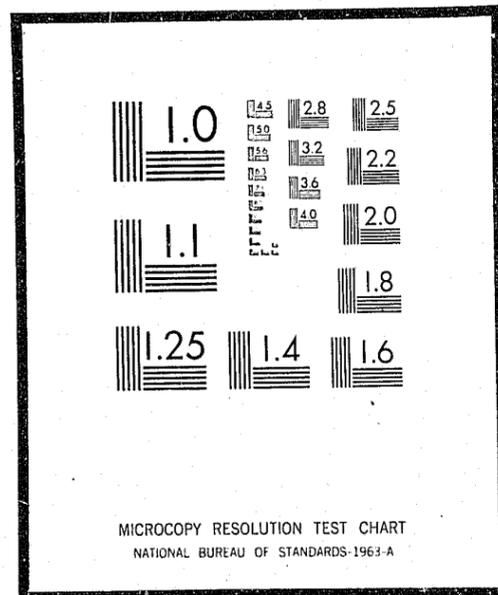


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UNIVERSITY OF SAN FRANCISCO  
SAN FRANCISCO, CALIFORNIA 94117

JUN 20 1972

Department of Sociology

Evaluation of the Neighborhood Alternative Project  
(Those parts of the project included in this report are the Central office, Sunset Energy and the Neighborhood Assistance Center).

May 15, 1972

This report is being submitted to CCCJ for the purpose of evaluating the programs submitted by the Neighborhood Alternatives Project (NAP). The information included in this report will cover all programs of NAP except for the Western Addition Youth Defense Project. A separate evaluation will be submitted for WAYDP. The data gathered for this report were arrived at through the use of the methodology presented as an appendix to this report. The data are set forth in a manner that closely resembles the parameter put forth by CCCJ. Discussion first of the project goals is followed by discussions of the individual programs, administration of the programs and finally the operation of each. Inasmuch as this report attempts to give a sense of each part of NAP no attempt will be made to present a comprehensive view of NAP. For a thorough discussion of the programs of each project the reader is referred to the quarterly reports and the grant proposals for NAP.

An area that has not been discussed in this evaluation is the political impact of this project. A word here will suffice. The thrust of the programs has been as much political as it has been delinquent preventative. The task for NAP was thus structured because of the resistance toward revolution or change inherent in the political system. NAP has had a difficult time in defending itself and what has developed in the interim is a cynicism toward the good faith of "The System". It would be a mistake to find fault in this attitude inasmuch as the so called establishment helped foster this opinion. We of the evaluation team feel NAP has offered one of the most viable alternatives to the juvenile court system, available in the Bay Area. It is

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hoped that those who 'look over' NAP will be cognizant of this fact and not take umbrage in the fact that NAP has at times been an obstreperous child.

Respectfully submitted,



Michael M. Howe, Director of Evaluation  
Department of Sociology  
University of San Francisco

## THE CENTRAL OFFICE

### Administration

As the quarterly reports and the preliminary background statement of NAP have indicated the central office is in the process of terminating its activities as the fiscal and resource center of NAP. The programs' central office was originally conceived as a temporary unit of the participating community projects in as much as its task was to train the projects personnel in ways to develop lines of communication with potential services and resource agencies as well as acting as the legitimizing agent for grant funds from federal, state and local sources. Inherent in the original proposal was the notion that the individual communities were better suited for the development of specific treatment ideologies. Therefore while the central office took on the role of program facilitator and accountant for each project during the first year of CCCJ funding it was presumably preparing the individual projects for independent administration during the second year of operation.

Much of the centralized program direction and resource development then has been discontinued by the central office to allow each project to test <sup>its</sup> their abilities in the area of self-administration. The central office had a series of meetings and skull sessions with each project assured continuity in this process therefore the trauma connected with administrative reform was minimized. Both Energy and NYAC have developed methods of self administration which need little or no assistance by the central office in the area of personnel management, program development and fiscal responsibility. The area that remains the responsibility of the central office is that of program accountability.

