



CLEVELAND IMPACT CITIES PROGRAM

DIVERSION AND REHABILITATION
OPERATING PROGRAM

ALTERNATIVE EDUCATION
(STREET ACADEMY)

FINAL EVALUATION REPORT

April 1975

**OFFICE OF THE MAYOR
IMPACT CITIES
ANTI-CRIME PROGRAM**

RALPH J. PERK
MAYOR

DONALD P. BOGOSIAN
Acting DIRECTOR

37215

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SECTION I

INTRODUCTION AND BACKGROUND

1.1 OPERATING PROGRAM OVERVIEW

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

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

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

ULTIMATE GOAL

SUB-LEVEL PROGRAM GOALS

OPERATING PROGRAMS

PROJECTS AND/OR ACTIVITIES

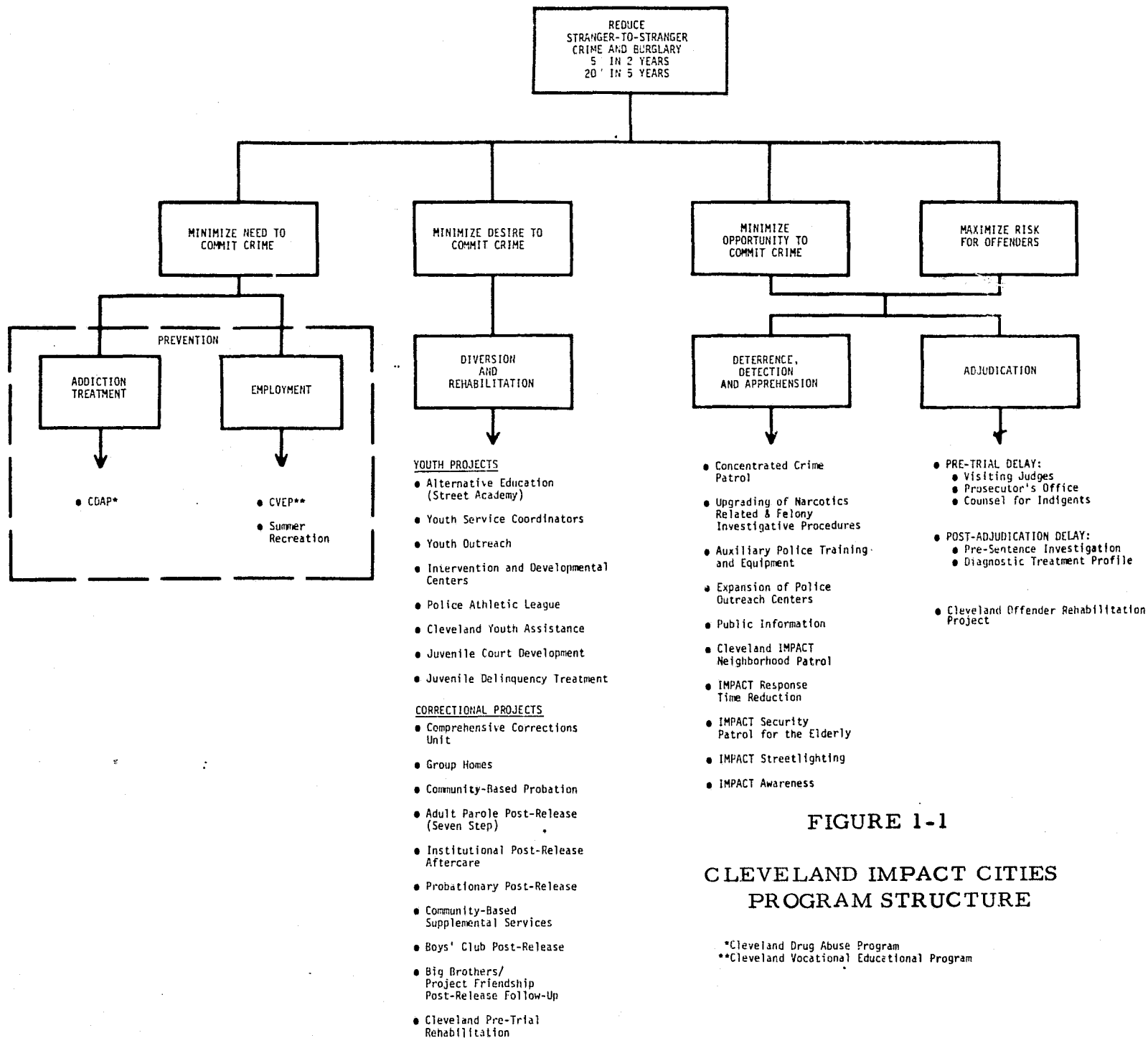


FIGURE 1-1

CLEVELAND IMPACT CITIES PROGRAM STRUCTURE

*Cleveland Drug Abuse Program
**Cleveland Vocational Educational Program

Education or Street Academy Project, one of the projects in this Operating Program dealing with pre-delinquent and delinquent youth.

1.2 PROJECT OVERVIEW

This report presents the final evaluation of the Street Academy (SA) Project's performance during IMPACT funding. IMPACT funding was first awarded on February 15, 1973, for a six-month period. This first phase of funding became retroactive to January 1, 1973.* At the end of the Phase I funding period, not all IMPACT dollars were expended and the project received an extension of the grant period to September 14, 1973. Phase II IMPACT funding commenced on September 15, 1973, for another six months. The second phase funding period was extended by one month to allow sufficient time to expend remaining project funds. The SA project was awarded a third phase of IMPACT funding on April 15, 1974 for a 2.5-month period to enable the project to close out its spring school quarter operations. IMPACT funding terminated on June 30, 1974. In summary, the SA project was funded under the Cleveland IMPACT Cities Program for a total of 18 months.

The SA project was established to provide an alternative educational experience for youth who find themselves outside the conventional high school setting. SA was to provide the opportunity for youth to continue formal education in a structured but informal atmosphere. Thus, with needed educational qualifications, youth would be enabled to find gainful employment lessening the desire and need to commit crimes.

*In terms of the SA academic year, IMPACT funding started mid-winter quarter 1972-1973.

The youth which SA were to serve during IMPACT funding may be more rigorously defined as a target population with the following characteristics:

- 16 through 21 years of age, the majority being residents of inner-city communities with an emphasis on "Black or lower economic areas,"
- the majority having completed the tenth grade with limited basic educational or marketable skills,
- approximately 49 percent having been arrested with some having spent time in correctional institutions, and
- the majority having "experienced intense frustration, failure in school and life, difficulty in developing social relationships, feelings of alienation from peers, family, institutions, and society."

