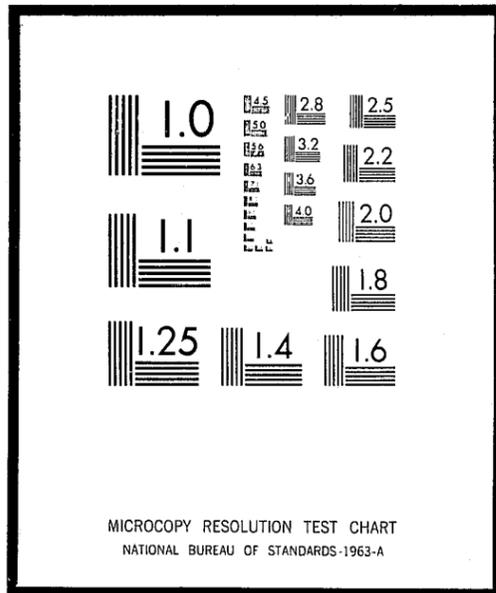


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed 6/27/75

TO: Governor's Justice Commission
Evaluation Management Unit
Attention: Ms. Christine Fossett
Mr. Thomas Quinn

FROM: Charles C. Bray, Ph.D.
Evaluator for Streetworker Project of CODAC, Inc. #SE 258-72A

RE: Final Evaluation Report - SE 258-72A

noted
(Community Org. for Drug Abuse Control)

88951 / 5688

SECTION I

Executive Summary of Evaluation Report

1. Objectives of the Streetworker Project were designed to attack the growing problem of drug abuse and criminal activity in Lower Merion, Upper Merion, Haverford and Radnor Townships. Objectives included identification of community problems, provision of comprehensive services to young persons, and to reduce crime in the four-township area. An instrument was developed for this Project which was designed to collect data from young persons identified as "troubled" by both the Streetworker and the young person. The effects of the Streetworker program on these troubled young persons were measured by this instrument in terms of four areas of social functioning, i.e. living circumstances, peer relationships, school circumstances, employment situation, drug abuse, confrontations with law enforcement personnel, and relationships with parents. Improvement or lack of improvement in these areas was noted from the point of initial contact through follow-up interviews every six months.

Major activities of the Project included the eight Streetworkers, working out of five participating agencies, establishing contacts with hundreds of young persons in the high schools, in recreation centers, on the streets, and in the agency programs themselves.

Where these young persons were identified as troubled (by both young persons and Streetworkers) the Streetworkers provided a number of services, ranging from individual and group counseling to referral to appropriate service agencies. A great deal of time was spent daily by each Streetworker, on a regular basis, in the high schools of the four townships.

Increasingly, involvement of these young persons in agency and community programs became a center of activity for the Streetworkers.

Programs for young persons, in special groupings, are on the increase, i.e., those with drug problems, etc.

2. Major findings included the facts that young persons, on a broad basis, are experiencing serious difficulties at home, as well as serious difficulty with drugs. More than half of the identified drug abusers were having continuing problems with alcohol abuse.

Specific findings included the facts that (a) 243 young persons were worked with as "troubled" young persons, (b) 19 of 27 runaways were counseled home, (c) 25 of 33 school problem persons were brought back into the school system or had attendance significantly improved, (d) 8 of 18 young persons with employment problems were helped to find jobs, (e) 16 of 27 "troubled" persons were brought to be involved in regularized community or school activities, (f) 21 young persons having had regular confrontations with law enforcement people were brought into the program and 9 of these reported no more confrontations during the first year, (g) 34 of 68 serious drug abusers were using no drugs after the first year, and (h) 19 of 31 "troubled" young persons who were having serious trouble at home were "much improved" after 12 months.

Recommendations include new emphases by Streetworkers on families, alcohol abuse, administrative supports in developing a coordinating network of community systems, and modifications in the instruments used to collect data.

Further recommendations include routinized in-service training emphasis on employment of young persons, and new specificity for the stated objectives of "identification of community problems" and "reduction of crime."

This evaluation has strongly recommended the continuation of this Streetworker Project.

Project Activities

The CODAC Streetworker Project was established with the overall purpose of having eight Streetworkers involve themselves with young persons in Lower Merion, Radnor, Haverford and Upper Merion Townships, offering a wide variety of helping services. These services, including individual and group counselling, referral to other appropriate agencies, entertainment and informal recreation programs, social helps with employment, school, family and the law, are all geared toward the provision of adequate services for drug users, orevention of increasing drug abuse, identification of community problems, and crime prevention.

The eight Streetworkers, working out of five participating social service agencies, have associated with hundreds of young persons in a variety of places and situations throughout the four target townships, i.e., schools, social agencies (recreation, coffee house, rap programs) and have identified many community problems while in the process of helping and/or referring individuals.

The Streetworkers have been involved with many young persons who turn to the Streetworkers with a range of self-identified problems; beyond that, the Streetworkers have developed relationships with many young persons who, out of boredom and insufficient alternatives, move toward criminal activities. After some months of being in the community the Streetworkers increasingly identified troubled drug users and have had numerous opportunities to steer these persons to more constructive uses of time.

Many times the Streetworkers have acted as "trouble-shooters", anticipating community problems and being on the "scene" when trouble has occurred. Many pressure situations have been turned aside, having significant local implications for potential criminal activity.

The activities of the eight Streetworkers, during the first year of the Project's life, have fallen into two general categories: (1) the fundamental activity of identifying (in a variety of locations and circumstances) "troubled" young persons and engaging those individuals in one or more parts of the CODAC helping program. Tabulated results of this work will be reported in Section IV, Project Results and Analysis.

(2) extensive work with individuals and groups of persons who have not been formally identified as "troubled" (according to the operational definition of this project and described in Appendix I of this final report), considerable participation in community groups, and a variety of other activities and contacts toward the goal of being with young persons and introducing them to alternative ideas, activities and objectives.

This second general category of activities, though an important part of the "Project Results" will be reported here since it represents, also, the major ways in which the Streetworkers have spent their time. These activities involve the "process" part of the evaluation. The report of outcome, or program impact, will be reported in Section IV.

(1) Streetworker Willie Newson. Individual work with (mainly) Lower Merion High School students, associating with approximately 20-35 new students each month. Approximately four hours each day are spent working at the high school, with about 20% of his time spent on the streets of the Bryn Mawr, Ardmore area. Referrals were made to the Delaware County Bar Association, Planned Parenthood, Awareness House counselors, school principal and Eugenia Hospital. Increasingly, this streetworker has become involved with student-created groups, including Friday night coffee houses, film groups and bicycle clubs. In the past three months he has had more opportunities to be with community leaders and associations.

(2) Streetworker John Brokenborough. This streetworker spends about 25% of his time in two different secondary schools, Harriton and Alternative West. He spends another 25% of his time working directly with individuals and about 30% working as the streetworker of the area. He leads two groups (one in Black History and one "Rap") and works with important community persons such as Harriton and Alternative West counselors, Lower Merion police, and personnel at the Eagleville Rehabilitation Center.

(3) Streetworker Harry Kressler. This Streetworker has spent about twelve hours per week associating with students in two different secondary schools. He has led groups, each week, in the Awareness House, Wayne Teen Center, and Penn Valley Elementary School. He has spent approximately 25% of his time each week in one to one counseling. He has been active in the Awareness House Coffee House which occurs each week and involves 25 - 60 young persons. He has made and developed extensive community contacts including those with local hospitals, police and school counselors.

(4) Streetworker Kathy Moul. This streetworker has associated with 40 - 60 potential clients each week, mostly young persons. She spends two days each week in Harriton High School and one day each week in Alternative West High School. She has worked on a routinized basis with the Haverford State Hospital and has referred clients to that institution. She has led student groups, emphasizing awareness and communication and has spent approximately 10% of her time each week in informal situations meeting young persons on the streets of the Lower Merion, Radnor area.

(5) Streetworker Thomasina Bouknight. This Streetworker associates with approximately 30 - 40 young persons each week who do not "qualify" as "troubled". She has been spending $3\frac{1}{2}$ - 4 days each week at Radnor High School, meeting with students for about four hours during those days. She has led conversation groups at Radnor High School and at Wayne Teen Center. She has taken initiative in developing a new program for students as well as establishing a volunteer-student program. She has led in the establishment of a student (middle school) news weekly and has been active, with other Streetworkers, in leadership and counseling at the Awareness House Coffee House. About 10% of her time has been spent with young persons at the playgrounds and other informal locations. She has referred clients to Awareness House counselors, Youth Advocates, Juvenile Probation Officers, and the Radnor Township Police.

(6) Streetworker John Thomas. This Streetworker estimates that he has developed, during the first year of this project, personal relationships with over 170 teen-agers through his work in school, on the streets, and in the stores. He has worked closely with principals, guidance counselors and teachers. He has developed contacts outside the school with members of the business community, clergy, civic leaders and parents. He has spent about 20% of his time working with individuals and about 15% of his time leading groups of students. One of these has been organized to develop a recreational facility for Belmont Hills. He has availed himself of several training opportunities such as Family Service Supervisors, Awareness House In-Service Training, Penn State Drug Course, and Group Techniques. He has developed and utilized contacts with the Jewish Agency Family Services, Phoenix House, Lower Merion Police Department, and the Lower Merion Planning Department.

(7) Streetworker Susan Esposito. This Streetworker has worked consistently in Haverford Township High School, contacting approximately 25 - 35 individual young persons each week. She has pioneered significant contacts with Haverford Township school teachers and administrators. During the past six months she has had new access to school meetings and locations. She has led an extremely productive student group called Genesis, which has met weekly at the participating base agency, Haverford Township Drug Abuse Center. This group has drawn 15 - 25 students on a regular basis. She has utilized several community agencies, including Haverford State Hospital.

(8) Streetworker Tommy McDaniel. This Streetworker has worked primarily in the Lower Merion High School system and in the recreation centers of the township. He makes about 50 - 75 individual contacts each week and spends approximately 20% of his time working with individuals in counseling situations. He has been instrumental in the citizen patrol program on the streets of Ardmore. He has worked closely with Lower Merion Police and school counselors. He leads student groups each week in his participating base agency Soul Shack of Ardmore.

During the past three months of this project he has become actively involved with significant community groups, including a 9 - member Community Crime Task Force, the Black Student League of Lower Merion, the Lower Merion High School Rumor Committee, and the Birth and Sex Control Committee. About 20% of this Streetworker's time has been spent on the streets and in informal settings of Lower Merion Township. He has made numerous referrals to social service agencies throughout the metropolitan Philadelphia area.