Each program has relied upon the direction of the central office to account for client activities and order the formal records so that their activities would appear to be legitimate. Unfortunately, this task should have been one of the first passed on to each project because of the dearth of formal data relating to project activities and clients. The individual projects were able initially to disregard formal records because no specific demands were raised during the first year by the granting agency, local monitors and the central office. Consequently when accountability was raised the central office was placed in the uncomfortable and often impossible position of making due with inadequate information. This buffered each project from outside observation but created endless meetings with different committees and task forces on both the county and statewide level for the central office. The central office in turn requested substantive materials from the individual projects but due to the original bias of each project against "records" per se, there was little the central office could do to account specifically for the projects substantive work. It must be emphasized that this problem which at times takes on a much more important role than it should for both the State, local and NAP personnel is due to the lack of consistent and articulate guidelines for program priorities and performance by CCCJ. I would indeed agree that the individual projects are and should be held accountable but to change the format of accountability in several areas several times over a period of two years creates a literal waste of project resources due to the restructuring of programs around the requirements of the funding agency.

From my research I would estimate close to 50% of the second year personnel costs for the central office were spent on crises over program management introduced by the state or local funding agencies working with NAP. This from my vantage point can be described as waste, inasmuch as agencies on the average spend from 20 to 30 % of administrative personnel time on grantmanship. In

addition the confusion and antagonism created by contradictory requests made to each program of NAP has caused the development of resentment between the central office and the individual NAP programs. Much of the difficulty experienced by the central office toward program accountability could have been averted if the CCCJ task force and staff had made articulate and coordinated demands upon the projects early in its development. Without this administrative control the programs developed encapsulated systems of accountability which were structured in such a way as to deter outside observation of program performance.

The central office should have foreseen this difficulty somewhat and helped specifically in the development of a system of accountability for each program. This should have included some overview of program performance with specific benchmarks that could describe stages of development and achievement. Without these, program description and evaluation has had to rely upon qualitative judgements of each program's impact without a parallel substantive review of program progress and achievement. Again it is important to note that probably too much emphasis has been placed upon this aspect of each program and a consequent obscuring takes place of the projects real impact. It is the opinion of this evaluator and his staff that this project has had one of the greatest impacts upon delinquent youth in the Bay Area, and that this is due to the efforts of those staff and administrators who have refused to be diverted from their primary purpose of helping delinquent youth. The need to know exactly what, when and where this help was accomplished is crucial but we must not let inarticulate and imprecise accumulation of this information destroy the legitimacy of NAP's efforts to aid delinquent youth.

#### Recommendation

Except for project accountability the central office has carried through

its own first year mandate of passing administrative control onto each program through training and coordinating the staff of each project in the area of personnel Management, program development and fiscal responsibility. It is our suggestion that before the staff of the central office terminate their administrative relationship with each program they assure project accountability on the part of each program in the area of record keeping (ie: basics of how to keep records relating to clients, client programs and staff), and how to array them into some meaningful patterns that will be acceptable substantive descriptions of their programs. This is necessary not only for continued financial maintenance by CCCJ but more importantly for community funding. To develop the much needed community funding next year there must be more substantive material available for meaningful evaluation by these agencies. In addition from our evaluation it is obvious that the staff of each program is somewhat ambivalent as to their impact upon the client population. This is due mainly to the lack of substantive feedback on program development and achievement to the staff, they have only their own isolated accomplishments or failures to relate to when considering program success. The development and analysis of program records, we submit, would allay much of the ambivalence felt by the staff toward program success.

#### Resource Development:

The central office for the past year has continued the development of a number of financial and property grants from both private and governmental sources. (1) These have included GSA surplus property, Vista Grant, San Francisco Foundation Grant, CEO Grant, and a UBAC Grant to name a representing number. At first each program was brought in to the central office to help develop <sup>its</sup> their own particular

(1) See the NAP quarterly reports for specific resource development programs.

needs within each grant application, later NYAC and Energy developed their own grant proposals with the aid of the central office. The turnover of resource development to each program has been quite successful considering the lack of expertise of the program personnel at the outset of project funding. It is a reasonable conclusion that NYAC and Energy with the help of consultants personnel are adequately prepared for the task of carrying on the development of financial and property grants for their respective programs during the third year of CCCJ funding.

At the end of the first funding year Energy and NYAC had been pretty well integrated into their respective communities. The development of citywide resources and controls were needed during the second year and the central office developed a number of primary contacts with educational legal, welfare and real estate services. For example, the programs had to incorporate in order to maintain tax exempt status. The central office coordinated and assured that incorporation would be facilitated by working closely with each program and their volunteer attorneys in drawing up and submitting the necessary papers. Again, each program is better able to identify <sup>its</sup> their own community resource needs now due to the extensive on the job training the central office has maintained <sup>over</sup> the past two years.