The SA project was to deliver services to a total of 270 dropouts with the above listed characteristics during the three phases of funding.* Principal referral sources for these youth were to be agencies within the juvenile justice system, schools, and the community.

Of the various activities SA was to provide, the major emphasis was on academic instruction. The academic year was to be divided into

*The grant applications for the three phases of funding presented quantified objectives concerning the target population in several different contexts. The quantification, in view of seeming inconsistencies among the numbers in addition to scheduling changes made during the initial implementation phase of the project, reflected a variety of baseline and performance figures including 160 clients to be served in the first (two school quarter) phase, 270 clients to be served over a period of three school quarters, and 270 clients to be served over a period of five school quarters, or during the entire three phases of funding. The number to be served noted above represents the authors' best "reconstruction" of original project purposes and operational intentions.

three terms* offering courses which meet minimum requirements for a high school diploma.** These courses were to focus on the students' present and future needs. In other words, stress was to be placed in the curriculum on readily marketable skills, improvement in other basic high school skills, and preparation for college.

The informal atmosphere of SA was to encourage participation and involvement of the students in their educational experience. The class size was to average 15 students to allow for adequate teacher-student interactions. In addition, sessions were to be held during which students could actively participate in the planning and implementation of curriculum ideas, school activities, and policies. These "rap" sessions were to assist students in gaining experience in the nature of cooperative group efforts.

To supplement the student's learning experiences in the various courses offered, extracurricular activities were to be organized. These activities were to include (1) individual student projects and other student undertakings, (2) field trips to places such as industries, businesses, colleges, and universities, and (3) outside speakers on careers and special interests.

*Originally, the academic year was to be divided into four, 12-week school terms. The SA project modified its academic year after winter quarter, 1972-1973. SA then provided 44 weeks of class instruction: 10 weeks during fall quarter, 17 weeks during winter quarter, and 17 weeks during spring quarter. The academic year was again modified after the 1973 fall quarter to 12 weeks of class instruction for the following winter quarter and 12 weeks of class instruction for the 1974 spring quarter. No documentation is available concerning the reasons for these changes.

