unemployed Youth

Results: For the six months from July - December, 1973, only three employment referrals are listed, yet we interviewed more youth than that who had obtained a job as a result of the efforts of the youth workers. From the gang rosters kept by workers, 77% are unemployed.

Factors: Shoddy record keeping is apparent here, but even with better record keeping there was not evidence of very much job referral activity. These results would be attributed to the reasons for the absence of other activities, i.e., lack of time, the program changeover, low morale, a lack of training, change of director, and the inadequate role support by the service system for the worker.

4.1.3 Maximum Use of City Program and Services

Results: The workers make little use of the city's services, even within their own agency. One of the ways to assess this worker function is to document the use made of the referral system. During the six month period from July to December, there were only 82 referrals recorded by the workers in both city programs. Only 32% of the youth interviewed said they had received help through referrals at some time. This does not indicate much use of the city's agency resources or of any other services.

Factors: The reasons for this lack of use of services are found in the relationship between the workers and the set up of the program itself. The worker has come to be an individual who stands nearly alone in carrying a very big task. In interviews with workers, it was found that over 70% felt that they were not particularly supported or understood by their own agency. The fact that there was a changeover that moved three fourths of the former workers off the streets has given the remaining workers more territory to cover and more responsibility and problems to handle. The program structure has developed into a system that does not really support the role of the worker.

4.1.4 Inter-Agency Coordination

Results: This activity as described in the proposal does not exist. Workers, as individuals, have worked along with other agencies that

serve youth. However, coordination of youth serving agencies has by no means materialized.

Factors: The proposed coordination of services is too great a responsibility to be accomplished by staff, who have other program responsibilities. The demands of this task require full-time attention by a person or unit with hands on, knowledge of, and a reputation with, the various agencies involved. The performance of this liaison function would seem to demand intimate knowledge and association with a broad spectrum of problem-related agencies. In actual practice there is a tendency to consider any contact with another agency as an active coordination of social services, even though no progress is made in integrating services and reducing duplication.

It should be noted that such limited contacts were the best that most workers could achieve given the limitations imposed by other job demands and the relatively low "clout" of their positions.

The absence of organizational "clout" on the part of the city's gang worker programs is a part of the lack of any development of a coordinated system. In short, the agency had no reputation or demonstrated performance with other social agencies that would place them in the position to direct a comprehensive setup of programmatic solutions for gang and youth related problems.

4.1.5 Assessment of Resources

Results: We have not seen any assessment of resources for the

several areas the program covers, let alone an ongoing record of an up to date assessment.

Factors: The primary factor in not haveing an assessment of resources comes from a lack of planning. The city knew the changeover was coming, knew that these workers would have more responsibilities and should have taken this into account in planning the activities in this Youth Development proposal. The planning, given the staff, was on too grandiose a scale.

The second factor lies in the management of the program. The agency (Youth Conservation Services - YCS) gave its primary attention to getting the Individualized Services program going and has not given much attention to the Youth Development or Intensive programs. The two changes in director has augmented the lack of a tight consistent management in these programs. If the management of the program were keeping close tabs on the program, even through the monthly report forms, they would have been aware of which activities were and were not being pursued and could have taken action to see that the activities were carried out.

4.1.6 Reporting Non-Cooperating Agencies

Results: This activity would be a corollary of the coordination and resource assessment activities. Taking action on the lack of cooperation is a part of the overall coordination activity and reporting a

non-cooperative bad resource would be a part of the assessment of resources. We have found no indications that such reports have been made. However, from our interviews with workers, we have found that the police and Safe Streets are listed as agencies with whom it is difficult to work.

Factors: The same reasons would apply here as applied to co-ordination and resource assessment, i.e., program planning, management and the lack of a consistent program administration.

4.1.7 Joint Planning with Schools

Results: The frequency of contact with school personnel, the type of contact, which schools, etc., cannot be determined from city or school records. However, contacts have been made. It is an activity that workers have mentioned, and we have accompanied workers to planning meetings at schools.

Factors: The effectiveness of this component ranges from excellent in some cases to unknown in most. The planned acts that have reduced tension are viewed by all concerned as a most useful activity. The over-extended workers, have, however, not been able, we think, to direct enough effort to this important area. The other factor that causes our not knowing more about this activity grows out of the inadequate records kept by the program.

4.1.8 Referrals to Field Operations Caseworkers

Results: The making and recording of referrals is very inadequate

and does not happen very often. The figures received have already been recorded in 4.1.3. The reasons for this lack of referrals has also been previously discussed.

4.1.9 Cooperation with Police and Police-Community Workshops

Results: There are regular contacts with police, but nearly as many as in the Intensive Program. One reason for this may be that in the past Youth Development worked with less hostile gangs than Intensive. For the same period of time (July - December, 1973) Youth Development listed 143 incidents as compared to 1,275 listed by Intensive. Only 37.5% of the youth that were recorded on rosters by the Youth Development workers had police records.