Evaluation Activities

Evaluation activities upon which this report is based include the development of questionnaire instruments (Appendix 2) and written guidelines, training sessions with Streetworkers involving instruction in interviewing clients, and collecting appropriate information, the training of volunteers for follow-up interviewing called for by the Project, oversight of data collection by Streetworkers, regular visits to agencies and conferences with Streetworkers and agency supervisors and routinized feedback of information to agency supervisors, CODAC Executive Director and to Streetworkers. These evaluation activities took place on a regular monthly basis during the first twelve months of the Project.

The evaluation activities also included participation in In-Service Training (Appendix 3), the development of job descriptions for volunteers (Appendix 4), and shaping of job descriptions for the Streetworkers (Appendix 5).

The data and information used in this evaluation has been obtained through records and conversations with Streetworkers and through the questionnaires administered by the Streetworkers. Many of these questionnaires include two follow-up questionnaires after the original. These questionnaires have attempted a beginning measurement of the effectiveness or outcome of the Project. Whereas volunteers were originally scheduled to make the follow-up interviews in most cases the Streetworkers did their own follow-up with calls. The reliability of this system of data collection was increased during the year as interviews and follow-up calls developed a similar, predictable pattern.

This evaluator believes that the method of collecting this data was sound and productive. It represented a minor break-through in data collection methodology which has traditionally collected the majority of data relative to the process of social service delivery agencies. The initial interviews and two follow-up interviews required a discipline and schedule which seemed to contribute to a more sensitized and comprehensive treatment program. Limitations built into these procedures included the selective effects of having the counselors also doing the follow-up.

In general the scope of this evaluation pushed beyond what was initially expected or planned. Both process and impact were routinely examined and the findings reported. The scope was further expanded in June and July, 1973, when this evaluator, with a team of interviewers, contacted 1502 private homes and businesses in three townships, attempting to provide important contextual data to the Streetworker Project (Appendix 6). The reported findings of that particular evaluation segment were sent to the CODAC Board of Directors, recommendations were made on the basis of findings, and actions taken. (See conclusion of Appendix 6). Modifications made in the Project came as a result of this series of interviews, and as a result of regular feedback given to the Project.

Feedback was given to the Project through data collected for the Interim Report and through many meetings with the Streetworkers. Modifications were made in the training program and in the methods of interviewing and follow-up as a result of these feedback sessions.

Project Results and Analysis

This evaluation project has measured both the process and the effectiveness (or impact) of the Streetworker program. Process activities, i.e., those activities which have occupied most of the time of the Streetworkers has been described in Section II, Project Activities. These activities, though extremely difficult to measure, represent a critically important piece of the overall Streetworker Project. The Streetworkers have developed associations with hundreds of young persons in the high schools and on the streets and in the recreation centers. Officials from the school systems, police departments and business community have regularly expressed positive support and appreciation. Several of the Streetworkers have assisted police in patrolling the streets of Lower Merion Township during periods of trouble and rumors of trouble.

From the regular records kept by the Streetworkers it is seen that approximately five thousand (5,000) individual contacts were made with young persons in the four townships. Most of these young persons in the four townships were not formally identified as "troubled" and thus no comprehensive data was collected on them. Many of these contacts included work with and conversations with family, school counselors, juvenile officers and referral agencies. Much of the work also included Streetworker involvement in school and base agency music, rap, and recreational programs. The degree of creativity, commitment and determined work here in this important area has become increasingly impressive.

The Subgrant Application indicates that the Anticipated Results of the Streetworker Project included identification of community problems, providing treatment services, and crime prevention. The activities described as "process activities" in Section II have had apparent positive impact of these three major objectives. The large number of groups led by Streetworkers, the number of young persons brought into participation in recreation and creative activities, the increasing number of personal contacts, all would seem to have significant implications for identification of community problems, provision of treatment services, and reduction of criminal activities.

Measurable results which have clear implications for the stated objectives of the Streetworkers Project follow. These statistics involve only those young persons in the four townships identified as "troubled" by the Streetworkers. As described in Appendix I, "troubled" is defined as a young person who recognizes (with the Streetworker) that he is having a problem functioning on one or more of the seven areas of concern, i.e., home, school, employment, law enforcement, peer relationships, activities and physical and mental health. The Streetworkers worked closely with these young persons, in different ways and circumstances, and, in many cases, were able to make two (2) follow-up interviews on an initially "troubled" client during the year.

The following are selected findings of potential interest for present and future programming:

- (1) 243 young persons identified as "troubled" and brought into some form of treatment.
- (2) Nineteen (19) young persons taken to detoxification units for drug overdose and of these, 14, remain in counseling relationships with the Streetworkers.
- (3) Ninety-five (95) young persons, identified as "troubled" in one of the seven social functioning areas, expressed, in addition to the presenting problem, that they were having extreme difficulty in understanding themselves and in functioning well at home. These 95 persons are reflected in other parts of the findings regarding problems in social functioning; this finding simply points to the universality and intensity of problems "troubled" young persons reported having in their home situation. This finding may well be significant in programming for next year and in plans to focus on selected critical areas.

The following are findings directly related to initial identification and follow-ups with "troubled" young persons who were having problems in the seven areas of major concern for this evaluation report.

1. Living Circumstances

Twenty seven (27) runaway young persons were identified by themselves and the Streetworkers during the 12 month period. 19 of these have returned to their homes. 6 who have not yet returned home are still in conversation with the Streetworkers.

2. School

The Streetworkers identified thirty-three young persons who had either dropped out of high school or who were cutting classes flagrantly. Of these, 9 were back in school at this point and 16 were cutting many fewer classes. 4 more were still in counseling with the Streetworkers and the others had left the Streetworker program.

3. Employment

Eighteen (18) young persons came into the Streetworker Project with a "presenting problem" of job loss or job need. Apparently, extensive time was spent by several Streetworkers on this employment segment. Satisfactory employment opportunities were actually found for eight (8) young persons. This aspect of Streetwork seems to be expanding rapidly and has important implications for programming.

4. Community Activities

Streetworkers identified twenty-seven (27) young persons whose problems were intensified and even "developed" because these persons had absolutely no involvement with any school or community activities. 16 of these were brought into routinized activities by the Streetworkers, either within the community or the school system.

5. Law Enforcement

Twenty-one (21) young persons identified themselves as persons who had had more than one confrontation with law enforcement people during the past twelve months. Confrontations with the Law were grouped into the following four major categories, possession of drugs, drunk driving, speeding in automobiles or stealing.

Nine (9) of these persons, after a minimum of 6 months association with the Streetworker Project, reported no confrontations with police. 3 reported "many fewer" confrontations. Of the 21 young persons indicated in this finding, eighteen are still associated with the Streetworker Project. This aspect of Streetwork became quite active during the last 3 months of the first year, and also has significant implications for planning and programming next year.

6. Drug Abuse

A large number (68) of young persons were identified as "troubled" drug users. Most of these, including the 19 taken to detoxification units were described as having serious difficulties with drugs. An extremely significant finding here is that 34 of these young persons were identified as having their major problem with alcohol. This sharply new trend in drug-use has the most important ramifications for the near future in Streetworker activities and programs. 15% of the 68 total were on heroin and/or cocaine. Another 15% were on speed and acid. In terms of outcomes, at the end of the 12 month project period, 34 reported no drug use and 12 reported "much less" drug use. This appears to be one of the most important and effective aspects of the Streetworker Project during the first twelve months.

7. Parents and Family

Included in the earlier statistics of those experiencing difficulty in functioning at home, were thirty-one (31) young persons who described themselves as being "extremely uncomfortable" at home, mostly with their parents. Nineteen (19) of these, as of April 1, 1974, reported that they were feeling "much more comfortable" at home and were functioning better. As stated earlier, it appears that the family should be a primary focus for the Streetworker Project in the coming months.

8. Medical

Medical problems (excluding drugs) were very sketchily described and reported throughout the first year, thus results are not meaningful. Of interest, however, is the fact that extreme nervousness and high blood pressure were the two major symptoms reported. Ten (10) young persons were referred, treated and had their condition improve.

The results of this Project do not differ at all significantly with the "Anticipated Results" described in the Subgrant Application. The daily activities and involvements of the Streetworkers identified many community problems, hundreds of individual services were given (as indicated in the findings) and preventive activities in the areas of drug abuse and criminal activity were begun. The results were encouraging and offer fine promise for this project in the future.

A basic weakness in not really meeting anticipated results in the Crime Prevention area came about through inadequate contact with and development of an information system with police officials.

The Subgrant Application described the "Problem" in terms of increasing drug abuse across the four townships, the need for prevention in drug use, and the increasing incidence of criminal activity.

The Streetworker Project has had a visible impact on drug abuse and preventive programming in drug abuse. The high percentage of seriously troubled drug users who came into the program attest to that impact. The increasingly wide variety of programs and activities to which Streetworkers are referring young persons speaks of the impact on preventive services. In regards to the reduction of crime the impact was difficult to measure. No overall police reports on area arrests were compared, although they will be next year. The increasing number of young persons with police records and/or confrontations with police who are coming into the program is most encouraging. Whereas there probably was little or no impact on reduction of crime during the first half of the project, there clearly was an impact (see findings on individuals confronting police) during the last half.

This evaluator is impressed by the results obtained in this pioneering project, given the uncertainties at the beginning. More efficient administration, scheduling, training and supervision is now built-in to the project.

Compared with other approaches in the field of drug abuse and crime this project has been successful. It has clearly, apart from busy programming activities, etc., identified two hundred and forty three "troubled" young persons and brought many of them significant, measureable help. From the beginning, this Project has had the courage to ask the

hardest question of all, i.e., does what we are doing work? Without this project in the four townships during the past twelve months I would expect much more confusion and growth in drug use and criminal activity, and significant deterioration in the lives of 243 young persons.

Nearly 100% of the costs of the Project went into salaries for those eight persons working with the young persons. The cost-benefit seems positive (\$97,000 spent) in terms of individual contacts with over 5,000 young persons in one year, many new programs and program developments and intensive, productive work with 243 troubled individuals. The same program would be more effective and the cost-benefit ratio improved if the Project would engage the school system, the law enforcement system and the criminal justice system more directly in order to divert young persons. This systemic emphasis will be a major recommendation for the next year.

A learning experience, of highly significant proportions, which came out of this project, was that young persons in the high schools of these four townships are accessible for genuine youngish counselors with some counseling talent and much interest. The overall response by young persons to Streetworkers who met them in all sorts of formal and informal situations, was positive and appreciative. That response came from both "troubled" and "non-troubled" young persons.