**After satisfactory completion of these requirements, SA students received diplomas through Saint Joseph's High School.

In addition to academic instruction, SA was to provide supportive services for youth including individual and group personal counseling, educational counseling, family counseling, service brokerage, and employment/vocational referrals. Through personalized individual and group counseling, students were to be assisted in (1) establishing personal and career goals, (2) arriving at socially acceptable solutions to their various problems, and (3) orientation to diversified career opportunities. Educational counseling sessions were to address not only academic problems but also preparation for college, specifically information relating to college life and various college programs. With the aid of family counseling, parental support for the SA student in his endeavors was to be sought. Coordinated referrals to other agencies, or service brokerage, was to supplement SA academic instruction and supportive services. Through employment/vocational referrals, SA students were to be assisted in placements for employment positions and vocational training.

The preceding project activities were to be implemented for all three phases of funding. However, the grant applications for Phases II and III indicated some expansion of SA activities subsequent to the review of Phase I performance. Table 1-1 outlines the project's objectives and the methods by which these objectives were to be met during the three phases.* In general, more stress was placed on recruiting delinquent youth for enrollment, placing youth in jobs, assessing academic achievement and personality development, and cooperative group efforts.

*No changes were indicated from Phase II to Phase III concerning project objectives and methods.

TABLE 1-1

SA OBJECTIVES AND METHODS

OBJECTIVES	METHODS	
	PHASE I	PHASES II & III
1) Serve the defined target population.	<ul style="list-style-type: none"> ● Enrollment of 160 high school dropouts of which 35 percent, or 56 youth, had been arrested. 	<ul style="list-style-type: none"> ● Enrollment of an additional 110 high school dropouts of which 68 percent, or 75 youth, had been arrested; ● Development of juvenile delinquency agency referral sources.
2) Reduce the desire and need of SA youth to commit crimes; reduce the recidivism rate of SA youthful offenders.	<ul style="list-style-type: none"> ● Provision of the opportunity for youth to continue education in an informal setting while receiving supportive services. 	<ul style="list-style-type: none"> ● Same -- no change presented.
3) Promote the academic success of SA students:	<ul style="list-style-type: none"> ● Curriculum instruction, ● Educational counseling and referrals, ● Field trips. 	<ul style="list-style-type: none"> ● Same -- no change presented, ● Same -- no change presented, ● Same -- no change presented, ● Academic achievement assessment twice per quarter, ● Inter-school activities, ● Daily "rap" sessions.
<ul style="list-style-type: none"> - Develop desire to continue and subsequently complete high school education, - Develop desire to learn and earn credits toward completion of high school education, 		

TABLE 1-1 (Continued)

OBJECTIVES	METHODS	
	PHASE I	PHASES II & III
<p>3) (Continued)</p> <ul style="list-style-type: none"> - Develop desire to actively participate in SA curriculum, - Promote daily attendance at SA (reduce non-attendance at SA), and - Develop desire and skills to continue with higher education, i. e. college. 		
<p>4) Promote gainful employment of SA students.</p>	<ul style="list-style-type: none"> ● Courses in readily marketable skills, ● Outside speakers on careers, ● Job/vocational referrals. 	<ul style="list-style-type: none"> ● Same -- no change presented, ● Same -- no change presented, ● Same -- no change presented, ● Coordination between SA and LEMMP and CMHA for SA students' employment.*

*LEMMP is the Law Enforcement Minority Manpower Program; CMHA is the Cuyahoga Metropolitan Housing Authority.

TABLE 1-1 (Continued)

OBJECTIVES

- 5) Develop an increase in self-esteem and other positive feelings in SA students about self, family, and community.

METHODS

PHASE I

- Individual personal counseling,
- Family counseling,
- Group counseling,
- Service brokerage for supplemental services,
- Social and community activities.

PHASES II & III

- Same -- no change presented,
- Same -- no change presented,
- Same -- no change presented,
- Same -- no change presented,
- Not specified,
- Personality development assessment three times per quarter.

As a result of all these project activities, upon leaving SA, students were to be prepared to function in a defined and constructive manner with positive feelings about self, family, and the community.

The following section presents an analysis of project performance and management during the three phases of IMPACT funding, from January 1, 1973, to June 30, 1974.