#### Program Development:

As has been stated previously program development has been shifted from the central office to each program. The development therefore of program priorities was dependent upon the expressed program needs of each project. For example, NYAC indicated for their program to develop according to their stated goals it would be necessary for them to have a larger center. The central office in conjunction with NYAC personnel began developing resources within the city to determine the possibility

of procuring a larger building in the Hunters Point Area. The central office was able to help NYAC in seeking out certain resources but the development of the program was dependent upon NYAC's own expressed needs. We can see once more the central office has effectively transferred the program development function to each agency in such a way as to assure a certain degree of success. The central office maintains contacts which can be actualized when NYAC or Energy expresses a program need. Program development has been entirely eliminated from the central office in order that each project may learn to develop the requisite skills to maintain itself after the central office withers away.

#### Fiscal Services:

The central office maintained an inhouse CPA to handle the finances of each program as well as the central office. This was the last direct service to be transferred to each program. The central office administered this part of the program because of the complex and often confusing requirements set down by LEAA for matching funds. This was a monumental task up until late February when much of the confusion was removed by administrative fiat. Up until then between 35 to 40% of the project director's time was spent attempting to bring some sense out of the administrative jumble that was connected with matching funds. Each program is financially independent as of the third year funding. The program directors have been involved for the past year in the administration of grant funds therefore transference of this service should be relatively problemless as long as LEAA and CCCJ maintain the current guidelines for grant funds and matching services or funds.

#### PERSONNEL

The central office is made up of the project director, resources consultant and an administrative assistant employed full time. In addition there is a CPA and a secretary employed part time. In as much as this office is being terminated discussion of personnel will be limited to a few brief points that refer directly to the operation of the individual programs themselves.

#### Recommendation:

With the termination of the central office it is important, it would seem to us, that each program retain either the central office director or the resource developer on a semi-permanent basis as a consultant. As is indicated in each program evaluation, the administration of each program <sup>is</sup> well under control internally but that in terms of future program development it is extremely important that each program have contact with more experienced persons in order that they may develop the needed city and state resources.

SUNSET ENERGY

Sunset Energy (SE), founded in October, 1970, is located in a predominantly white, middle class, civil servant community. Its populace notes with satisfaction the clean and modest structures that dot the tract. Juvenile delinquency is seen by most as occurring in those "other" areas of the city. This view has been challenged by those who have been working with youth in the Sunset for the last few years. An increasing incidence in youth cited to juvenile court and internal youth conflict has helped change many a mind regarding delinquent-free, middle-class communities.

SE has followed those precepts set forth by NAP with particular emphasis on the needs of youth through counseling. SE identified school and probation as the major client resource early in their development. Following a period of informal negotiations, referral systems were instituted whereby schools and probation turn the youth over to SE if the youth requests SE.

SE developed around the model of a youth resource center. As a resource center it directs its program to youth who have been described as delinquent by either the juvenile court or school system. Their concern is in handling youth who are either labeled delinquents or are in the process of being marked with this label. In developing a concern for the youth in trouble, SE has described two particular goals which must be reached before their program can be successful in working with this community's youth. The first goal deals with staff priorities and can be separated in two sections. One is establishing legitimacy with the youth and adult populations of the community. Because of the community's natural prejudice against community action centered around troubled youth, it was felt that emphasis had to be placed on winning the support of the adult community

while SE developed youth legitimacy through project programs. The second is establishing a one-to-one counseling and group counseling program for their clients. Counseling that offers each client a whole range of alternatives consistently is seen as the main task for the staff.

The development of community alternatives has been described as the second major goal of the project. The project director as well as the project's board of directors have indicated that although the Sunset is an affluent community there are few services for youth in trouble. Especially services such as out-of-home treatment are lacking in an area where there is a distinctive increase in the number of runaways reported to the police. Alternatives for this project appear to be directed toward activities rather than direct intervention in behavior.