No one whom we interviewed mentioned Police-Community Workshops. The head of the Juvenile Aid Division of the Police Department indicated that the police met with the program once a month, but he did not mention any Police/Community Workshops.

Factors: This is one of the program activities that is definitely needed. Some contacts were made, but no workshops were recorded. In the shift of functions and in the absence of definite program direction since the changeover, the workers did not set up police-community workshops. Neither the workers nor the agency seemed to be ready for the changeover.

Because of administrative lines and structure, the city is slow to move in carrying out changes of this nature. The workers wait for

direction to come down through the structure and are told to operate in this manner. The two changes in director, since we began evaluating the program, has left a lack of clarity and direction. It also has created a serious morale problem within the agency.

4.1.10 Development of Neighborhood Adult Leadership

Results: Growing out of the coordinating, area overview role of the Youth Development workers, they were to develop, promote, guide, and strengthen adult leadership in the neighborhood. There is a recognition that developing ongoing community strength and viability is an important part of dealing with youth problems. The workers have mentioned assistance to community groups, and we have accompanied workers to community meetings. However, there is not any apparent planned effort to develop and promote leadership, as opposed to simply helping groups that already have leadership. Thus, this activity has been pursued with varying results, but without a major planned and sustained effort.

Factors: In the shift over to being the only gang worker in an area, a more sustained effort in developing community leadership has not happened. In addition to this, the approach of many workers is individualistic; it centers around what they do with youth, which is what they can most depend on.

There are also small and large political conflicts within each worker's area that represent many bad relationships to the worker. Some community

groups want to have their own gang worker, not one who works for the city. Only 15% of the community persons we interviewed felt that the city's gang programs were effective and should be continued. (32% felt they should be discontinued and 53% had no opinion on the subject.) This "low image" of the program has affected both community people and workers and may explain some of the lack of close involvement between the community and the workers.

4.1.11 Attitudinal Workshops

Results: We have no information that these have occurred. We feel that these would impact on the problems that we mentioned with relation to developing leadership. But, like the Police-Community Workshops, there has not been the time nor the direction to put them in motion.

4.1.12 Be a Continuous Resource to Community Groups

Results: As we have already stated under developing community leadership, the workers have functioned as a resource to existing community groups. This is an activity that they have pursued with good results, insofar as they have been able. They have continued the good relationships that they had already developed. There has been no way to quantify the results as compared to previous years. It is encouraging that some existing good aspects of the program have survived the change-over with its consequent shifting of area boundaries and personnel.

4.2 Program Components and Changes in Activities

4.2.1 Program Funds

Results: Only a small amount of the $50,000 in program funds has been used from July, 1973 through January, 1974. There have been a small number of trips and experiences for youth. Almost none of these funds were spent in the July - December, 1973 period. A skating party and other activities began to get underway in January. One of our student evaluators attended the skating party.

A series of projects are scheduled for the spring of 1974, but this fails to explain why nothing happened last summer and in the fall.

Factors: The reasons for the slow start in using the program money funded through Youth Development would have to be found with the administration. Again this year, as in past years, the workers and supervisors are saying that there is a need for program funds and that the workers did not have any. All of the monthly reports of group projects that used any program supplies show that the source was not from the program funds. Most materials were paid for by participants or workers, some were donated by community contacts. The administration of the program held back on this aspect of the program while they were involved in the changeover to the Individualized Services program and through the period of changes in the position of director.

4.2.2 Evaluation

Results: The evaluation forms, plan, and cooperation with Safe Streets in accomplishing this objective have never been put into operation. This was to have been part of the agency's ongoing internal evaluation. There has been no ongoing evaluation.

Factors: There seems to be two primary reasons for the lack of this component. First, the administrative changes and emphasis on the Individualized Services program, and second, the feeling that an occasional review of progress and an annual (once a year) look at statistics gathered from various sources is an ongoing internal evaluation. Even if the internal evaluation is done on an annual basis, the gathering of information from within the program must take place on a regular basis, and must be reviewed as to its adequacy early in the year, so that complete useable information is available when the agency does check out their own progress.

4.2.3 Changes in Activities

As a result of the changeover the Youth Development and Intensive workers were put on a 2 o'clock to 10 o'clock schedule. Youth Development workers were to have worked 8.00 - 4.30. The other change was for Youth Development workers to become the sole worker in an area rather than a member of a team that included Intensive workers assigned to particular gangs.