SECTION II

EVALUATION AND DISCUSSION

2.1 EVALUATION APPROACH

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

It has become obvious that the Diversion and Rehabilitation Operating Program under which SA is subsumed is not fully susceptible to the rigor of the

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

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

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

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

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

The PSR was developed as a necessary supplement to the DCIs due to the three-month interval between DCI data collection and the time required for data processing. The PSR format allows for the capture of summary information about project performance facilitating manual data reduction and summarization. These forms are also specifically designed for each project but are submitted on a monthly basis for more frequent periodic management information purposes.

The SA data collection effort has been of major concern to the IMPACT Planning and Evaluation Staff since the project was first required to submit DCIs and PSRs. Data collection problems not only concerned the timely submission of these forms but also inconsistent, incomplete, and inaccurate data. By the completion of IMPACT funding, not all required DCIs were submitted on project clientele. Moreover, based on previous experience with SA concerning data collection, a considerable amount of time would have been necessary to be expended by the IMPACT Planning and Evaluation Staff to complete the data verification process in order to prepare the DCI data for evaluation usage.* While the IMPACT Staff was taking needed measures to obtain the outstanding DCIs and complete the data verification process for those DCIs in-house, a management decision was made by IMPACT to eliminate the DCI as a reporting requirement for all but five projects.** Consequently, preparation of the SA DCIs for utilization in the evaluation of project performance was not completed and not all needed DCIs were obtained from the project. For the preceding reasons, usage of

*The data verification process is time-consuming for all project DCIs; however, past experience with the SA project has demonstrated that more time than usual is needed for the preparation of SA DCI data.

**After an intensive review of the DCI reporting system, IMPACT management concluded that the overall difficulties encountered with the system concerning the timely submission of complete and reliable DCI data on an estimated total client population of 12,000 adults and youth did not warrant the costliness of data verification and analysis. Five projects were chosen as exceptions due to their representativeness of projects funded by the Cleveland IMPACT Cities Program and the limited difficulties involved in their submission of reliable DCI data. These projects are the Cleveland Drug Abuse Program, Cleveland Vocational/Educational Program, Juvenile Offender Screening Activity, Cleveland Youth Assistance Project, and Cleveland Offender Rehabilitation Project.

DCI data for this final evaluation is not practicable.

The following analyses of project performance and management are therefore supported primarily by data from the summary PSRs, and secondarily by information contained in project director narratives, monitor reports, and other relevant documentation. It should be noted that the PSR data verification process was not completed for the Phase II and III reporting periods. These PSRs were submitted shortly before the IMPACT funding period terminated rather than on the required monthly basis. The amount of time remaining before funding ended did not allow for the volume of work needed to properly correct these PSRs. Consequently, only those data which are considered relatively reliable have been utilized in preparation of this evaluation report.

2.2 ANALYSES OF PROJECT PERFORMANCE

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

Serve the defined target population.

A total of 270 high school dropouts were expected to be served during the IMPACT funding period.* In the second and third phase grant applications, the project indicated that efforts to recruit youth with prior arrest records would be increased from 35 percent during Phase I to 68 percent during Phases II and III. These percentage figures are equivalent to approximately 131 youth, or 49 percent, of the total 270 to be enrolled.

The SA project enrolled an additional 142 clients during Phases II and III. With the 168 clients enrolled during Phase I, the project served a total of 310 youth, 15 percent more than the expected number to be served. Of the youth served during IMPACT funding, 109 clients were reported on the PSRs to have had previous arrest records: 34 during Phase I and 75 during Phases II and III. These data demonstrate a considerable improvement in recruiting the appropriate target population for Phases II and III. Phase I data indicate a 42 percent deficiency in the enrollment of previous arrestees, whereas, data for the second and third phases of funding indicate a 23 percent deficiency in recruiting youth with prior arrest records. The table below shows the distribution of the 109 clients with previous arrest records according to the type of offense for which they were last arrested or convicted.

*Refer to footnote discussion on page 1-4, supra.