SE has placed primary emphasis upon intervening with children in trouble who are in the juvenile justice system or in the school system. The actual number of youth carried on their caseload and who they were referred by is represented in Table I. It is important to note that these figures represent the formal caseload. SE has found a number of youth who want to be a part of the program but not a client as such so these youth are not carried as formal clients. If this group were to be statistically represented we would suggest that there would be between a 30-35% increase in the total number of cases. Table II represents the age

Referral Agent	Oct 70 Mar 71	Apr 71 Sep 71	Oct 71 Mar 72	Ages	Oct 70 Mar 71	Apr 71 Sep 71	Oct 71 Mar 72
602	30	39	32	12-13	6	20	20
601	11	8	9	14-15	21	43	38
School	10	31	20	16-17	27	34	30
Self	3	19	27				
Total	54	97	88	Total	54	97	88

Table I

Table 2

cohorts SE dealt with, the informal cases would be mainly in the 12-13 year old cohort.

To assess the impact SE has had upon the client population descriptive interviews were made with a sample group of clients as well as a statistical analysis of the recidivism rate of the clients of SE. The statistical analysis was made by gathering the names of those persons known to have been referred to SE by YGC formally and then a check was made of the YGC records as to what the disposition of the children was in May 1972. Due to the lack of time and resources available for the evaluation it was impossible to array these clients in terms of the exact date they were referred to SE, therefore we will deal with those clients who were referred from October 1970 to September 1971. We have deleted the group of clients referred to SE from October 1971 to March 1972 because of the need to give a six month spread to this group for analysis. With an N of 88 (100%), 45% (n=40) still remain on the active list at YGC, 55% have been closed as cases which have satisfactorily completed their probationary periods. Of the 45% remaining on the active list only 8 (9%) have been refiled on and subsequently have been placed in other services. Of the clients that were referred by the schools or were self-referrals, none have been referred to YGC for a 601 or 602 violation.

Sixteen clients were selected to be interviewed by the evaluation staff to determine the effectiveness of SE's program from a client point of view. All of those interviewed stated that SE had helped predominantly in keeping them out of trouble. Those services that were referred to as being most helpful were counseling and group raps. Most of the clients felt that the services offered by SE were quite informal and should remain unstructured as they are now. Each client is afforded the opportunity to select his or her own counselor at SE. The counselor and counselee work each other up and reach informal understandings before there is any

formal assignment of one to the other. This has worked out excellently for the client, there appears to be a genuine rapport existent between the client and staff that is directly related to this 'self-selection' method.

While SE maintains a stock of referral agencies that they can refer their clients to if need be (ie: Drug Abuse Centers, Mental health centers, etc.), there is little or no formal use of these facilities by the staff. Up to this point the staff have felt that the client population needs close contact with a significant other and referring the client to another service would only add to the overly bureaucraticized world in which the youth must live. Therefore the staff member may utilize other services but only through informal contacts, the client is not passed on he is taken through the other services by his counselor. The clients interviewed felt this was very important for their own understanding of what they needed and indicated, covertly, that their counselors "proved themselves" by going through these bureaucratic mazes with them.

Additional to the formal casework of SE, there is a wide variety of programs which supplement the resources within SE. The staff includes persons who are experts in communications who can help SE to become more public, which it desperately needs right now. Persons who work the streets in order to develop informal controls within the client community to detoxify potentially destructive situations. Persons who develop referral resources such as foster homes. Persons who develop and maintain parental support for SE programs and persons who serve as liasons between the schools and the probation office. <sup>(2)</sup> Each of these services provide community resources which help develop the long range intervention goals of SE.

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In order that the evaluation be concise much of the description of program has been deleted. The quarterly reports contain excellent examples of SE programs and the reader is referred to those reports for a broader and more specific treatment of these programs.

Namely to prevent a large portion of those youth who are sent to YGC now from being sent there. For example, SE has been used by Giannini Junior High School three times in the past months to cool a "riot". These situations would have normally led to police interventions but SE was able to mediate the situation prior to official intervention. The ability to head off like situations is an obvious necessity for programs of this sort unfortunately substantive "proof" is often less impressive because of the lack of statistical evidence. Therefore services of this sort lose the legitimacy and importance they deserve. The evaluation team feels that these aspects should not be only maintained but also expanded wherever possible. The potential community impact is most impressive.

#### Administration

SE has experienced a number of Administrative traumas over the past year. These have been due mainly to the imprecise goals the agency had set for itself along with a pretty inexperienced group of staff members. The program therefore has developed in spurts without much supervision or direction. As is indicated in the description of SE's impact upon the client it would appear that the lack of specific direction was not necessarily detrimental to the development of services by SE. But with the lack of direction, developed a lack of accountability and a somewhat laissez-faire attitude of the staff toward program needs. During the first half of the second funding year the program seemed to be aimless because of the lack of administrative coordination. Several personnel moves were made and a degree of administrative reform was begun. The institution of mandatory record keeping of daily activities of the staff was one of many steps taken to bring staff accountability into line. With the addition of a new director new

administrative reforms have been launched. This will assure some degree of program feedback to the staff so that program goals can once more be discussed and arrayed in terms of their importance to the staff and clients of S E.