The actual operational unification of these two program into one

functional entity has left the city's total street worker program in the position of being much closer to what the Youth Development proposal called for, than it is to the Intensive proposal. An area-wide view of problems, coordinating resource availability and use are keys to the present operation. The other important aspect is the contact and liaison roles that were the primary tasks of the Intensive workers. Now the Youth Development workers have had to also assume this role as the only worker in a particular area.

Areas, or the territory that makes up an area, have shifted somewhat. In going to a pattern of coverage with approximately one fourth of the previous number of street workers, the city has had to change and enlarge area designations. The conflicts among gangs, the kind of relationship workers have had with particular gangs, the personal characteristics of the particular worker as a worker, and the past associations the worker has had are all factors that went into the present assignments.

Each worker has around six gangs in his/her area. The area assignments and boundaries began to settle down in October. All workers (both programs) use the same reporting forms and are supervised through the same structure. Previous differences in the two programs have begun to diminish; there are still some differences that were commented upon that have grown largely out of the different orientations that they previously

held.. There also seems to have been a tendency for the Intensive workers to have been assigned to the more hostile gangs. This shows up in the fact that Intensive workers recorded 1,275 incidents, while the Youth Development workers recorded 143.

Finally, there has been some change in the indigenous aspect of the program. Wherever possible, the Youth Development workers have remained in the areas where they live. But with the redrawing of boundaries, and the assessment of how best to cover the entire city with limited staff, some Youth Development workers now serve an area other than where they live.

In our judgment, the assignment of workers has been well thought out. The factors that went into the decisions are, in our judgment, the important factors. Our interviews with regional supervisors have left us with the feeling that this dimension of the program has been carefully considered and carried out.

We are, however, concerned that these changes were not included in the proposal, or planned for before the year began, July, 1973. The guidelines that required the change to the Individualized Services program and thus took three fourths of the workers off the streets, were out in October 1972. By the time the city submitted this proposal, it knew what it was proposing for its other gang workers, (those being taken from the streets) and there could have been a much better planned coordination

of all aspects of the changeover.

Even with the usual delays in planning and even if the proposal did not mirror what had to happen in July, Youth Conservation Services could have notified the Governor's Justice Commission of the changes and submitted a revised plan of action. It certainly would have made some aspects of our evaluation task both clearer and easier if there had been a revised plan of action.

4.3 Impact of Project Results

The functional unity of the two programs has caused us to write this section, except for minor differences, the same as it is in the Intensive report. The reasons are obvious, similar things were done with a similar impact. (A similar rationale brings the same result for sections 4.4.-4.7.

The impact on the problem, i.e., on the level of violence related to gangs, has not been to reduce violence. In fact, since the changeover to Individualized Services the level of homicides has risen, while the overall level of violence has gone down (considering all ages for Philadelphia as a whole). The presence of alienation among youth and the lack of jobs have both continued. The program has not made any measurable impact on socialization or on neighborhood patterns. But it should be kept in mind that unemployment has risen overall, inflation has increased, and many socio-economic factors have made life more

alienating for youth in general and gang members in particular. Sixty-nine percent of those surveyed were unemployed.

The image of the city's programs is poor. Our survey of community persons clearly shows that the program lacks support in the community. Our survey of youth showed that those youth who no longer had a worker did not know why the worker had been moved. They knew nothing of the changeover to Individualized Services. The communications that flow out of the program have not created a clear picture of what is happening. In fact, even the workers do not know many of the things going on in their own agency. Some workers did not even know from which program their salaries came.

From our survey of youth, it is clear that the largest group of reasons fall into the social/friendship category. The youth tended to see the causes of gang violence in immediate interactions (micro-causal factors) such as turf invasion, general dislike of another gang, pay back, and gaining a "rep". All of these factors are related to the gang structure itself.

Those gangs on which the city has kept recent rosters show 38% of the membership to be 16 or older, with the larger membership being under 16, 62%. Awareness of the large number of younger gang members has led some to state that the majority of gang violence takes place among those under 16, but the police reports of arrests show clearly

that the great majority of those arrested (as a result of violent incidents) are 16 and 17.

Arrest records are noted by 63% of the youth surveyed, while only 37.5% of those placed on gang rosters by the workers are listed as having a record. The Intensive workers have worked with the more violent gangs. The Youth Development workers have recorded on their monthly reports 143 gang incidents from July to December, 1973, while Intensive has recorded 1,275 gang incidents during the same period.

This difference in focus between the two programs has become less since the changeover last summer. Now every worker (both programs) has an area with several gangs. But some effects from the carryover of the different approaches are still there. The Youth Development workers have more meetings, usually activity centered, and make less calls to the schools, police, and homes of the youth. The most prevalent places for the youth worker to contact youths were at centers, the corner and playground, although stores and restaurants were also mentioned.