SECTION V

Findings and Recommendations

As indicated in Section IV, Project Results, the findings indicate that, overall, the stated objectives of the project were accomplished. Community problems were identified and a variety of important services were offered to young persons in trouble. Living circumstances were improved for many, 19 runaways were returned home, 9 drop-outs returned to school, 8 young persons were obtained jobs, community activities were provided for 16 persons, confrontations with police were reduced, 68 drug abusers were identified and 34 of those have eliminated drug use, and 19 young persons, having serious problems at home, had their situations improve. These results fulfill the objective of providing services. It may be seriously hypothesized that, in the area of crime reduction, these individual services had an unmeasured impact on criminal activity in the four townships. In the future the police records of the individual districts will be studied on a longitudinal basis.

Factors affecting the success of this project included a well thought-out hiring process, the commitment of the Streetworkers, the tight discipline called for by the evaluation record-keeping (which was designed to complement the seeming ambiguity and looseness of the Streetworker Project in the beginning stages), and the consistent cooperation of the participating base service agencies.

Recommendations

(a) Objectives were appropriate as broad goals but need specificity. "Identification of Community problems" needs defining and administrative direction so that Streetworkers may understand this part of the task and be able to measure it. "Provision of services" was appropriately specified through the questionnaires developed for this project and, though difficult to maintain during periods of high activity, these instruments provided needed structure. "Reduction of crime" was appropriate as a broad goal but not at all practical. There is no real way to measure reduction of crime, even by examination of police records. There needs to be a specific set of objectives relative to crime reduction, which are realistic and manageable.

(b) The basic approach and method used seem to be sound and productive. There is seriously needed, however, a well-organized supplementary approach designed to engage the important systems related to the project and develop a support, referral and coordinated community system which does not exist now. The critical resources represented by the eight Streetworkers could be better utilized by new and better community supports. Further, the present approach needs to be supported by regularized peer review, supervision, and in-service training which deals with the actual problems encountered on the streets and in the schools of the four townships.

(c) The operation of the project picked up considerably with the employment of a new director at the Awareness House, a base service agency which sponsors four Streetworkers. The planning and administration of this Project was of unusually high quality throughout. Training was built-in and resources were allocated carefully. There is needed far more routinized strategy sessions involving the base agency supervisors. These people work directly with the Streetworkers and need to coordinate their activities and cooperative ventures. A further administrative need is for the active development of community support systems, i.e., police, school, hospitals, etc. so that all efforts in the area of drug abuse, troubled young persons, and criminal activities may be coordinated.

(d) Recommendations relative to objectives, methods and operations would include specificity of two main objectives already indicated, a simpler form of record keeping (perhaps only one follow-up interview after twelve months) and more regular training and supervisory sessions.

(e) The project will increase in its effectiveness at the present rate of costs, with the single exception of cost of living increases for Streetworkers. Two additional Streetworkers, dealing with community groups, would add appreciably to the positive results of the Project.

(f) I strongly recommend continuation of this Streetworker Project.

(g) The evaluation of this Project worked well during the Project's first year. Both Administrative personnel and Streetworkers were extremely cooperative. A recommendation here would include regularized reports (every two months) on progress and key issues by the Evaluator to the Board of Directors.

Implications of the Project

The evaluation design and implementation of this Project underscore the feasibility of continuing efforts to measure impact or outcomes of social programs in criminal justice and law enforcement. With instruments measuring social functioning results and with proper training and supervision, counselors and other personnel working in ambiguous situations can make exciting beginnings in the measurement of program effectiveness. In this project there was pressure at the beginning from many participants in the Project to simply describe the varied activities of Streetworkers and identify that description as evaluation. There appears to be pride and appreciation at the end of the first year that effectiveness was, to some extent, actually measured.

In terms of programming, this Project points to the importance of allocating resources for those who are actually working with the "problems" in a broad based, coordinated manner. Many of our programs in law enforcement are resource-heavy in administration and management; the emphasis here has been on making contacts in the schools, on the streets, and bringing specific help to specifically identified "troubled" young persons. The principle is underscored here that impact will be made in the area of law enforcement when committed persons, with regular training, leave their home bases and go to where the young persons are spending their time. As this report is being written, the participating agencies have had a sharp increase in the number of young persons becoming involved in groups, rap sessions, recreation and creative activities. Much of this upswing in youth involvement may be traced to the active role the Streetworkers have played in going out into the community.

CODAC, INC.

The Streetworker Grant Evaluation Component

Essentially, evaluation of the Streetworker Program will center on measuring the effectiveness and impact of community-based streetworkers identifying those persons in the community needing and seeking help, introducing those problem-persons to a variety of treatment modalities through the base agencies, and following those persons through the treatment program.

The evaluative component will include a measured comparison between the problem-person's ability to function adequately in selected social areas at the time of identification and points six months and twelve months subsequent to identification. During this 12 month period the problem-person will experience one or more treatment modalities, including:

- (1) individual counseling with streetworker;
- (2) group therapy with streetworker or with agency group leader;
- (3) family counseling;
- (4) referral to appropriate social service and/or health service agency;
- (5) re-integrative social services through streetworker, i.e., employment, school, family, recreation, and community activities/opportunities.

The concept of "adequate social functioning" is fundamental to the evaluation of the Streetworker Program. Operationalization of "adequate social functioning" (or "positive" evaluation in this particular program) is defined as:

- (1) Movement toward re-entering school (if a drop out), fewer days tardy, fewer class cuts, more positive outlook on possibilities of school experience;
- (2) movement toward maintaining oneself financially, legally, if out of school;
- (3) finding employment and/or fewer days lost at employment, more positive interactions with employment associates, more positive outlook on possibilities of vocational opportunities;
- (4) greater participation in community voluntary associations, i.e., political, social, recreational, service, etc.;
- (5) no confrontations with police over illegal activities, significant reduction in petty criminal activity;
- (6) elimination or significant reduction in illegal drug usage;
- (7) increase in degree of comfort experienced in family relationship, the degree of comfort is "adequate" when family relationships are clearly not precluding functioning in the areas of school and/or employment or when those relationships are not the catalyst in increasing police confrontations;
- (8) improvement in physical health (measured by change in symptoms over 6-12 months) and mental health (measured by change in symptoms, diagnosis by streetworker and by change in professional diagnosis, if any).

At the time of identification of a problem-person, (who is willing and able to participate in the services offered by cooperating base agencies in the Streetworker Program) the following information will be gathered by the streetworker:

(1) Living Circumstances:

- (a) live at home? with whom?
- (b) live alone?
- (c) live with others? whom?
- (d) runaway?
- (e) how maintained, financially? from employment? employment supplemented by friends, parents? welfare program? other?
- (f) where does person see himself living six months from now?

(2) School:

- (a) grade most recently completed;
- (b) in or out of school at present;
- (c) feelings about staying or dropping out;
- (d) approximate number of class cuts, last 3 months;
- (e) approximate number of days tardy, last 3 months;
- (f) impression of recent/present school experience.

(3) Employment:

- (a) if employed, where and how long;
- (b) approximately number of days lost, last 3 months;
- (c) impressions of recent/present work experience, trouble areas, interactions, degree of difficulty.

(4) Activities outside of school, job:

- (a) recreation;
- (b) clubs or groups, describe, purpose;
- (c) where majority of leisure time spent;
- (d) streetworker's subjective evaluation of type and apparent influence exerted by these associations.

(5) Police and Law enforcement agencies:

- (a) number of encounters with policy, last 6 months; describe, with results; group or individual offense;
- (b) record of incarceration;
- (c) if criminal activity, expressed reasons.

(6) Drug and alcohol use:

- (a) use now; type; frequency;
- (b) pattern of use, last 12 months.

(7) Relationship with parents or guardians:

- (a) degree of comfort now with family relationships; highly uncomfortable, uncomfortable, moderately comfortable, comfortable, very comfortable;
- (b) degree of comfort with family 1 year ago.

(8) Medical Circumstances (recent):

- (a) hospitalizations last 5 years; reasons;
- (b) symptoms (current) sleeplessness; appetite; nervousness; headaches; rash; palpitations; shortness of breath, etc;
- (c) diagnosis, non-professional and/or professional. (Note name and credentials of person making diagnosis on physical and/or mental condition of person.)

In all cases it will be indicated as to whether or not the problem-person stayed in the treatment program for as long as designed by the streetworker or appropriate agency.

Data will be gathered on the same questions (in the same eight categories) using very similar forms, at six months and at twelve months after the problem-person has been identified by the streetworker. "Time of identification" in this evaluation means that point at which the streetworker decides that the problem-person has, in fact, begun participating in one or more of the treatment modalities.

Volunteer, para-professional workers in each base agency will conduct the follow-up interviews and collect the data at the 6 and 12 month intervals. At the end of twelve months the para-professional will study the three data forms (1st, 6th, and 12th month), note the positive and negative changes in each of the eight categories of evaluation and score each category on a scale of five degrees: (1) greatly worsened; (2) worsened; (3) stayed the same; (4) moderately improves; (5) greatly improved. These eight scores will be placed on an appropriate form for each client. The scores will be collapsed and computed and the overall score for each client will be indicated. This final evaluation will be cross-checked for reliability by the streetworker who collected the original information and who first introduced the client to one or more treatment modalities. The streetworker's ratings (when different) and evaluative comments will be recorded.

A special data collection form will record only the objective indicators, leaving out perceptions and impressions, in order to evaluate impact of the Streetworker Program from another viewpoint. These indicators include the number of drop-outs returning to school after 6-12 months, the reduced number of class cuts and days tardy after 6-12 months, the number of problem-persons and/or drug users employed after 6-12 months, the reduced number of lost days from work in 6-12 months, the number of problem-persons and/or drug users and addicts able to maintain themselves legally after 6-12 months, the number of problem-persons increasing their participation in community activities/opportunities after 6-12 months, the number of problem-persons having significantly fewer or no encounters with the police after 6-12 months, the number of heavy drug users and/or addicts who are drug-free after 6-12 months, the number of users who have significantly reduced drug usage after 6-12 months, the number of problem-persons who experience a greater degree of comfort with home relationships after 6-12 months,

and the number of persons who have fewer symptoms of physical and/or mental illness after 6-12 months. Further, the policy reports included in the evaluation plan will indicate the per cent reduction in court back logs and the reduction in the number of crimes involving various age groups and crimes which are drug-related. It is felt, however, that the combination of quantitative data and subjective perceptions of optimism, well-being, etc. (as developed in the major section of CODAC's evaluation plan for the Streetworker Program) offers the most comprehensive and significant evaluative design.

In addition to the foregoing schedule of data collection, scoring and interpretation, the following important components will be included in the evaluation of the Streetworker Program.