#### Recommendation

S E should develop a specific inhouse evaluation which can give them precise feedback as to their success or failure in the areas of program, personnel and community. This evaluation would give S E the necessary information about themselves to develop real program goals, and staff coordination and cooperation.

#### Operation

In assessing the operation of S E the evaluation team scheduled interviews with the San Francisco Probation Dept. (YGC) and School Dept. (SD) to determine their evaluation of the S E program. Of those interviewed at YGC it would seem that the general consensus at the line and administrative levels toward S E is favorable. There is a feeling that the project works with the child referred and that there are services rendered to these children. Their criticisms were mainly focused on accountability. The program does not keep the P.O.'s well enough informed as to the success or failure of the clients referred by YGC. This leads to confusion if the child is brought to YGC for another offense. As one P.O. stated: "they want their cake and eat it too." This referred to SE's supposed lack of accountability toward particularly troublesome clients. "If they (the client) disappear, S E forgets them." When questioned more specifically about this the P.O.'s were unable to cull out specific cases where this occurred. It would seem to the evaluation team that the objections to S E by YGC have some merit

in that little or no feedback about referred youth to the individual P.O. is available. A probable solution would be to share the general progress the individual SE client is making with YGC.

The SD, when interviewed, indicated a real satisfaction with SE. The SD has allowed the development of small rap courses in the afternoon at two schools with presumably positive results. Additionally SE personnel are around when they are needed and the classroom teachers have found their assistance invaluable several times. The only problem the SD discussed was one of coordination. It was felt that SE should coordinate personnel better so that the SD could plan on certain persons being available at certain times. This would alleviate problems of school access in that assigned personnel could receive ID Cards and be allowed free access to the schools. The SD plans to utilize SE in the fall of 1972 and is quite positive about the development of more programs with SE.

#### Conclusion

It would appear SE has accomplished a number of important achievements over the past year. The program has grown in resource depth as well as program depth a consequence of this is the remarkably low recidivism rate they experienced after their first year of operation. The program needs to structure itself more carefully, but besides this we can state that SE has accomplished those goals it set for itself in the second year funding grant request.

#### NEIGHBORHOOD YOUTH ASSISTANCE CENTER

The Neighborhood Youth Assistance Center (NYAC) was founded in February 1971. The center is located in the Hunters' Point area, which is the Southeast corner of San Francisco. The tract is a large, poverty-stricken, black community. Crime and delinquency are everyday problems which this community has learned to expect. Coordinated community action has been difficult because of the large geographic area which this tract covers. Consequently, there are a number of pockets which rarely receive services or programs whether community oriented or not.

NYAC considers its main task intervention within those community areas which have traditionally received little or no services for delinquent youth. Because of the lack of services in the areas the NYAC serves, the director has established a program goal of intervention prior to official processing of the youth. This goal does not exclude the crisis intervention aspect of the program but puts the emphasis on delinquency prevention. The director in establishing the structure has indicated that an important aspect of the organization of the project is to tie the youth groups into the decision-making process of the project. This will help set up programs that are meaningful to the youth. As a consequence of this, programs are being set up that have not traditionally been seen as alternative activities for youth in trouble (e.g. coaster building, finger painting, and candle-making).

Along with the client oriented services NYAC plans to offer, staff have been recruited especially for their abilities to relate to the adult and youth communities. It is hoped by the staff that in establishing a project arm of this sort, it will be able to work into the community on a resource sharing basis rather than on a competitive basis. This perspective has led to an initial outreach of the project to community resource centers for the purpose of obtaining services and goods to be used in the future by NYAC. Such community agencies as the Community Health Center, EOC, Local Development Association, Bayview Hunters' Point Community College and Sinton, Miottel and Company ( a real estate broker) have been contacted and volunteered resources to the NYAC.