In surveying the workers we found that the agencies most helpful to them in getting their job done were: the schools, the Department of Recreation, religious organizations, community centers and community residents. On the other hand, they listed the police and Safe Streets as the agencies with whom they had the most difficulty. Efforts are

needed to improve relations with many programs that serve youth, and the absence of this effort becomes a difficulty for all of those agencies serving youth.

The workers see gang violence as the result of structural factors (macro-causal) in the social system, i.e., unemployment, parental neglect, and poverty. There is a very important question here, namely, how much can such a program really accomplish? Many of the important factors seem beyond the scope of any program of this kind.

4.4 Do Results Clearly Indicate Success or Failure

A clear statement of success or failure would have to conclude that compared to stated goals and objectives, the project failed. In many respects there could be no other conclusion as a result of the changes brought about to the program during the course of this funding year. But aspects of failure are not related only to the changeover. Rather, there are other aspects, such as poor management and poor management techniques, lack of visibility in the community, a lack of ability on the part of workers to deliver services, all of these have contributed to this evaluation of failure.

On the other hand, there is no way to assess the need for a program of this type. There is some information which does lead to a tentative conclusion. When most of the workers were pulled off of the streets, the amount of violent gang activity increased. It must be stated that in many respects the program was not given a chance for

success this year. This fact makes a fair conclusion as to success and failure open for debate.

If the evaluation component had been operational, the agency would have been able to make a better adjustment to the changeover. Weaknesses, strengths and even delays in doing what was to be done could have been spotted and remedied.

4.5 Comparison With Other Programs

It has not been within the scope of this evaluation to visit other cities, or to thoroughly check out other similar programs. However, a reading of some recent literature on street worker, programs does show that there has been a general problem in effectiveness among street worker programs. Still, we have not seen any final conclusive studies, based on a thorough evaluation of this approach.

Our findings lead us clearly to state that there is a need to have people who are in touch with those more alienated youth, who make up the gangs. In our judgment this need for contact will continue. From our evaluation of this program and some small knowledge of other programs, we are not ready to say that all gang workers should be taken off the streets.

4.6 Unintended Consequences of the Project

In this transition year of the project, the changes have brought a number of unanticipated or unintended consequences. Chief among

these is the worker's loss of confidence and a generally demoralizing atmosphere in the entire program. Further, it resulted in a setback for whatever gains the program may have made in previous years.

4.7 Cost Justification of the Project

No rational judgment can be made here. The information is not available to assess the cost effectiveness of the project. Further, the program was not allowed to function as planned, nor did it function as planned in all those areas where it was possible. The program as proposed would need to be functional and to undergo a continued close observation before a statement concerning cost justification could be made. It is at present underfunded, understaffed and overextended if its stated goals are to be achieved.

V. Conclusions and Recommendations

5.1 Conclusions

The Youth Development Program's primary goal was to achieve a reduction in the incidence of violent acts committed by gang members. It did not achieve this, in fact, homicides attributable to gangs increased.

The program also was to improve the delivery of youth services in affected areas in order to better deal with the problems faced by gang members and neighborhood youth and it was to work closely with local schools to ease tensions. We have not found any improvement in the delivery of services nor in the reduction of tension in the schools. The program was also to increase the chances for gang members to obtain employment. It did not have an impact here. Finally, it was to have provided coordination and services to the Youth Services Commission. It has had no measurable effect here. If anything, coordination and progress referred to in both of the city's proposals is not apparent this year. The changeover and lack of management direction would account for this absence of an overall coordination.

Putting all of this together, the Youth Development Program has had little, or an undeterminable, impact upon basic problems associated with violence prone gangs.

This conclusion is based upon our analysis of official JAD statistics, our interviews with gang members, our interviews with community leaders and the interviews with gang workers themselves. However, the Youth Development program has provided the framework which the city has had to use as a basis for street work with gangs.

Why the program was not effective and had little or no impact will be further discussed in the following sections.

5.1.1 Program Concept

Central to the Youth Development program is the concept of better and increased services for youth. The gang worker is the prime agent for establishing and maintaining contact with gang members and other youth, and the central figure for utilizing the elaborate intra-and inter-agency referral for services mechanism. In addition, the youth worker is to interact with neighborhood groups, parents, the schools and interested individuals. It should be obvious that the concept and its attendant responsibilities require a most unusual individual to work as a gang worker. Thus, the gang worker approach of the program was and is doomed to failure from the start. To work, the approach requires the gang worker to be an individual capable of coping with many types of stressful situations, one who can easily gain the confidence and respect of the gang and its members. Also, the gang worker must be able to do likewise with parents, school administrators and neighborhood groups. This individual also must be able to manipulate the bureaucratic

system for referring youth so that products such as jobs, education, counseling, etc., can be obtained. And the gang worker must also dutifully maintain a flow of paper, so that superiors can know of his activities.