- (1) An annual record of each streetworker's involvements with problem-persons to the extent of answering these two questions:
 - (a) how many persons were referred to you by community agencies (policy, schools, social agencies, etc.) and/or otherwise identified by you as persons engaged in illegal activities or as persons in severe trouble and needing help, during the past year?
 - (b) how many of those persons, during the past year, were you able to bring into one or more of the base agency's treatment modalities?

- (2) Inclusion, each six months, of the police report in the base agencies' areas of work regarding the crime rate and the incidence of drug-related crimes and arrests.

- (3) Reports, annually, from policy, school district administrators, and base agencies as to whether the Streetworker Program has provided a new flow of information regarding community needs and potential problem, i.e.

new drugs being brought in to the community, recreational facilities and/or programs needed, etc. This will be an invaluable resource in the total-community social planning projects.

This evaluation process will be monitored by an Evaluation Committee comprised of one staff person and one volunteer, para-professional from each base agency. These two key persons from each cooperating agency will be responsible for: (a) making certain that regular data collection on the appropriate forms is taking place in the cooperating agencies; (b) overseeing the collection of all necessary reports from community agencies included in the evaluation plan; (c) coordinating and putting together all data from base agencies in a form for distribution, annually, and; (d) giving feedback of evaluation findings to each agency each six months.

The Consultant, hired to advise in the development and oversight of the CODAC evaluation component for the Streetworker Program, understands that he is evaluating the Program for the Governor's Justice Commission, Commonwealth of Pennsylvania, and, therefore, will report the findings of the evaluation to the Field Representative, S.E. Regional Office, and to the Director of the Evaluation Management Unit (Governor's Justice Commission) as well as to the Project Director of CODAC.

CB:jb
3/6/73

DATE _____

INTERVIEW GUIDE

Name _____

Address _____

Phone: Home _____ Preferred _____

Number _____

Interview No. (1, 2, or 3) _____

School _____

LIVING CIRCUMSTANCES

1. Do you live at home? _____

a. With whom? _____

2. Do you live alone? _____

3. Do you live with others? _____

a. Whom? _____

4. Have you run away from home? (Currently) _____

5. How do you maintain yourself financially?

a. Employment entirely _____

b. Employment supplemented by friends _____

c. Employment supplemented by family _____

d. Welfare program _____

e. Other (Describe) _____

f. Where, and by what means do you see yourself living

6 to 12 months from now? _____

SCHOOL

6. What grade most recently completed? _____

7. In school or out of school at present? _____

8. What feelings do you have about staying in school or dropping out? _____

9. Approximate number of class cuts, per week, during the past 3 months _____

10. Approximate number of days tardy per week during past 3 months _____

11. What impressions do you have of recent/present school experience? _____

EMPLOYMENT

12. Where employed presently? _____

a. How long? _____

13. Approximate number of days lost during past 3 months _____

14. What impressions do you have of recent/present work experience?

What are the trouble areas, how difficult is the job, how do people get along there? _____

ACTIVITIES

15. Any regular recreation? _____

16. Belong to any clubs, community groups or associations? _____

Please indicate name and purpose _____

17. Where do you spend most of your leisure time? _____

18. Streetworker will use this space to indicate a subjective evaluation of the type and apparent influence exerted by these associations. _____

LAW ENFORCEMENT

19. How many encounters with police during last 6 months? _____

a. Describe reasons and results. (Any arrests?) _____

b. Previous arrests? _____

c. How many group offenses? _____

d. How many individual offenses? _____

20. Any record of incarceration for criminal activity?

21. If involved in current criminal activity, what, do you think are the reasons? _____

DRUG AND ALCOHOL USE

22. Using drugs illicitly now?

a. What drugs and how often each month?

Drugs	No. Times Each Month
_____	_____
_____	_____
_____	_____

b. How long has present pattern of usage been in effect?

c. Before present pattern of usage, what drugs were used and with what frequency each month?

Drugs	No. Times Each Month
_____	_____
_____	_____
_____	_____

RELATIONSHIP WITH PARENTS

23. Can you indicate the degree of comfort you are feeling now with your parents?

(Underline one) highly uncomfortable, uncomfortable, moderately comfortable, very comfortable.

a. How would you have answered that question one year ago.

24. What do you think are the key reasons for your discomfort with family? _____

MEDICAL CIRCUMSTANCES

25. How many hospitalizations in last 5 years?

List with reasons.

26. Current problems with physical or mental health?

a. Sleeplessness? _____

b. Appetite? _____

c. Nervousness? _____

d. Headaches? _____

e. Rash? _____

f. Palpitations? _____

g. Shortness of breath? _____

27. Any professional physical or mental diagnosis?

(Note name and credentials of person making diagnosis).

File # _____

DISPOSITION PLAN

Client will engage in CODAC program at following levels and frequencies. (check one or more)

- a. Casual counselling with Streetworker as circumstances permit. _____
With other CODAC Counselor _____
- b. More formal counselling on regular basis _____
How often? _____
- c. Group counselling with Streetworker _____
With other CODAC Counselor _____
- d. Referred to other agency (Name).

- e. Essentially client will be in a combination CODAC Program and other agency program.
Name of CODAC Program _____
Other Agency _____
- f. Essentially client will be relating to CODAC base agency in mostly informal ways, i.e., recreation, informal rap sessions with peers, etc. (Just associating with base agency but with no structured program).

At the time of Interview 2 note how long the first treatment schedule continued _____.

- a. What different schedule was arranged or assumed?

File # _____

- b. If client dropped out of program, how long after first identification did this occur? _____

At the time of Interview 3 note how long the last treatment schedule continued _____.

- a. What different schedule was arranged or assumed? _____

- b. If client dropped out of program, how long after first identification did this occur? _____

Name of Interviewer _____

Name of Agency _____

May '73

RESUME

Charles Collins Bray, Jr.

Address: 540 St. Davids Avenue, St. Davids, Pennsylvania 19087

Phone: 687-2316

Birthdate: February 13, 1928

Marital Status: Married, 4 children

Educational Experience

Yale University, 1946-1950, B.A. Degree, Major in Sociology
 Princeton Seminary, 1955-1957, M.Div. Degree, Theology
 University of Pittsburgh, 1969-1972, Ph.D., Social Work

Recent Occupational Experience

September, 1972 - Present: Teacher, Bryn Mawr College, The Graduate School
 of Social Work and Social Research
 Community Mental Health
 Community Organization
 Supervise students in field experience

April, 1972 - Sept., 1972: Consultant, Beaver County Community Mental Health
 Center
 Development of Drug Program, including
 therapeutic community for narcotics addicts
 and rap centers for younger drug users.
 Training of eight member drug staff in individual
 and group therapy.
 Development of Partial Hospital program, emphasizing
 crisis intervention, group therapy. Extensive work
 with addicts.
 Development of in-service training program for
 Health Center staff.

Sept., 1971 - May, 1972: Director of Outpatient Services, The Counseling
 Center, Bangor, Maine. Comprehensive Mental Health
 Center. Responsibilities for thirty-two pro-
 fessionals on staff, crisis intervention program
 and staff, Department of Psychometry. Extensive
 work with alcoholics and drug addicts, through
 juvenile courts. Program development, extensive
 community organization and consultation, liaison
 with community hospitals. Maintenance of
 counseling caseload. Supervision and direct
 involvement in group work.

Charles Collins Bray, Jr.
Continued -2-

1964 - 1970:

Senior Minister, Third Presbyterian Church,
 Pittsburgh, Pennsylvania. Responsibilities for
 eighteen member staff. Extensive community in-
 volvement. Planning and development of Pittsburgh
 Free Clinic, involvement of thirty physicians,
 with services including group and individual
 therapy, physical examinations, drug treatment,
 legal aid, and referrals. Development of drug
 treatment centers in two sections of city. Working
 with citizens' groups.

University and City ministries - Responsibilities
 for planning and development of city-wide delivery
 of mental health services for disadvantaged citizens'
 groups.

Extensive counseling with students from Chatham College,
 Carnegie-Mellon University and University of Pittsburgh.
 Use of extensive referral system, including agencies
 and significant citizens.

Association with Pittsburgh Juvenile Court working with
 youth and developing delivery system for counseling,
 home care, and institutional services.

Teaching Experience

1969 - Department of Sociology, University of Pittsburgh, Seminar on social
 problems in relation to community institutions.

1970 - Graduate School of Social Work, University of Pittsburgh. Taught
 4-credit course to MSW students in Community Analysis and Theory.
 Basic outline of course was to analyze community structure, identify
 social problem areas and begin social planning. Students wrote
 extensive social planning thesis.

Funded Research Project

Topic: "Patterns and Motivations in
 Drug Use Among High School Students."

Funded by: Falk Medical Foundation,
 Pittsburgh, Pennsylvania.

Dates: 1970-72

December 14, 1973

December 14, 1973

To: Governor's Justice Commission
Evaluation Management Unit

Attention: Mr. Keith Miles
Mr. Thomas Quinn

From: Charles C. Bray, Ph.D., CODAC Evaluator

Re: Interim Evaluation Report for CODAC (Community Organization for Drug Abuse Control), Bryn Mawr, Pa. (SE 258-72A)

This interim evaluation report of CODAC should be seen in light of the original description of the Streetworker Evaluation Component, (Appendix 1). This appendix describes the essential purposes of the Streetworker Project, includes definitions of key terms, and describes the methodology designed for measuring outcomes and overall effectiveness of the Streetworker Project.

A. Evaluation Progress

1. Evaluation Activities to date

Evaluation Activities have included the following:

- (a) Participation in selection of persons (Streetworkers) who would carry out the expressed objectives of the Streetworker Project. Evaluation activities were carefully explained to these persons at the outset and this factor added considerably to the subsequent success in carrying out the rather lengthy and involved evaluation of outcome. (b) Development of instruments and written guidelines. The major interview instrument, used by streetworkers for intake and follow-up interviews, is found in this report as Appendix 2. (c) Training sessions with streetworkers. These sessions centered on use of the data collection forms developed for this project, and continuing education in the numerous skills and knowledge areas needed in this project. The formalized in-service training program, utilized at the beginning of this project, is included in this report as Appendix 3. Since that training program took place the Streetworkers have met in regular weekly training sessions. (d) Training of volunteers who will be doing much of the follow-up interviewing in the project. The guideline developed for volunteer training in the Streetworker Project

is included in the interim report as Appendix 4. (e) Oversight of data collection by Streetworkers. This included regular visits to agencies and conferences with Streetworkers and agency supervisors. (f) Feedback of information received through Streetworker Project to agency supervisors, CODAC Executive Director, and to Temple University Center for Policy and Community Development (Evaluators of CODAC). (g) Assistance to CODAC and Temple University in doing research and developing guidelines for future programming of CODAC (Validity for this activity is the intimate connection of the Streetworker Project with CODAC and its future).