NYAC for the past year has developed programs with the project mandate that the client population can best describe its own needs. The NYAC staff states that they are there to actualize the stated needs of the client. The staff attempts to accomplish this by describing to the youth what he must do to be able to achieve his needs. Stress is placed on the fact that the clients' behavior not only reflects on the client but also on the black community. Dignity and self-awareness become primary concerns for persons participating in the program.

Program

To represent some substantive feedback as to the numbers of youth involved with this program, we have arrayed the NYAC client population in Tables I and II. Table I reflects the numbers of clients NYAC has carried on its records for the past year and two months. The figures represent all persons

who use services above and beyond the physical activities program available at NYAC. Table II reflects the age cohorts NYAC dealt with, those involved in physical activities only, would be mainly in the 12-13 and 18-28 year old cohort.

Referral Agent	Feb.'71	July 71	Dec'71	Totals
YGC {	602	40	33	94
	601	26	31	69
School	8	13	17	38
Self	27	36	46	109
<b>Total</b>	<b>68</b>	<b>115</b>	<b>127</b>	<b>310</b>

Ages	Feb'71	July'71	Dec'71
12-13	13	28	23
14-15	23	41	54
16-17	32	46	50
<b>Total</b>	<b>68</b>	<b>115</b>	<b>127</b>

To assess the impact NYAC has had upon the client population a group of clients were selected to be interviewed along with a statistical analysis

of the recidivism rate of the clients of NYAC. The statistical analysis was accomplished by gathering the names of those persons known to have been referred to NYAC by YGC formally and then a check was made of the YGC records as to what the disposition of the clients was in May of 1972. In order that some spread may be given to the NYAC client population we have arrayed the YGC client group that was referred between February 1971 and Nov. 1971. With an N of 99 (100%), 55% remain on the active list at YGC; 45% have been closed as cases which have satisfactorily completed their probationary periods. Of the 55% remaining on the active list, only 18 (13% of the original N), have recidivated. When this figure is further analyzed, we find that 5 of the 18 (clients that recidivated) were referred to NYAC by YGC at the time they were being sent to CYA or the County Ranches. NYAC dutifully carried these persons as clients even though they had no opportunity to refer services to them. Therefore the recidivist figure should be amended to delete these five clients making a total of 13 or a 13% recidivism rate for those referred to NYAC by YGC.

Twenty clients and their parents were selected as the sample that would be interviewed as to their attitudes toward the services rendered to them by NYAC. Initially most felt NYAC had helped them tremendously when working with YGC. It was felt that the NYAC counsellors were quite effective in dealing with the formal system and a good deal of confidence was engendered by this service. Beyond this point opinions varied as to NYAC's ability to render needed services. For the majority of those interviewed (17) the juvenile assistance program was considered helpful. For three clients the services were criticized because they lacked continuity. This was caused by the lack of

follow up by the staff and or subsequent loss of contact with the client. In one case the lack of follow-up was the result of a parent spurning the NYAC staff member's attempt to see his child. The other two were due to staff members leaving NYAC and no new staff member being assigned to replace them.

When asked about the kinds of services offered, the clients sampled referred primarily to the counselling services available at NYAC. It was felt that the staff offered a wide variety of effective counselling services such as employment, school, and family counselling. The specific attributes of these services were that they offered alternatives that were recognizable by the client as effective intervention techniques. For example one of the clients' parents who was interviewed stated that the family counselling she was participating in had been able to break down the barriers that had developed between herself and her daughter. Something she had long since given up on. The importance of the counselling then relies on the staff's ability to mediate problems into solutions that are achievable for the participating client. The project supports this model by utilizing the new careers concept inasmuch as the staff was where the client is today several years back. The staff's ability to achieve problem solution becomes dependent upon his or her past experience and ability to offer viable solutions to the client group. Time and again the client group surveyed indicated that the NYAC staff had accomplished this.

Additional to the Youth Assistance Project run by NYAC there are other programs which tend to support the Assistance project as well as being client generating activities.

(3)  
No attempt will be made here to survey all aspects of NYAC. Inasmuch as an evaluation is to give the sense of a program we will present those aspects of the project that help present a clear picture of NYAC. The reader who wishes a comprehensive listing of NYAC's programs is directed to the quarterly reports and grant proposal.