TABLE 2-1

DELINQUENT HISTORY OF SA ARRESTEES

<u>HISTORY</u>	<u>OFFENSE TYPE</u>		
	<u>IMPACT Felony</u>	<u>Other Felony</u>	<u>Misdemeanor or Non-Criminal*</u>
Arrest(s), No Conviction(s)	1	4	11
Arrest(s) and Conviction(s)	45	12	36
TOTAL	46	16	47

It should be noted that the SA project did not have a formal method established by which to verify previous or current arrests of clients. Previous or current arrests were usually determined through contacts with the client himself or his family and friends unless the youth was referred to the project by an agency under the juvenile justice system. In these latter cases, the SA project was notified of the youth's previous delinquent history and any new court contacts. Consequently, the reliability of previous or current arrest data reported by the project is limited since these data were possibly under-reported. This situation could be attributed to the inherent nature of the SA project requiring a certain amount of confidentiality to develop a rapport between the client and project staff.

*Non-criminal offenses are defined as social offenses not involving delinquent or criminal acts: for example, truancy and runaway.

Reduce the desire and need of SA youth to commit crimes; reduce the recidivism rate of SA youthful offenders.

A five percent figure was set by the third phase grant application as the expected, or baseline, rate of recidivism for the entire IMPACT funding period. There was no established baseline figure concerning the reduction in crimes committed by SA youth after enrollment in the project.

The SA project reported a total of 14 arrests during the three phases of funding: six for IMPACT crimes, six for other criminal offenses, and two for non-criminal offenses. The number of arrests reported represents a five percent arrest rate for the total client population of 310 youth.

No data are available as to the number of previously adjudicated (or convicted) clients who committed additional crimes after receiving SA services. However, assuming all reported arrests occurred for the 93 previously adjudicated youth, the rearrest recidivism rate during IMPACT funding is equivalent to 15 percent. Although this rate is three times the expected recidivism rate, three points should be considered. First, the above percentage figure represents the maximum reported rate of recidivism because (1) less than 14 arrests might have occurred for the project's previously adjudicated clients, (2) an arrest does not confirm a criminal or non-criminal offense, and (3) non-criminal arrests were included in its computation. (Recidivism essentially refers to criminal acts unless a non-criminal conviction resulted in an adverse change in the offender's

status of probation or parole. Therefore, excluding arrests for non-criminal offenses, the rearrest recidivism rate would be 13 percent.) Second, the above rearrest recidivism rate compares favorably with available statistics from the Juvenile Court Division of the Cuyahoga County Court of Common Pleas.* And third, the reliability of arrest data from the project is limited and under-reporting of arrests might have occurred. This last point has been discussed previously.

Promote the academic success of SA students.

This objective consists of five components, or sub-objectives.** Only two of these sub-objectives were quantified for the entire funding period. For the other three sub-objectives, expected, or baseline, figures were specified only for the two school quarters operating during Phase I. Therefore, Phase I baseline figures were utilized for the analyses of these three sub-objectives. Necessary adjustments for the client population during the three school quarters operating during Phases II and III were made.

For this objective, an analysis of each sub-objective is presented first with a subsequent discussion on the methods by which this objective was to be met.

*For 1973, the Juvenile Court reported that of the youth who had official filings for criminal and non-criminal offenses, 29 percent had some contact with the Court prior to that year.

**Refer to Table 1-1, pp. 1-7 to 1-8, supra.

Develop desire to continue and subsequently complete high school education.

Twenty-two percent, or 68, of the total youth enrolled in SA were to complete their high school education by the end of IMPACT funding. At the end of the five quarters which operated during the three phases, 55 SA students completed the SA program.* An additional 12 students left the SA project to continue their education in an accredited high school. Since it is not known whether these 12 youth graduated from high school, the maximum possible number who completed their high school education during IMPACT funding is equivalent to 67 youth. Therefore, there was a deficiency in the range of one to 19 percent in meeting this sub-objective.

The next three component objectives are addressed concurrently. Their analyses can be best presented on a quarterly basis insofar as quantifications are presented in this manner and PSR data overlap does not permit an analysis for the entire funding period.

Develop desire to learn and earn credits toward completion of high school education;

Develop desire to actively participate in SA curriculum; and

Promote daily attendance at SA (reduce non-attendance at SA).

Table 2-2 presents the analyses of the above component objectives. The percent difference indicates that each sub-objective was met or exceeded.

*Completion of the SA program is equivalent to completing high school since, in both cases, the student receives a high school diploma.