Finally, the program as implemented this year, gives the worker both the responsibility for primary contact with the gang members, and the task of coordinating services in an area. The strength of "turf-bound" contacts is not present, nor have they been given the needed support and authority to accomplish their coordinating task.

(Because of the functional unity of the two programs, most of the balance of Section V is the same as in the Intensive report, except for minor differences that we observed.)

5.1.2 Program Management

Since August, when our evaluation commenced, there have been two changes in the management of the program. In addition, friction has existed in the ranks of upper level program administrators. The net result has been a lack of coordinated leadership and direction for the program, a fact which has filtered down through the ranks, leaving many gang workers and other staff members confused and dejected.

The system for program management is extremely poor. Record keeping, analysis and reporting of data, essential management elements for a program dealing with large numbers of people and numerous referrals requiring follow up, do not work well. The result is a manage-

ment that doesn't know what program personnel are doing and gang workers who are frustrated because of the apparent unresponsiveness of the program's management.

5.1.3 The Gang Worker

To function effectively, a gang worker should be well trained in techniques for relating to gang members, well informed about the location of, type of, and availability of, social services. He must be in close contact with neighborhood and community resources, knowledgeable about and in close contact with the numerous elements in the criminal justice system -- police on the precinct level, parole and probationary officers, the courts, and legal resources available to youth.

One can characterize the Youth Development workers as having a feeling of powerlessness, frustration, and alienation. They are aware that all they have to offer the youth is talk. Many are aware that their role is an impossible one. And, many are overwhelmed by the large geographic area and number of gangs they have to cover. Yet, their level of frustration is not as great as that of the Intensive workers. Only about 65% felt their agency did not support them (compared to 70% Intensive) and 60% felt that the training the agency provided was good (compared to 100% Intensive reporting the training to be bad). The different focus which Youth Development workers have had probably accounts for these differences and for their generally feeling more

comfortable in the program's set-up since the changeover.

The effectiveness of the gang worker is heavily dependent upon establishing and maintaining a relationship of trust with the gang and its members. In turn, this is dependent upon the gang's opinion of the worker's ability to deliver services they need, as opposed to talking about the services. The gang worker by himself cannot deliver anything. Of necessity, he relies upon the public and private agencies and groups for these services. At best, he is the trigger mechanism that can connect the gang and/or youth with the agency or group.

The process employed by the Youth Development Program is dysfunctional and acts to guarantee failure. The gang worker is put onto the streets with nothing but talk to offer the youth. To make a referral or to obtain a service for a gang or individual youth, the worker must follow a process that fits into the needs of the bureaucracy, the city's Department of Welfare and other social service agencies. The worker's initiated act, request or referral enters the system at the bottom of the welfare agency. The same system that barely manages to respond to the needs of the elderly, the poor, the infirm, does not respond differently for gang youth. In essence, the gang worker has a poorly functioning social service system to back him up.

Some gang workers have a poor attitude towards their work, as expressed by an undue amount of time spent in the office rather than

being out with the youth. Many are more concerned about going to school in the evening or getting another job. Also, more than half of the youth we interviewed either did not know of a worker, confused him with a probation officer, or expressed a dim recollection of one. Community interviews tended to support the conclusions drawn from the interview with youth. Overall, there appeared to be a lack of knowledge of the Youth Development Program.

On the whole, most gang workers are unhappy with the program, some are well motivated and try to do a job, but they need support and, in some cases, training.

5.1.4 The Community Groups, Leaders

Community groups and individuals are often a problem rather than a resource in the effort to reduce gang violence.

We found duplication of effort, competition for resources and prestige, and much rhetoric. In only a few cases was there any regular cooperation between the Youth Development program and community groups. We doubt that this situation will change.

5.1.6 Environment, Chances for Success

The Youth Development Program, as well as most gang control programs, are affected by the environment in which they must operate.

In Philadelphia, the environment is not overly hospitable for a gang control program, at least one that operates out of a city agency and relies upon city agencies for referral and social services. The

bureaucratic structure and inertia of these agencies dooms fragile programs like gang control from the very start.

Moreover, as indicated before, so few resources are put into gang control in Philadelphia that the issues and problems tend to overwhelm a small program like Youth Development, especially when it has even more responsibilities. Also, many external factors, such as the lack of effective gun control laws, act to dwarf any and all efforts of a single gang worker.

The Youth Development Program is a failure as a program, if results are measured against goals and objectives. The list of "didn't" and "couldn't" is long.

It has not reduced the incidence of gang violence, nor has it created or perpetuated a process or system of marshalling public and private resources, through the gang worker, for helping the gangs and individual youth.

The Youth Development Program did not produce much in the way of positive or encouraging results. One could conclude that the results were not worth the cost.