Job descriptions for the Streetworkers and goals for the project are described in Appendix 5, included in this interim report.

2. Progress and problems of data collection

The major problems in collecting data occurred during the first two months of the project. The lengthy interview form, developed for this project, proved difficult to use in the early stages. Gradually, through training and actual use of the instrument, the Streetworkers became much more comfortable with the interview form. They learned how to get important initial information and include the rest later. They learned that the information they were taking was offering them an organized way to deal with their clients. In the first six months of the project there has been enormous progress in the whole area of identifying "troubled young persons" and using the interview forms to collect data in the seven areas of social functioning. Actual "identification" of troubled persons posed another problem. The Streetworkers and evaluator set up clear guidelines for identification and, after three months, this system began to work. Both Streetworker and Client need to recognize a problem and the Client must be referred to or involved in some part of the CODAC program, before the Client is written up on the interview forms. This difficult, serious attempt at measuring outcome and/or effectiveness in a program with all the ambiguities of a Streetworker Project showed remarkable progress.

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As the project moved out of the early stages of development it became apparent to all the streetworkers that there are hundreds of "troubled" young persons in the four-township area covered by the project. Further, the Streetworkers are finding that the data collected is relevant to any treatment plan shaped for and with the client. Future modifications may well eliminate some questions within certain categories, but will not eliminate the categories of social functioning themselves.

3. Ways in which the evaluation and/or evaluator have benefited the project staff thus far

The primary ways by which the evaluation has aided the project staff has been through regularized in-service training leadership, consistent counseling in troublesome areas, and routinized feedback in order that board and staff persons might plan and reshape programs.

B. Project Progress

1. Summary of project activities thus far

Activities of the eight Streetworkers during the first six months of the project have fallen naturally into two(2) general categories: (1) the fundamental activity of identifying (in a variety of locations and circumstances) "troubled" young persons and engaging these persons in one part of the CODAC helping program, and (2) extensive work with individuals who have not been formally identified as "troubled" (according to the operational definition of this project and described in Appendix 1), considerable participation in working with groups (rap, therapy and community), and a variety of other activities and contacts toward the goal of being with young persons and introducing them to alternative ideas, activities and objectives. Brief, individual summaries of the Streetworkers' activities may be helpful here.

(1) Streetworker Willie Newson. Individual work with Lower Merion High School students, 25 new students each month. Work with 10 families of these students. Four hours per day spent in the high school facilities. Approximately 1512 hours (in six months) spent on streets in Bryn Mawr area. Students identified with special problems were referred to agencies such as Delaware County Bar Association, Planned Parenthood, Awareness House counselors, school principal, Eugenia Hospital, etc. Extensive work and participation with groups such as Montgomery County Bicycle Club, Friday night coffee house, film group, and staff therapy group. Other time spent in in-service training, staff meetings, planning meetings and board meetings.

(2) Streetworker John Brokenborough. Approximately 24 hours per week spent in two secondary schools and 10 hours spent outside in the playgrounds and recreation areas. Approximately 12 hours spent in individual counseling with secondary school students. Substantial contacts with agencies in Montgomery County and Delaware County with referral made to services such as Eagleville Rehabilitation Center, Life Guidance Services, Planned Parenthood, Haverford State Hospital, etc. Heart of this activity has been close association with counselors and students in Radnor and Lower Merion High Schools. Speaking engagements included Vanguard School, Main Line Jaycees, Teachers' Conference (Lower Merion), Bell Telephone and Telegraph Company, and Harriton High School health classes.

(3) Streetworker Harry Kressler. Individual work with students in three high schools, school counselors, and approximately 20 hours per week in street locations such as Wayne Teen Center, Garrett Hill, the Cricket Bar and school dances. Substantial work with local police around individual incidents. 5 hours per week spent in family counseling sessions. Work with groups has included rap group at Wayne Teen Center, rap group at Awareness House, crafts group at Haverford

State Hospital, and the Peer Group at Lower Merion High School. Beyond normal training and staff meetings there was extensive contacts with local hospitals, police and school counselors.

(4) Streetworker Kathy Moul. Individual work with approximately 20-25 persons each week. (These are young persons who do not qualify formally as "troubled" according to the project definition). Two crisis intervention situations referred to Eugenia Hospital. Extensive work with Montgomery County criminal justice system, including conferences with judges, referrals and visits with clients in jail. Contacts made essentially at Harriton High School, Wayne Teen Center, street locations and the Alternative West High School. Group work has included rap sessions at Wayne Teen Center with goals directed toward trust and relationship-building, awareness of self and sensitivity toward others.

First six months included 45 meetings with staff and other social service agencies. On 2 or 3 occasions each week time was spent in the Bryn Mawr playgrounds and coffeeshops, the Ardmore coffeeshops, and various hang-outs in Wayne. Substantial time (approximately 12 hours per week) was given to working within Awareness House, where the Hotline was maintained and drop-ins were counseled and/or referred.

(5) Streetworker Thomasina Bouknight. Individual work with 20-25 young persons each week who do not "qualify" for evaluation interviews. Regular contacts with helping persons such as Life Guidance Services, school counselors, Youth Advocates, Presbyterian Village, Juvenile Probation officers, and Radnor Township Police.

Three rap groups were worked with on a regular basis and substantial contacts made with a variety of social service agencies. Actual time in streetwork spent during the week in three general areas, (a) streetwork in the playgrounds and informal locations, (b) school corridors and lunch rooms, and (c) Awareness House activities and in-house maintenance.

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Time was spent in five different series of training programs and in speaking to community groups such as Main Line Jaycees, Main Line Times, WCAU Philadelphia and Archbishop Carroll High School. Co-authored a Code of Behavior for Wayne, Inc.

(6) Streetworker John Thomas. Streetwork activities have centered in the local secondary schools and good relationships have been developed with school principals and counselors. Counseling relationship developed with 130 young persons. Substantial agency contacts made with Lower Merion Juvenile Officers, planning personnel, Board of Health, etc. Group work with Genesis, a group of junior and senior high school students, Concern, a peer influence group in Lower Merion High School, the Streetworker group, the Task Force for Youth Service, and Family Service Supervisors Meeting.

Included at this point in this Interim Report is a verbatim, admittedly subjective statement by this Streetworker, describing the activities of one streetworker during the project's first six months. The report is included because it is representative and lends the important dimension of personal feeling and expression to this interim discussion.

" Streetwork

All that has gone before this has been icing for the cake. It's been public relations for CODAC, Awareness House, the streetworker project, or work in preparation for the actual job of working with kids.

The first step in this process was locating where young people hang out. To find this out the first week and a half to two weeks, outside of training, orientation, agency visits, was spent in cruising around my section of the Township (Ardmore, east to City Line and from the Schuylkill River to the Delaware County Line) and positioning myself in different neighborhoods at different times of the day to see what groups of kids hang where and at what time.

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With this information collected and with the support of my supervisors I chose the neighborhood of Penn Wynne to get my feet wet.

I began hanging out at the school playground. The supervisors there suggested that the best way to get to know the kids was to engage them in the playgrounds activities. This was the beginning of activity which could hardly be considered work. I was pitching horse shoes, shooting baskets, playing chess and I was getting to know some kids. I hadn't let anyone know who I was and my questions aroused suspicion to a point where everyone thought I was a narc.

At this point I gathered everyone together (about 20 kids) and explained who I was and what I was trying to do. They accepted my explanation with an ease that shocked me. It took the older kids much longer to trust me.

The kids in the area complained to me that there was nothing to do in Penn Wynne and thought it would be a great idea to get a teen center. I told them that I would be willing to work along with them to explore the possibilities of getting some type of a facility.

We started to work and for about a month things went along fairly well. During the day I would be at the playground getting to know the kids, doing what they were doing and in the evening we would discuss the project and have a general meeting concerning the organization, initiation, and functioning of a teen center. Four from this group went with me to see John Kelley at The Wayne Teen Center and from there we went to the Awareness House.

Not long after this things began to fall apart. Enthusiasm wained. It became difficult to locate interested kids much less get discussion going on the project.

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8.

The kids were impatient and wanted the center yesterday. Someone suggested a project which wouldn't take so long to pull off, a rock concert at the playground. We began the same exploratory process again with high hopes but when they realized that there was quite a deal of work involved they again lost interest. Anyway, the summer was almost over and school would begin in a couple weeks. Also during the summer I became involved with Susan Esposito's group, Genesis. She was trying to get the kids of Havertown to develop a program of activities which they would plan and execute through their own efforts. My role was one of assistant leader, to organize work, keep order, lead discussion, and clarify thoughts. The group was meeting once a week for $1\frac{1}{2}$ hours with an average of twelve kids. There was also several hours per week involving the planning of meetings and discussing their outcome afterwards. I helped Susan through seven sessions but I was advised by my supervisor that I would have to dissolve my relations with the group. Periodically throughout the summer Tommy McDaniels and I got together to plan for the coming school year. It had been discussed before school closed that each of us would be stationed at one of the public schools in the fall.

Before school closed in June Tommy and I spoke with the principal and the guidance counselors to discuss our project and our intention of working in the school. Our plan was greeted enthusiastically but it was narrow in its scope. For this reason Tommy and I met to discuss our goals, objectives and procedures. Just prior to school's opening we again met with the principal, disciplinarian and one of the guidance counselors to go over our plans and when the doors

December 14, 1973

9.

opened for the fall semester we were there. And then the same process began; hanging in the halls daily, meeting people, building relationships and trust, meeting their friends, etc., so that I have developed an ever growing population of kids to deal with. That's what streetwork is. First finding the kids. I've gone to playgrounds, hamburger joints, football games, parties, a bar-b-que. I even went to a lecture on transcendental meditation once hoping to meet some teen-agers only to strike out. Right now I'm involved with a girl who is trying to organize a group of kids to get a room at the Belmont Hills Fire House for their use. The kids in that area are using the library as a meeting place and raising hell so I've been spending some time out there for the past month in the evening trying to meet and help the kids from that area.

Developing the relationship is the next step. This is to me three-quarters of the job. Working through suspicion and a testing period to trust and friendship. Finally but only in a few cases for me someone will come and ask your help, usually not right out but in subtle ways that are not that easy to discern. That is where you better have the necessary tools to work with. It is also where the satisfaction in this job lies.