TABLE 2-2
 QUARTERLY ANALYSES OF SA SUB-OBJECTIVES

SUB-OBJECTIVE DATA ELEMENT	SA SCHOOL QUARTERS					QUARTERLY ACTUAL AVERAGE	QUARTERLY EXPECTED AVERAGE	PERCENT DIFFERENCE
	Winter 1973	Spring 1973	Fall 1973	Winter 1973-1974	Spring 1974			
Number of SA students who earned credits toward completion of high school education.	65	65	65	65	60	64	63	+ 2%
Number of SA students who remained as active participants in SA curriculum during the quarter.	75	84	73	82	61	75	75	0%
Number of unexcused absences for SA students per day.*	16	13	25	14	20	18	28	+ 36%**

*Some students were not required to attend SA on a daily basis because of employment commitments; these were excused absences.

**For an objective indicating a reduction, the actual and expected figures are considered negative values resulting in a positive percent difference when the actual reduction is greater than the expected.

Develop desire and skills to continue with higher education, i. e., college.

Data from the PSRs and project director narratives indicate that 24 SA students applied to college with 10 known to be accepted for enrollment. No dispositions were indicated for the five college applications made during the last school quarter of IMPACT funding; consequently, at most, 15 SA youth could have been accepted into college. The number applying for college enrollment represents 44 percent of SA graduates with a maximum success rate of 63 percent for acceptance into college. The project predicted a success rate of 70 percent for those applying for college enrollment. No documentation is available concerning the reasons for this deficiency.

The following discussion addresses the methods by which the preceding component objectives were to be met.

Curriculum Instruction. Table 2-3 presents the number of courses offered in various subjects during the five school quarters of IMPACT funding. Class size was to be maintained at a teacher-student ratio of 15 to one. The project reported an average class size of 15 students for Phase I. However, based on data from PSRs and project director narratives, the average class size was approximately 18 students during Phases II and III. This increase in class size could be attributed to the overall reduction in the number of courses, or classes, offered during the 1974 spring quarter.

Educational Counseling and Referrals. An average of 33 percent of the students enrolled each SA school quarter received educational counseling.

TABLE 2-3
COURSES OFFERED DURING SA QUARTERS

SUBJECT	NUMBER OF COURSES OFFERED				
	Winter 1973	Spring 1973	Fall 1973	Winter 1973-1974	Spring 1974
Science	6	4	4	5	5
English*	9	10	6	7	4
Mathematics	8	11	7	9	4
Social Studies	6	6	9	8	7
Reading	3	4	3	3	2
Art	1	1	4	3	2
Other**	2	1	0	2	1
TOTAL	35	37	33	37	25

*English includes courses in writing and speech.

**Other includes courses in gym, health, and interdisciplinary (potpourri). This last course was not defined by project personnel.

A higher percentage of students were rendered educational counseling during the three quarters of Phases II and III than during two quarters of Phase I; only nine percent of the enrollees received this service during Phase I. However, the smaller percentage of students rendered educational counseling per quarter during Phase I allowed staff to devote more hours per student in this service. An average of slightly more than two and one-half hours was devoted to each student receiving educational counseling per quarter during the entire funding period. Referrals to an accredited high school were made for 74 youth and referrals to another educational program or facility were made for 72 youth during the five quarters. Almost all referrals were made during Phases II and III. From PSR data, it is known that at most 33 of these referrals became effective, i. e. the client followed through and enrolled in the high school or other educational program. In other words, educational referrals demonstrated a 23 percent success rate.

Field Trips. The project reported a total of 12 field trips during the three phases of funding; three of these were to local colleges and universities. The number of field trips which could be taken was limited due to difficulties in obtaining transportation for the students.

The following activities were specified for Phases II and III only.

Academic Achievement Assessments. Forms evaluating the academic achievement of SA students were to be completed twice per quarter during

the three quarters of Phases II and III. The project reported that these forms were completed 10 times during the 1973 fall quarter, once during the 1973-1974 winter quarter, and four times during the 1974 spring quarter. Consequently, the project performed as specified during fall and spring quarters.

Inter-school Activities. A total of six inter-school activities were held during Phases II and III. The grant applications for the second and third phases of funding did not specify the number expected to be held. All clients enrolled during the 1973-1974 winter and spring quarters were involved in these inter-school activities. Only seven clients were involved in such activities during the 1973 fall quarter.