On the other hand, if one believes in the gang worker concept and approach, two or three times the level of funding would be needed as start-up costs to develop a program which would have the chance to achieve some results, or clearly demonstrate failure and cost-ineffectiveness.

5.2 Recommendations

5.2.1 Program Refunded

If this program is refunded, there needs to be some administrative changes in terms of more freely flowing communication and the provision of program security through a lessening of the shifting of personnel at the top.

Program components need to be planned to harmonize with the other major gang control efforts being funded by other sources. Planning must be flexible and foresighted to take changes into account and be ready for them.

Attention must be given to the in-service training needs of the workers in this program. The city needs to find a way to develop support for these workers so that they have a higher morale and can give more to this very demanding job. Areas to start with would include record keeping and alternative approaches to dealing with typical problem situations.

Some specific recommendations which would assist in achieving these goals are:

1. Leadership and supervision for the program must be more responsive, effective and imaginative, particularly as it relates to youth workers and the youth.

2. Better, more intensive and more useful training must be provided the gang worker. Such training must be provided on a continuous basis and as a part of the program.

3. Accountability should be established to favor the efforts of the worker. Thus, supportive service, where possible, should be made accountable to the gang worker.

4. Allow the youth worker to interface directly with service delivery agency. This would be enhanced if there were a designated person or group within the service agency with whom the worker could interface.

5. Cooperation between other funded gang programs must be mandated, not just recommended, at all levels of program management and in all aspects of operations.

6. Technical assistance must be provided to the programs. This could be partially accomplished through the efforts of outside evaluators.

7. Technical assistance must be provided to the worker. Teams of professionals, e.g., lawyer, psychologist, social worker, employment developer, should be available to workers for assistance.

8. Program goals should be reassessed, made more practical and more in line with strengths of the program and the realities of the problem.

9. Programs should concentrate their scarce resources to more effectively utilize existing services and efforts of other community groups and agencies. Programs should consolidate previous successful efforts. New experimentation should be well thought out and introduced only with great care. "Tinkering" must be avoided.

10. District offices need to be moved closer into the heart of the service area for that district.

11. To perform a coordination role, the workers must be given both training and back up in order to accomplish this difficult task.

Utilization of monthly report forms and some time spent in the field by supervisory staff would have the benefits of letting the worker know that the agency cared. This would result in more workers, hopefully all workers, working a full day rather than some taking off after approximately half a day.

5.2.2 Program Not Refunded

If this program is not refunded, it would not remove the continued need for work with violence prone groups, therefore some system of workers who work in coordination to cover the whole city should be funded in order to provide a focus for contact with gang members.

The need is for workers who can and will work together with existing community groups, using existing facilities, and developing community involvement for youth programs.

There needs to be a planned attempt to have the social service system support the efforts of gang workers in such a way that the worker becomes the point of contact and delivery of services for the youth.

TABLES 1 - 23

TABLE I

REASONS GIVEN BY YOUTH FOR GANG PARTICIPATION

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

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

Table II

ARREST RECORD OF YOUTH INTERVIEWED

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

Note: Several youth had been arrested more than once

Table III

PROGRAMS CONDUCTED BY YOUTH WORKERS

July - December, 1973

Type of Program	Number of Programs
Sports	18
Dancing	4
Comm. Project	20
Trips	3
Self defense	4
Other recreation	13
TOTAL PROGRAMS	62
TOTAL PARTICIPANTS	386

Table IV

WORKER CONTACTS

July - December, 1973

Community person	65
Agency person	58
Indigenous Worker	68
Criminal Justice system	5
Church/school	5
Employment	3

Table V

LOCATION OF WORKER CONTACTS WITH YOUTH

(as recorded by Youth Development Workers)

-Restaurant	3
-Stores	5
-Playground	5
-Centers	10
-Corner and other	10
Total	33

Table VI

YOUTH DEVELOPMENT PROGRAM WORKER
ACTIVITIES

July - December, 1973*

Category	Number of Meetings	Average per Worker per month**
Group meetings	275	6
Special meetings	123	2½
Informal contacts	416	8½
Home Contact	225	5
School contacts	72	2
Police contacts	38	1
TOTAL	1149	25

* Source: Monthly records kept by workers

** Averages rounded off to nearest whole or half number

Note: See also Table VII. Two different monthly reporting forms use almost the same headings and the total form are not the same

Table VII

MONTHLY AVERAGES - PER WORKER

July - December, 1973

Scheduled group meetings	27
Special group meetings	12
Neighborhood meetings	8
PYA	4½
Area Coordinating Meetings	5
Neighborhood contacts	46
Home contacts	19
Informal contacts	136*

* Of the 116 recordings of informal contact figures the following breakdown occurred:

Recordings of 50 & over	79
Recordings of 50-200	17
Recordings of over 200	20

This indicates that some meetings are included under this category by some workers and that the average of informal contacts exlcuding meetings would be much smaller, somewhat under 50 per month.