Streetwork

Cruising & Observing (summer)	10 days	4 hrs/day	40 hrs.
At the Playground	65 days	6 hrs/day	390 hrs.
Genesis	7 days	1.5 hrs.	- 11 hrs.
Planning & Post Group Discussions	7 days	2 hrs/day	14 hrs.
Planning for Fall Semester	4 mtgs.	@ 1 hr.	4 hrs.
Conferences with School Officials	5 meetings		5 hrs.
School work	65 days	2 hrs/day	150 hrs.
Cruising & Observing (fall)	5 days	4 hrs/day	20 hrs.

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Maintaining Contacts with Penn Wynne	39 days 2 hrs/day 78 hrs.
Belmont Hills Library	12 days 1.5 hrs/day 18 hrs."

(7) Streetworker Susan Esposito. Individual contacts made essentially in Haverford Township Senior High School and through the active program of the Haverford Township Drug Abuse Center. Contact with approximately 25-30 young persons each week. Speaking opportunities in many of the township private and public organizations. Great progress made here in gaining cooperation and respect of Haverford Township school teachers and officials. An extremely productive group formed under this streetworker's leadership, Genesis, which meets weekly at the Haverford Twp. Drug Abuse Center. Group of 15-25 young persons meet regularly in this rap-therapy group. Referrals made from this group to other appropriate treatment agencies.

(8) Streetworker Thomas McDaniel. 50-75 individual contacts each week in Lower Merion school system and in recreation centers, as well as in the base agency, Soul Shack. This streetworker has been consistently involved with helping patrol Ardmore streets when trouble had arisen or was being anticipated. Involved with 10-15 individual counseling sessions each week with young persons in the Ardmore area. Established constructive relationships with Lower Merion police and secondary school counselors and officials. Has averaged about one speaking engagement each week in the local Ardmore area. Has made numerous visits and made referrals to social service agencies throughout the metropolitan Philadelphia area. Has worked with rap groups of young persons throughout the entire first six months of the project.

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Whereas the above represents unmeasured "process evaluation" of the Streetworker Project, it may certainly be said that this project, starting slowly, has widened to include a variety of apparently significant activities involving the immediate and long range help of young persons. Informal conversations with school officials and police in the four townships indicate that the constructive effects of this program will be increasingly felt by many public and private sectors interested in law and order, health (particularly regarding improved social functioning) and personal growth and development.

2. Problems which have arisen as regards staffing, administration, etc.

During the first two months of this project there were serious problems of coordination. To whom were the Streetworkers actually and/or ultimately responsible? Or what basis should the Streetworkers "get together" and who would be responsible for that? These questions were sharpened by administrative changes in two of the five participating agencies. A series of meetings with CODAC staff, agency supervisors and the Evaluator, worked through these problems of coordination to a point where all parties now understand their roles and responsibilities. Attitudes of both Streetworkers and Agency Supervisors continue at a remarkably high level.

3. Results of Streetworker Project thus far.

Subjective results have been indicated in the summary of the "process evaluation" described earlier. These "process results" have value since they represent much of the time spent by the Streetworkers and involve, each week, hundreds of contacts and associations with young persons in the four township area.

Measurable results thus far, which have clear implications for the system of criminal justice and law enforcement, follow. These statistics involve only those young persons identified as "troubled" by the Streetworker. As described in Appendix 1 "troubled" means that the young person recognizes that he is having problems functioning in one or more of the seven areas of concern, i.e., home, school, employment, law, etc. It is with these young persons that the streetworkers have worked most closely, and in the process, will take information on each person three times each year. At this point there have been sufficient interviews, treatment plans offered, and follow-up interviews to indicate an encouraging pattern.

(a) One hundred and thirty eight (138) young persons identified as "troubled" and brought into some form of help or treatment.

(b) Seventeen (17) runaway young persons counseled and brought into conversation with parents or guardians.

(c) Nine (9) young persons taken to detoxification units for drug overdose and all nine have continued in a counseling relationship with the Streetworkers.

(d) Five (5) young persons in serious difficulty with police are still in counseling with Streetworkers and both Streetworkers and police cooperating on specific situations.

(e) Seventy four (74) young persons expressed extreme difficulty in understanding themselves and in functioning decently at home. Of those, 58 are still in some relationship with CODAC Streetworkers, either in family or individual counseling.

(f) Three (3) young persons have been helped in working through problems at their employment. They report that they are doing "much better" with fewer absences and a more positive attitude.

(g) Eighteen (18) young persons worked with in terms of a drug or alcohol problem and, as of December 15, 1973, twelve (12) of these report significant progress in their ability to do without drugs and function better at home and school.

(h) Approximately 3200 individual contacts with young persons in the four townships. These contacts often included additional conversations with family, school counselors, juvenile officers, etc. It is impossible to measure actual effectiveness of this work, since most of these young persons are not formally identified as "troubled" and thus no comprehensive data collected on them. However, the Streetworkers in the schools and streets and agencies are talking with, associating with and bringing social services to hundreds of young persons each month and the impact is being felt and spoken throughout the area.

4. Interim Recommendations

There are no interim recommendations since aforementioned problems of coordination, identification of "troubled" young persons, and administration have been successfully worked through by agency supervisors, CODAC staff and evaluator to satisfactory solutions.

The Streetworker Project is now moving at its highest level since inception, the results thus far are very encouraging, and this evaluator anticipates a positive future for the project in terms of measurable results and over-all impact.

CODAC, INC.

Job Description for
STREETWORKERS

RESPONSIBILITY:

The Streetworkers will be working from and within one of the five base agencies participating in the Streetworker Program. The Streetworker will be directly and immediately responsible to the Supervisor designated by the base agency. In some cases the supervisor will be the agency director and in others it could be a designated member of the agency staff. Ultimate responsibility for planning, oversight and evaluation of the total Streetworker Program, involving all five agencies, resides with the Executive Director and Board of Directors of C.O.D.A.C.

GOALS:

The stated goals of the Streetworker Program are common to all participating agencies although a variety of modalities, styles and approaches will be utilized in accomplishing these goals.

Broadly, the goals for Streetworkers fall into two areas: (a) that area which includes being a member of the total base agency staff and participating in selected parts of the regular agency programming such as recreation activities, etc. More specific goals in this area will be defined by the Supervisor and Streetworker working together; (b) the primary area of responsibility, which involves working with troubled young (in most cases) persons and involving these persons in one or

TRAINING:

Streetworkers will be expected to participate in a regularized in-service training program, (see Streetworker In-Service Training Schedule sheet). This training program will include consideration and study of the youth culture, individual and group counselling, pharmacology, treatment, and motivations in drug abuse, working with conflict, the nature and appropriateness of referral agencies, family counselling, community analysis and relations, and a major emphasis on the sharing among Streetworkers and other agency personnel of failures and successes in the daily carrying-out of the Streetworker Program.

EVALUATION:

The Streetworker will be expected to participate in an organized, on-going evaluation of the entire Streetworker Program. (see sheet "The Streetworker Grant Evaluation Component" for details of the evaluation schedule and procedure). This evaluation will require the Streetworker to gather information at the point of identifying the troubled person and working with volunteer interviewers on collecting follow-up information on the clients. (see sheet "Job Description for Volunteer Interviewers").

DAILY PROCEDURES AND ACTIVITIES:

The context in which the Streetworker will be working, ie, hours, facilities, locations, activities, etc., will vary among the five agencies and will be defined by the Supervisor, planning in cooperation with the Streetworker.

CODAC, INC.

SUMMER

EVALUATION PROJECT AND REPORT OF FINDINGS

June, July 1973

Charles C. Bray, Ph.D.

CODAC, Inc.

2.

Evaluation Project and Report of Findings

The above questions are extremely difficult to investigate and to measure in a way that reflects reasonable accuracy and the capacity to be used in program-planning. These questions represent the type of evaluation which we may call here "impact evaluation". It is "impact evaluation" to which state and federal funding agencies are directing their attention. They are clearly moving away from "process evaluation", the traditional method of self-evaluation used by countless social service agencies. "Process evaluation" has usually been done by the agency itself and has basically indicated numbers of contacts made and types of activities engaged in during a specified period. It has not included a reasoned attempt to measure the impact of its services.

Major funding sources of CODAC are already setting new directions in evaluation for CODAC, requesting more comprehensive-type evaluations and "impact-type" evaluations. Clearly, we are now in an era, whether temporary or not, when federal funding sources are demanding accountability.

Toward the end of being accountable in a more comprehensive way, the evaluation program herein described was carried out. It represents only a beginning, a step in what is hoped to be the "right" direction. It attempts to discover some basic information concerning public awareness of CODAC and Awareness House, public suggestions as to dominant needs of young persons in the three townships with suggestions for new facilities and programs, and the status of the referral/working relationship between CODAC and its affiliated agencies. This evaluation piece collects data which would be necessary base data in both "impact" and "process" evaluations. This evaluation program selectively omits key questions concerning the operation and effectiveness of Awareness House, the impact of CODAC's affiliated agencies, and certain specific functions of CODAC, measured against the expressed purposes. Presumably, these questions will gradually become part of a routinized evaluation of CODAC. In large part, effective future program planning and implementation will depend upon such comprehensive evaluation.

The Problem:

This beginning evaluation has emerged from a growing concern about the understanding and effectiveness of CODAC and its primary service facility, Awareness House. Increasingly, the Director, Board members, staff members and personnel in associated agencies have raised basic, thoughtful questions: to what degree of success has CODAC been functioning according to its stated purposes of coordination, planning and fund-raising?; Is CODAC's purpose of waging an effective community-wide effort against drug abuse being hindered because CODAC and its purposes are not well known to the public? Is Awareness House providing an active, effective, needed program? Is Awareness House well known in the area? What concrete suggestions do individuals in the three townships have in terms of young persons' needs and possible facilities and/or programs? What is the present status of affiliation and/or referral between CODAC and agencies with which it has had some association/affiliation? Do persons in these agencies have suggestions in terms of strategies for improving the referral arrangements between their agencies and CODAC?

Any comprehensive evaluation of CODAC will include investigations of all these questions and more. The questions (being investigated in the CODAC Streetworker Program) of CODAC's impact on individual's and policy issues is vital. In what measurable sense has the work and operation of CODAC made a significant difference in the townships of Lower Merion, Haverford, and Radnor? Has CODAC's coordination of various treatment and/or prevention-oriented agencies made a measurable difference in the impact of those agencies in their areas of service?