"Rap" Sessions. Daily "rap" sessions were to be held during the second and third phase school quarters. SA policies, activities, and curriculum were addressed at these sessions in addition to subjects of general interest. Outside speakers were engaged for discussions usually during these sessions. In accordance with PSR data, these sessions were held on a daily basis during each quarter of Phases II and III with the exception of the 1973-1974 winter quarter. "Rap" sessions were held on a weekly basis during the first three weeks of this quarter.

The preceding analyses indicate that, in general, the SA project was performing in accordance with grant application specifications. Three of the five component objectives were met and one component objective

was nearly achieved. Activities relating to this objective were generally more extensive during Phases II and III than during Phase I.

Promote gainful employment of SA students.

This objective was quantified only for first phase operations. This same baseline, or expected, figure was utilized for the analysis of the objective for the overall funding period after necessary adjustments were made for the client populations during the three quarters of Phases II and III.

During the three phases of IMPACT funding, 71 clients obtained employment: 28 for part-time positions and 43 for full-time positions. Another 32 clients were already employed when they enrolled in the SA project. Consequently, 103 clients, representing 33 percent of the total enrollment, were employed for some length of time while in the SA project. This percentage figure compares favorably with the expected figure set in the first phase grant application; 13 percent of the SA enrollment was expected to be employed for some length of time while enrolled in the SA project.

Although this objective was exceeded, deficiencies were experienced in the methods to be utilized to attain the objective. The following addresses each activity to be provided under this objective.

Courses in Readily Marketable Skills. Courses in readily marketable skills were to be provided under the original budgets and grant applications for Phases I and II. A business education instructor was to be hired for Phase I

and two instructors, one for shorthand and one for drafting, were to be hired for Phase II. Budget revisions submitted by SA for both phases eliminated these positions. The project reported that it was unable to hire qualified individuals to fill these positions. Consequently, courses in readily marketable skills were not provided during IMPACT funding.

Outside Speakers on Careers. Outside speakers on careers were engaged on 22 occasions during the first and second phases of funding. No documentation is available as to the number of speakers engaged during the last month of the 1974 spring quarter, or during Phase III funding. Considering the emphasis which was placed on this activity, the number of speaker engagements on careers was minimal. One speaker was engaged approximately every two and one-half weeks of each quarter operating during Phase I and II.

Job/Vocational Referrals. A total of 115 referrals for job placement and 26 referrals for vocational training placement were made during the three phases of IMPACT funding. The success rate for job referrals increased from 46 percent, or 19 placements, during Phase I to 57 percent, or 42 placements, during Phases II and III. Sixteen of the vocational training referrals became effective, representing an overall success rate of 62 percent.

Coordination with LEMMP and CMHA for Employment Positions. The project was to develop a working relationship with LEMMP and CMHA to secure

employment positions for students in crime prevention during Phases II and III. PSR data indicate that no SA client obtained employment under either agency. No documentation is available concerning the causal factors for this deficiency.

Develop an increase in self-esteem and other positive feelings in SA students about self, family, and community.

This objective was not quantified for any phase of funding. Furthermore, qualitative assessment forms completed by SA students and staff prior to and after enrollment in SA would be needed to properly evaluate increases in positive feelings. However, the extent of such recordkeeping was not within the scope of the SA project. As an alternative, the services to be provided to achieve this objective are addressed in the following discussion.

Individual Personal Counseling. All clients received individual personal counseling during the five quarters operating under IMPACT funding. Individual counseling was rendered on both a formal and informal basis. No accurate data are available concerning the hours and sessions of individual counseling during the five quarters.

Family Counseling. Family counseling services were rendered for an average of 22 percent of the clientele, or 22 youth, enrolled each quarter. This type of counseling was provided for the clientele's families with or without the presence of the client himself. No accurate data are available

concerning the hours and sessions of family counseling during the five quarters operating under IMPACT funding.

Group Counseling. All clients enrolled each quarter were provided counseling in a group setting. This type of counseling addressed personal, educational, and/or employment problems. No accurate data are available concerning the hours and sessions of group counseling during the five quarters of IMPACT funding.

Service Brokerage for Supplemental Services. A total of 373 referrals were made to other community agencies for youth needing services in addition to those provided by the SA project; of these referrals, 123 were to other IMPACT funded projects. The project reported a 76 percent success rate for these referrals, i. e. in 285 cases, clients followed through on the referral and began using the resources of the agency.*

Social and Community Activities. Social and community activities were specified only for Phase I operations. During this phase, these activities were not developed to a great extent. The only documented activity was SA's literary magazine published for distribution in the community.