Note: This set of averages is for all city workers, both programs.

It covers similar headings to those of Table VI. As noted on Table II the two forms are not filled in with the same information.

Table VIII

REFERRALS

MADE AND RECORDED BY WORKERS

July - December, 1973

-Employment	32
-Health and Social Services	28
-Courts	3
-Schools	14
-Other	5

TABLE IX

REASONS GIVEN BY YOUTH AND WORKERS FOR CAUSE OF GANG RELATED VIOLENCE.

	Respones (%)	
	Youth	Workers
No reason	25	
Turf invaded	13	
Pay back/general dislike	22	
Messing with girls (boys)	11	
Gain a "rep", look big	13	11
Too much time, bored, apathy	8	11
Alcohol/drugs	3	
Gain favors	1	
Police agitation	1	
Environment (lack of jobs, poverty, parental neglect)	3	78
TOTAL	100%	100%

Note: Where the youth placed the blame of gang related violence, i.e. gang system of protection, friendship and status, the workers place the blamce on the social structure, i.e. poverty, lack of jobs and parental neglect.

Table X

AGE RANGE TENDENCIES OF GANG MEMBERS
(Rosters kept by workers)

Age Tendency	Male Gangs	% Total Membership	Female Gangs	% Total Membership
Predominantly under 16	6	20.5%	10	55%
Predominantly 16 & over	10	41%	7	28%
Mixed	8	38.5%	3	17%

Rosters provided on 44 gangs, 24 male and 20 females

Total membership on roster 1,301

For all 44 gangs, 59% members under 16

For all 44 gangs, 41% members 16 and over

Table XI

GANG ACTIVITIES

(Workers ovservations as recorded on monthly reports)

July - December, 1973

	Number of times mentioned
Sports	178
Hanging (rapping)	76
Constructive projects	25
Fighting	42
Other recreation	205
Group meetings	8
School	13
Drugs-drinking	81

Table XII

STATISTICS ON GANG MEMBERS AS RECORDED BY
YOUTH DEVELOPMENT WORKERS
Age breakdown

Under 12	63
12	46
13	77
14	83
15	97
16	103
17	70
Over 17	52
TOTAL MEMBERS	591

PERCENTAGE BREAKDOWN BY VARIABLES

Under 16	62%
16 and Over	38
In School	76%
Drop Outs	16%
Graduates	7%
Part time JOB	10%
Full Employment	12%
Unemployed	77%
Police Record	37.5%
No Record	62.5%

Table XIII

POLICE STATISTICS ON RELATED YOUTH
OFFENSES

Juvenile Offenses

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

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

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

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

Juvenile Arrests

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

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

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

Category	3rd Quarter 1973	3rd Quarter 1972	Numberic Change
Homicide	35	23	+ 12
Manslaughter	2	1	+ 1
Rape	46	46	No change
Robbery	336	396	-60
Aggravated Assault	201	180	+21
Burglary	637	567	+70
Larceny	685	522	+163
Auto Theft	329	225	+104
TOTAL	2,341	2,030	+311

Police Statistics on Related Youth Offenses Cont.

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

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

Category	1973	1972	Numeric Change
Homicide	65	84	- 19
Manslaughter	3	2	+ 1
Rape	164	145	+ 19
Robbery	1,087	1,142	- 55
Aggravated Assault	594	546	+ 48
Burglary	1,715	1,625	+ 90
Larceny	1,581	1,419	+ 162
Auto Theft	994	803	+ 191
TOTAL	6,203	5,766	+ 437

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

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

July - December, 1973

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

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

ATTITUDES OF YOUTH TOWARDS GANG WORKER
(or having a gang worker)

		N	%
1.	Positive response	15	19.7
2.	Accepting response	18	23.7
3.	Negative response	3	3.9
4.	No answer	40	52.6
	TOTAL	76	99.9+

+ Rounding error

Sample of Gang Related Youth (N=76)

TABLE XVI

AGE BREAKDOWN OF YOUTH SURVEYED

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

Mean age - 17.2 years

Modal age - 17 years

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

Sample of Gang Related Youth (N=76)

Table XVII

FUTURE PLANS OF GANG MEMBERS

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

Percent of Respondents No Answer 13.2 (N=76)

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

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

+ Rounding error

Sample of Gang Related Youth (N=76)

GANG WORKER SERVICES DESIRED BY GANG MEMBER

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

Sample of Gang Related Youth (N=76)

Table XIX

YOUTH RESPONSES FOR STOPPING GANG VIOLENCE

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

+ Sum greater than 100 indicates multiple responses by many respondents

Sample of Gang Related youth (N=76)

Table XX

REFERRALS AND ASSISTANCE RECEIVED BY YOUTH FROM GANG WORKERS

A.