Evaluation Project and Report of FindingsThe Method of Inquiry:

The evaluation was carried out in Two Stages:

(1) Four young persons, aged 16-21, under the direct and consistent supervision of Charles C. Bray, Ph.D., interviewed one thousand fifty two (1,052) private homes and commercial establishments in Radnor, Lower Merion and Haverford townships. The private homes were selected entirely at random, from township street maps, whereas the commercial establishments were selected arbitrarily by Dr. Bray in these areas he considered the commercial centers of the townships. Commercial places in Wayne, Bryn Mawr, Ardmore, Oakmont and Brookline were covered in the interviewing. Dr. Bray trained the young persons and participated in the actual interviewing in order that all members of the evaluation project could check and cross-check interview results while the project was in process.

These interviews were designed to be conversations more than a gathering of "questionnaire" responses. The guideline used in these interviews was the following:

Guidelines for Interviewers

CODAC EVALUATION PROGRAM

(Introduce yourself as representing CODAC. You are a summer helper who is assisting CODAC; find out to what extent the community is aware of the organization and of what it is doing in the local community.)

1. Have you heard of CODAC?
If so, ask in what connection(s). If not, explain what CODAC means and where located, etc. Offer a brief description of CODAC, its primary functions and its availability for help.
2. Have you heard of Awareness House?
If so, ask in what connection(s). If not, explain what Awareness House is and how allied with CODAC. Offer a brief description of Awareness House, its functions and services.
3. What do you think the young person in this township need most?
(This is an attempt to get opinions on what services, opportunities or facilities are most needed. We are getting at any needs and any opinions here, not simply drug related ones.)

Evaluation Project and Report of Findings

Guidelines for Interviewers (cont'd.)

If the interview has gone well and there is room for further conversation, please ask the interviewee for an opinion on whether or not he/she sees a "drug problem" in the township and whether he/she sees the problem as growing. Also, any suggestions as to what might be done about it?

Is person interested in being placed on CODAC mailing list?

Name	
Address	Zip
Phone	

In each instance record was kept of location (township), whether the interviewee was male or female, and the age category of the interviewee.

(2) In Stage 2 of the evaluation forty six (46) social service agencies were interviewed. This list of agencies was provided by the CODAC Director as representing those agencies which have had some affiliation, possibly a referral arrangement, with CODAC. These interviews were accomplished by Dr. Bray and Miss Mary Pierce. Again, these interviews were designed to be conversations and the following interview guideline form was used:

INTERVIEW GUIDELINE FOR EVALUATION PROGRAM

Agency or Institution
Person Interviewed
Title
Type of Agency

1. What has been the nature of your relationship (if any) with CODAC, i.e., have you utilized any of the CODAC services or has CODAC made use of your services, facilities, etc.? (or shared through Coordinating Council).
2. Are you aware of CODAC, i.e., what and where it is and what services it attempts to provide and coordinate?
3. What have been the most serious obstacles inhibiting an effective referral arrangement between our two agencies/institutions?
4. What suggestions do you have toward development of an improved working/referral relationship between our two agencies?

Findings:

In the interviews with private homes and commercial establishments across three townships, the first question asked was, "Have you ever heard of CODAC?" If the person had not heard of CODAC the interviewer took the time to explain the entire program in some detail, including the handing-out of the CODAC Brochure, which outlines the CODAC purposes, activities and affiliations. An extremely important by-product of this evaluation project was the wide dissemination of information regarding CODAC to persons in private and public places. It is estimated that as high as 500 hours of promotional conversation were engaged in by interviewers representing CODAC. It is genuinely felt by participants in this project that these numerous conversations describing CODAC, taking place over three townships, are the seeds of future constructive results.

In answer to the first question 69% (54 male and 40 female) of the Radnor Township commercial establishments contacted had not ever heard of CODAC. In Lower Merion Township, also, 69% (74 male and 90 female) had not ever heard of CODAC. That Lower Merion figure includes 26 females in the 18-25 age group and 18 males in that age group who had not heard of CODAC. In Haverford Township 84% (17 male and 22 female) had not heard of CODAC. A simple chart of these totals would look like this:

Commercial Establishments

Question No. 1: Have you heard of CODAC?

	NO	YES	NUMBER INTERVIEWED
Lower Merion	69%	31%	238*
Haverford	84%	16%	47
Radnor	69%	31%	94

*Note: These figures, when totalled, will differ slightly from the 1052 total mentioned earlier. The reason is that, in each category of persons contacted for interviews, there were some who abstained, usually saying they "were too busy" and could not talk.

Private homes in the three townships, responding to the same question, show a chart with the following figures:

Private Homes

Question 1: Have you heard of CODAC?

	NO	YES	NUMBER INTERVIEWED
Lower Merion	80%	20%	182
Haverford	78%	22%	46
Radnor	65%	35%	258

Question No. 2 in the interviews was, "Have you heard of Awareness House?" As with the question pertaining to CODAC, whenever an interviewee indicated no knowledge of Awareness House, the interviewer described the location, services and program. Because of the necessity for explanations in so many instances, these interviews often lasted 45 minutes to one hour in length.

In answering Question No. 2 commercial establishments throughout the three townships showed the following responses:

Commercial Establishments

Question 2: Have you heard of Awareness House?

	NO	YES	NUMBER INTERVIEWED
Radnor	48%	52%	94
Haverford	84%	16%	47
Lower Merion	56%	44%	238

In all of these responses the numbers of males and females were just about equally distributed. We begin here to see a pattern, not suprisingly, of persons in the three townships hearing and knowing more about Awareness House than about the administrative body, CODAC.

Private homes in the three townships, 486 of them answered Question 2 in the following way:

Private Homes

Question No 2: Have you heard of Awareness House?

	NO	YES	NUMBER INTERVIEWED
Radnor	65%	35%	344
Haverford	60%	40%	46
Lower Merion	64%	36%	182

In general, therefore, it is seen that approximately 50-65% of the persons, private and commercial, interviewed throughout the townships have heard of CODAC and Awareness House. Knowledge of both was higher among commercial establishments. This data, depending on programming and stated purposes of CODAC and Awareness House, may be interpreted as being somewhat encouraging. However, a critically important factor here is that a large percentage of these, both private and commercial who had heard of CODAC and Awareness House, approximately 80% had only heard the names and had no significant knowledge or understanding of the two organizations. Dr. Bray and the interviewers carefully and regularly checked this data and determined that in 80%-90% of all interviews in the three townships, material was distributed and descriptions and explanations given.

Essentially, then, this part of the evaluation project was, in reality, an intense promotional effort with private interviewees selected at random throughout three townships. Of significant value here is the fact that this widespread promotional activity had laid some important groundwork for immediate follow-up and programming.

It should be noted that differences in female and male responses did not exist to any significant degree. Age categories, also, were not significant except that the small number of persons 18-25 who were interviewed did not demonstrate any greater knowledge or understanding of CODAC or Awareness House.

The third question, in this part of the evaluation, drew, we believe, some potentially valuable information and clearly engaged many persons in the three townships around some singularly important issues. Question No. 3 asked, "What do you think the young person in this township needs most?" This was an attempt to get a random sampling of opinion on any needs, not simply drug related ones, with suggestions as to possible new services, opportunities, facilities, etc.

The commercial establishments in Radnor answered more "positively" than those in Lower Merion and Haverford. In Radnor Township, the responses included more positive suggestions and less criticism of young persons. This may reflect higher incidence of minor "troubles" in Lower Merion and Haverford. Responses from Radnor Commercial establishments included:

1. More Parental Discipline (4%)
2. More Aware Parents (5%)
3. Recreational Facilities (33%)
4. Places to Congregate, Teen Centers, etc. (17%)
5. Job Opportunities (8%)
6. Church (1%)
7. Personal Guidance (1%)
8. Concern, but no ideas (25%)

Obviously, the concentration here was on recreational facilities, teen centers, and job opportunities. (More detail after report on two other townships).

Lower Merion Commercial establishments responded to Question No. 3, re: needs of young persons in the following way:

1. More Parental Discipline (9%)
2. More Aware Parents (6%)
3. Recreational Facilities (22%)
4. Places to congregate, teen centers, etc. (20%)
5. Improved education, career training (8%)
6. More School Restrictions (8%)
7. Religion, love, etc. (5%)
8. They have everything now (4%)
9. Concern, but no ideas (19%)

Again, the central attention to young persons' needs is focused on recreational facilities and places to congregate with significant emphasis on career training in school, more school restrictions, more parental discipline and more aware parents.

Haverford Township commercial establishments responded in much the same way as did Lower Merion although the same significance cannot be attached because many fewer (44) establishments were interviewed.

Haverford responses showed the following:

1. Recreational facilities (31%)
2. Places to congregate (16%)
3. More parental discipline (14%)
4. More restrictions in school (6%)
5. More aware parents (8%)
6. Legalize grass, alcohol (2%)
7. Religion (1%)
8. Concern, but no ideas (16%)

Once again, the heavy emphasis was on the need for recreational facilities and places to congregate along with strong focus on the need for more parental discipline and more school restrictions.

Private homes interviewed in the three townships provide interesting contrast with and support for the commercial responses:

Private homes in Radnor showed the following responses:

Three hundred and forty four (344) homes were contacted.

1. Parental Discipline (16%)
2. More Aware Parents (3%)
3. Drug Education (2%)
4. Recreational Facilities (24%)
5. Places to congregate (12%)
6. Job Opportunities (6%)
7. Personal Guidance (4%)
8. Church (1%)
9. Better Police (1%)
10. Concern, but no ideas (32%)

The twin emphases here were the need for more discipline and the need for teen "places" whether recreational or simply "gathering places". It should be noted that many persons in the 32% of those having "concern but no ideas" attempted to struggle with the issue but felt a certain hopelessness in dealing with problematical young persons.

Lower Merion responses to Question No. 3 from private homes included the following pattern:

1. Parental Discipline (10%)
2. Drug Education (2%)
3. Recreational Facilities (20%)
4. Places to congregate, teen centers (24%)
5. Job Opportunities (8%)
6. Better Police (2%)
7. Better Education (4%)
8. They Have Everything Now (15%)
9. Concern, but no ideas (11%)

Again, the emphasis is on recreational and gathering places; as being the greatest needs, with a strong sentiment (found throughout the three townships) for provision of job opportunities.

Haverford Township private homes responded in the following way to the question regarding needs of young persons:

1. Parental Discipline (4%)
2. More Aware Parents (3%)
3. Places to Congregate (17%)
4. Recreational Facilities (41%)
5. Religion (3%)
6. Better education (1%)
7. Have Everything Now (15%)
8. Concern, but no ideas (11%)

The Haverford responses are heavily emphatic in favor of recreational facilities and places to congregate.

These suggested needs represent the "dominant" ideas indicated by the interviewees. Many times these persons would suggest other ideas as well, but it should be noted that the foregoing lists of "ideas" represent totals of the primary or central ideas.