Personality Development Assessment. Personality development assessment forms were to be completed by counselors during Phases II and III three times a quarter. The project reported that these forms were completed

*It should be noted that 285 effective referrals do not necessarily mean that 285 clients were using the resources of other agencies. Some clients might have needed to be referred to several agencies to fulfill their needs.

on enrolled clients ten times during the 1973 fall quarter, twice during the 1973-1974 winter quarter, and four times during the 1974 spring quarter. The project was deficient in completing these forms only during the 1973-1974 winter quarter.

The above service data indicate that, in general, the SA project was performing in accordance with the specifications in the grant applications. The intensity of individual, family, and group counseling is not known due to the unavailability of accurate data for the five quarters operating during IMPACT funding.

The following section presents a summary of the preceding analyses concerning project objectives and activities and addresses the project's general performance during the three phases of funding.

SECTION III

SUMMARY AND CONCLUSIONS

The SA project was developed to provide the opportunity of continued education in an informal setting for youth who dropped out of high school. This objective is based on the assumption that academic failure is a prelude to criminal activity since legal employment is difficult to obtain without sufficient basic educational skills.

The project provided educational training, alternative to the conventional high school setting, to 310 youth, 40 more youth than the expected number to be served. Thirty-five percent of these youth had prior contacts with the juvenile justice system, i. e. arrests and/or convictions. The project demonstrated a considerable improvement in recruiting its defined target population of youth with prior arrest records during Phases II and III.

Fourteen arrests were reported for clients during SA project enrollment. The number of arrests represents a five percent arrest rate and a rearrest recidivism rate of 15 percent assuming all arrests occurred for previously convicted clients.* This rearrest recidivism rate compares favorably with available Juvenile Court statistics.

SA students showed generally positive results from their educational experience. Fifty-five students graduated, or satisfactorily completed

*Refer to discussion on p. 2-8, supra.

the SA program, 12 continued their education in an accredited high school, and an average of 64 students per quarter earned credits toward completion of the SA program. An average of 75 students per quarter remained as active participants throughout the quarter, i. e. attendance for these students was daily or almost daily. An average of 18 absences per day per quarter was reported for the five school quarters operating during IMPACT funding. Twenty-four students, or 44 percent of the SA graduates, applied to a college or university; a maximum success rate of 63 percent was indicated for acceptance into college. Activities promoting the academic success of SA students were generally more extensive during Phases II and III.

A total of 103 clients were employed for some length of time while in the SA project; 61 were placed in an employment position with the aid of SA staff referrals. The activities which were to be developed to promote the gainful employment of SA students demonstrated some deficiencies. Specifically, no courses in readily marketable skills were provided, the number of speaker engagements concerning careers was minimal, and no coordination between SA and LEMMP and CMHA was developed to secure additional employment positions in crime prevention.

Based on available data, the intensity of counseling services is not known. However, PSR data indicate that all clients were provided individual personal and group counseling, and an average of 22 clients per quarter were rendered family counseling. Community activities were specified

only for Phase I and were minimal. Phases II and III included personality development assessments three times a quarter. Project counselors completed these forms as specified during two of three quarters operating during the two phases.

The preceding summary of objectives and activities indicates that the project was generally performing in accordance with grant application specifications. However, one area of concern to the IMPACT Planning and Evaluation Staff during funding was the project's recordkeeping functions. Many difficulties were encountered in obtaining timely, complete, and accurate data from the project. Of particular importance was the project's lack of a formal method in obtaining accurate arrest data with respect to its clientele. These difficulties in project accountability principally resulted from the inherent social nature of the project. Prior to IMPACT funding, client-specific information was minimal due to the informality of the SA program structure. Consequently, rigorous recordkeeping procedures were unfamiliar to project staff and had to be developed and implemented while funded by IMPACT.

The SA project under IMPACT auspices and support has demonstrated that such a project is viable on its own educational and social merits. Because of its experimental nature, SA deserves continued support from community and governmental resources in a less restrictive programmatic structure. From a policy and resource allocation perspective, the Cleveland

IMPACT Cities Program concludes that the planning, management, implementation, and evaluation of a social project of this kind more properly belongs within the framework of an educational or human resources agency.

END

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