Type Referral/Assistance	N	% of Total Reported (N=51) Referrals
1. Job referrals	20	39.2
2. Recreational referrals	7	13.7
3. Educational-Training referral	4	7.8
4. Legal Assistance referral	3	5.9
5. Counseling referral	3	5.9
6. No referral made	14	27.4
TOTAL	51	99.9

B. General Response Distribution

1. No Answer	30	39.5
2. Those Reporting no referrals	14	18.4
3. Those reporting referral or help	32	42.1
TOTALS	76	100.0

Sample of Gang Related Youth (N=76)

Table XXI

YOUTH AWARENESS OF GANG WORKERS

Responses	N	%
a. Named Worker	21	27.6
b. Did not know Worker's name	11	14.5
c. Reported having no Worker	21	27.6
d. Other*	8	10.5
e. No answer	15	19.7
TOTAL	76	99.9+

* Some respondents named their probation officer or private individuals.

\+ Rounding error

Sample of Gang Related Youth (N=76)

Table XXII

SERVICES OFFERED BY GANG WORKER

(Reported by Gang Member)

Response	N	% of Total Sample (N=76)	% of Total Responses (N=94)
1. Job related services (Job counseling, referral, or finding activities	19	25.0	20.2
2. Talking with gang members	11	14.5	11.7
3. Activities (Directing to or organizing use of various recreational and entertainment activities, working to expand or create facilities for recreation, entertainment, etc.)	8	10.5	8.5
4. Educational Services (Assistance in entering or re-entering school, Education referrals, Education counseling	5	6.6	5.3
5. Sports (organize & get facilities for)	4	5.3	4.3
6. Trips (plan & execute)	4	5.3	4.3
7. Assistance with legal problems (aid in dealing with police, courts, etc.)	3	3.9	3.2
8. General support & Counseling	3	3.9	3.2

Response	N	% of Total Sample (N=76)	% of Total Responses (N=94)
9. Stopping Gang Violence	2	2.6	2.1
10. Does Nothing	2	2.6	2.1
11. Don't Know	9	11.8	9.6
12. No Answer	24	31.6	25.5
TOTALS	94	123.6*	100.0

* Sum is greater than 100.0 due to multiple responses by many respondents.

Sample of Gang Related Youth (N=76)

DISTRIBUTION OF SAMPLE* BY GANG

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

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

Sample of Gang Related Youth (N=76)

APPENDICES A - C

Appendix A

YOUTH WORKER INTERVIEW GUIDE

1. Worker's Name_____ Supervisor's Name_____
2. Address_____
3. Age_____ Sex_____ Race_____
4. Highest grade completed?_____
5. How long have you been employed as a worker_____
6. What groups are you specifically working with and how long?_____

_____

_____

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

IN DEPTH QUESTIONS FOR WORKERS

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

COMMUNITY GANG CONTROL QUESTIONNAIRE

Address (Block)_____

1. Do you know of any programs in your area that deals with gangs? Yes___ No___

   What are their names?

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

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

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

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

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

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

7. Do you feel this program should be continued?

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

9. What organizations do you belong to?

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

Appendix C

INTERVIEW GUIDE FOR YOUTH

1. Sex_____ 2. Age_____ 3. Race_____

4. What gang do you belong to?_____

5. What is the name of the youth worker who works with your gang?_____

_____

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

_____

_____

7. Have you ever been helped or referred by the worker? Yes_____ No_____

(a) If yes, how many times?_____

(b) What type of help or referral?_____

8. About how frequently does the youth worker meet with your gang?_____

_____

9. Since the gang worker has been assigned to your group, has the number of violent acts _____ decreased _____ remained the same_____ increased?

10. What specifically does the youth worker do when he meets with your group?_____

_____

_____

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

_____

_____

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

_____

_____

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

_____

14. Are you involved with the program at a Safe Streets Center? Yes_____ No_____

If so, for how long?_____

15. How often do you go to the center?_____ How much time do you spend there?_____

16. What services do you know that you can get from the Safe Streets Program?_____

_____

(a) What can it do for you?_____

17. What services or referrals have you received from the program?_____

_____

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

_____

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

_____

20. How do you feel about the Center?_____

_____

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

_____

_____

22. What groups use the Safe Streets Center?_____

_____

_____

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

_____

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

_____

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

26. Do you belong to any type of social organization (ex. social club, fraternity or sorority, etc.)? Yes_____ No_____, If yes, what is the group and about how many members does it have?_____

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

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

29. Have you ever been arrested? Yes_____ No_____. If yes, for what?_____
_____. What was the outcome?_____

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

31. What does the gang do for you?_____

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

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

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

35. What are your future plans?_____

END