Both the commercial establishments and private homes (at random) across the three townships agree that the primary need for young persons in this area is that of a facility, or series of facilities, where young persons can gather and have recreational options among others. Nearly 50% of all persons interviewed felt that the townships should provide additional facilities, year-round, for young persons' activities. Many persons underscored the particular need for recreational involvements while others simply stated that young persons needed "their own place" where many activities were possible. Further, both commercial and private respondents expressed feelings of fear, anger and bitterness with 25%-30% often saying that the young "have everything now" and mostly need more parental discipline and more restrictions at school. Included often in the suggestions for new "places" and recreational facilities was the specific suggestion for new swimming pools.

The essential idea caught here is that a large number of people in three townships feel that young persons have little to engage them when they are outside of school hours and need some new places to go and to "BE". Many persons felt very strongly about this particular idea.

This major emphasis on "place" should not cause us to lose sight of a strong, consistent emphasis throughout on the need for job opportunities, particularly during the summer months.

The fourth part of this first stage of the survey involved a further question concerning the respondent's opinion on the "drug problem" in a particular township. This discussion was only engaged in with those where the general "climate" and circumstance was appropriate, i.e., when the interviewee was not too busy, when the interview had not gone on too long, when some interest in the question was apparent, etc. Responses to this question, therefore, are not as numerous as the others and do not represent the randomization present in the others.

This fourth part was phrased in the following way on the interview schedule: "If the interview has gone well and there is room for further conversation, please ask the interviewee for an opinion on whether or not he/she sees a "drug problem" in the township and whether he/she sees the problem as growing. Also, any suggestions as to what might be done about it?"

Radnor, Lower Merion and Haverford Township commercial establishments were so similar in their responses that we have grouped them together here. Three hundred and eighteen (318) commercial places engaged in discussion about the "drug problem." The greatest variance in any of the percentage results was 8%. Thus, the grouping together of results.

55% of the males and 63% of the females in (commercial establishments) the three townships saw the drug problem as being present and growing in intensity and results. About 26% overall felt that the "problem" is under control. The majority of those who saw the problem as growing expressed some type of first hand observation as a basis, as well as what they had been told and read. The general impression gained here by the interviewers was that the merchants are "worried" about the drug problem in their townships and most see it as getting worse. Many expressed a "general willingness" to support efforts to deal with the problem.

Suggestions as to what to do about the problem did not reveal any significant patterns. Only about 25% had any suggestions and most involved control - punishment oriented programs, i.e., parental control, government control, crackdown on pushers, etc. Twenty (20) merchants across the three

townships suggested new types of social programs in order to "give the kids some alternatives to drug abuse."

Radnor private homes responded in the following way. Three hundred and twenty (320) persons engaged in the discussion and exactly 50% not only felt that there is a "drug problem" in Radnor but that it is growing. 23% of those interviewed felt that the problem is under control. These data are very similar to those of the commercial places in three townships. Only 12% in Radnor had suggestions as to what to do about the problem, the two main emphases being "parental control" (4%) and "cracking down on pushers" (3%).

Lower Merion Private homes showed responses similar to Radnor. 60% felt that the drug problem is worse now than it has been and feel that it is growing. Only 9% feel that the problem is under control. Whereas only a small number of persons had suggestions about possible solutions, (12%) the majority of those suggested new social programs as being in the best possible answers. Other suggestions included "parental control" (5%) and "stricter governmental control" (2%).

Haverford private home responses numbered only forty-six (46). 15% of that small sample felt that the problem is a growing one and a huge number (69%) expressed the feeling that they were "unaware of any drug problem". There were no suggestions made twice and thus have no significance.

Agencies Interviewed

American Civil Liberties Union
 Awareness House
 CHOICE
 Community Health Service
 Daemion House
 Eagleville Hospital Community Clinic
 Eagleville Hospital & Rehabilitation Center
 Family Service of Montgomery County
 Delaware County Youth Advocates
 Central Baptist Church Counselling Clinic, Wayne
 Gaudenzia House, Inc.
 Haverford State Hospital Drug Rehabilitation Unit
 Haverford Township Drug Abuse Center
 Haverford Township Police Department
 HELP, Inc.
 HIPID
 Jewish Family Service, Main Line District
 Lankenau Hospital Drug Analysis Program
 Lankenau Hospital Youth Guidance Clinic
 Lower Merion Mental Health/Mental Retardation
 Lower Merion Township Police Department
 Main Line Committee on Alcoholism & Other Drug Abuse
 Main Line Committee of Parents Drug Education
 Military & Draft Information Center
 Montgomery County Commission for Juvenile Justice
 Montgomery County Legal Aid
 Operation Venus
 Philadelphia Poison Information Center
 Phoenix House
 Planned Parenthood of S.E. Pennsylvania
 Planned Parenthood Teen Clinic
 Pottstown Hospital East Division
 Radnor Township Police Department
 SODAT
 Soul Shack
 Suicide Prevention Center
 The Bridge
 Teen Challenge of Greater Philadelphia
 TODAY, Inc.
 Voyage House
 Wayne Teen Center
 Youth Psychotherapy Center, Bryn Mawr Hospital
 Base Service Units:
 Havertown
 Chester
 Darby
 Media

In terms of the agencies' utilization of CODAC services, 16 (38%) indicated that they had not used CODAC in any way. The remaining twenty-six (26) responded in the following way:

- (1) Associated with CODAC only through Board Membership or Council membership - 7
- (2) Associated with CODAC only through the receiving of mailed information - 4
- (3) Associated with CODAC only through Referrals - 2
- (4) Associated with CODAC through Planning, Exchange of ideas, training, Funding information, and Streetworker Program - 13

The last item (No. 4) included five agencies involved in the Streetworker Program. The major significance in this data is that CODAC services are not being utilized and that CODAC (including Awareness House) is not performing a common, consistent and needed function, from the point of view of the affiliated agencies.

Question No. 2 on this Interview Schedule with affiliated agencies simply asked, "Are you Aware of CODAC, i.e., what and where it is and what services it attempts to provide and coordinate?"

Thirteen (13) of the agencies interviewed stated that they were not aware of "where" CODAC was and what its programming is. Of that 13, 2 indicated that they knew only the location, nothing more. 1 said that only its Director knew about CODAC and 2 others reported that their agencies had such minimal information about CODAC that we should "consider it as nothing."

Twenty-nine (29) of the agencies reported that they were aware of CODAC and knew something of its function, although 6 of these expressed the fact of having very minimal knowledge.

A professional, planned, working relationship between any service agency and CODAC was exceptional.

Base Service Units

Havertown, Pa.
Chester, Pa.
Darby, Pa.
Media, Pa.

Persons interviewed in these agencies represented, in each case, the person available at the highest level of authority, and responsibility. In many cases it was the Director, in others it was the chief assistant, etc.

Question No. 1 on the Interview Guideline asked, "What has been the nature of your relationship (if any) with CODAC, i.e., have you utilized any of the CODAC services or has CODAC made use of your services, facilities, etc. (or shared through Coordinating Council).

Of forty-two (42) agencies offering responses, all but five (5) indicated that CODAC (either CODAC or Awareness House) had used the agency services in any way. Lankenau Hospital, the Drug Analysis Unit, stated that CODAC has used the Street Drug Analysis Program on several occasions; Wayne, Inc. indicated a consistent working, planning relationship with CODAC; Pottstown Hospital indicated that CODAC had referred several clients for detoxification; The Bridge described a brief, cooperative training program; and Haverford State Hospital showed several referrals during the past 12 months. All other agencies (88%) stated clearly that CODAC had not used their services.

Question No. 3 on the Guideline Schedule asked, "What have been the most serious obstacles inhibiting an effective referral arrangement between our two agencies/institutions?"

The following responses indicate any ideas suggested by the agencies, whether one or more ideas:

42 Agencies Responding

1. No obstacles - 8 (4 of these suggested that they are not interested in creating a working arrangement with CODAC, thus they cannot criticize real or potential obstacles).
2. CODAC philosophy at odds with the agency and/or personality conflict - 3
3. Lack of Communication - 17 (this included emphasis on no contact, no input, nothing official, no promotional work).
4. Misunderstanding of nature of CODAC - 9 (this overlaps with and is similar to "lack of communication", emphasizing such ideas as "lack of knowledge, complete lack of exchange, no mutual understanding or work and work area, etc.)
5. Distance - 6 (Exclusively Phila. agencies who feel that they have no basis for working arrangement with CODAC, because they are "Philadelphia" and CODAC is "suburbs."
6. Impersonal nature of relationship - 3 (Emphasis here is that relationship is restricted to mailings).
7. Personnel changes - 2
8. Different areas of contact - 2 (from suburban agencies who feel that there is no basis for planning or working with CODAC since working areas are discreetly different).
9. Awareness House not successful and therefore must refer elsewhere - 3
10. Coordinating Meetings too long, cover information which could be sent through mail - 2
11. CODAC use of same funding source as agency inappropriate and damaging - 1

Clearly, the emphasis here was on lack of communication between the agencies and CODAC at several different levels.

Question No. 4 gathered some potentially valuable data by asking, "What suggestions do you have toward development of an improved working/referral relationship between our two agencies?"

The forty-two agencies responded in the following way: (Again, the reported responses represent all the suggestions offered by all the agencies, some offering more than one.)

1. No suggestions - 9
2. Have an outside evaluator do research, clarify goals, purposes, etc. - 1. (This offered by Awareness House which has special relationship with CODAC).
3. Outsider to do regular group work with Awareness House and CODAC staff - 1.
4. Personal contact, including visits, speakers, etc. - 10
5. Regularized contact over issues and policies - 13
6. Regular information from CODAC - 11
7. Possible sponsoring of Gaudenzia House in areas of CODAC's content.
8. Clear arrangement of referral system - 6
9. CODAC should become more of planning and resource agency, aiding in fund raising and dissemination of innovative ideas. Perhaps through small meetings - 1.
10. Improvement of Awareness House - 3 (Emphasis here on having a special service and facility to which to refer). - 1
11. More agency input in CODAC programming which relates to agency's interest.
12. Need for CODAC to coordinate all agency programming - 1

The emphasis here was on development of personal contact between CODAC and agencies, on working information system where there could be regularized exchange of ideas and resources, and on a deliberately planned, working referral arrangement between CODAC and the agencies.

The item in questions No. 3 and No. 4, noteworthy for its absence, is the concept of CODAC as a coordinating agency, per se. This primary function (from the point of view of CODAC) was not criticized explicitly by the agencies nor was the need for such a function expressed in any significant way.

END