One such program is the Activities section of NYAC. This program offers a myriad of physical and intellectual projects for any youth in the Hunters Point Area. The operation of this project has created a wide degree of community acceptance for NYAC. Of the adults interviewed, all (23), indicated that the availability of individualized activity for their sons was one of the most helpful programs of NYAC. It was felt that rather than 'hanging around', their children had something to do and somewhere to go which would not lead to eventual trouble. The only drawback so far for this aspect of the program is that it serves mainly young men. The development of activities for young women has been difficult due to the unavailability of resources such as equipment, and personnel. It is suggested that NYAC develop the resources so that young women might also be included in the activities section of the project.

For the evaluation team the activities program was quite impressive because of the large numbers of youth involved in these activities. Unfortunately because of the kind of program the activities section is it has been difficult for NYAC to keep records of those who are not official clients of NYAC. On three separate occasions the evaluation team sampled the group participating in these activities. The numbers ranged from 21 to 23 persons at one time. The youth involved were for the most part not 'official' clients of NYAC. It seems impractical to keep a running census because of the constant turnover of persons using these facilities, but it might be useful to make a count at specific times during the day and average these out so as to determine the extent to which these facilities are used.

Additional to the youth using these facilities there were always a number

of staff members present involved in the activities with the youth. These occasions were used to not only involve the youth in the activities but also to generate 'gentle' raps with the youth about his life. The appearance given by the staff was one of relaxed attention to the needs of those youth present. As a support program, the activities section of NYAC seems to give the Center a locus for those that desire a place to drop in but not necessarily involve themselves in some aspect of the counselling programs at NYAC.

#### RECOMMENDATION

The Activities program is representative of the other programs of NYAC inasmuch as the usage patterns of the client population and the input of the staff is concerned. NYAC programs are well staffed and attended. The evaluation team was consistently impressed by the diversity of program and energy of the staff at NYAC. It is felt that the continued development of these programs should be a prime goal of NYAC. The development of any new programs should be held in abeyance until these programs have sufficient depth to allow staff to be directed into new programs.

#### ADMINISTRATION

As in all community based projects, NYAC has gone through several administrative upheavels over the past year. As in the case of S.E., these may be due to the imprecise goals the agency set for itself along with an inexperienced staff. But it should be kept in mind that in terms of dealing with youthful offenders, NYAC has had a measurable impact upon its client population. Therefore problems of program administration have not necessarily had a negative effect upon the primary goal of aiding youth in trouble with the law.

The major difficulty NYAC experienced with regards to program administration was due to the basic changes in administrative accountability. NYAC has gone through over the past year and two months. When first set up, the director of NYAC hoped that the staff would be committed to the extent that a 'boss' would be unnecessary. As a consequence, there was little employee accountability forthcoming and the structure of the program obviously did not engender accountability. Therefore the burden of proof fell upon the director. As a result he set up a number of divisions within the project which had supervisors who were accountable to the director. This led to conflict between supervisors over resources and personnel. There developed competition over authority so that power could be maximized by one or another competing supervisors. As a consequence the director eliminated the separation of the divisions, took personal control of all units on the project and assigned the assistant director the task of evaluating the quality of job completion by the assigned personnel. There has been a measurable increase in employee accountability since this last organizational change was instituted. The staff keeps written records now as to their daily accomplishments with a fair degree of regularity. This was something totally absent 9 months ago. Additionally the staff seems to coordinate their activities to the extent of having a specifiable division of labor, something that was negligible 9 months ago.

#### RECOMMENDATION

In order that employee accountability and program development continue, the director and board of directors (including youth representatives) should

set forth an administrative structure that is clear to all. This structure should include a significant input by the board of directors so that the director is not totally responsible for program development and accountability. Once involved the board and the director, working in concert, should set forth an administrative structure that include programs, program development, and program evaluation in separate divisions so as to maintain direction and control of the project. Additionally this would allow the project to take stock and develop reasonable goals and priorities for itself.

#### OPERATION

In assessing the operation of NYAC the evaluation team scheduled interviews with San Francisco Probation Dept (YGC) Probation Officers to determine their evaluation of NYAC's operation. Also, the information presented under the heading 'Program' is reflective of the client's view of NYAC's operation. When interviewed, the YGC P.O.'s working with youth referred to NYAC indicated a high degree of satisfaction with NYAC's progress over the past year. Initially NYAC worked through a liaison located at YGC, handing cases to specific counsellors at NYAC, after they had been assigned to NYAC by a P.O.. This procedure was not acceptable to NYAC and when the director of NYAC took charge of all divisions personally, he eliminated the liaison position. In its place he directed the counsellors to meet and work with the P.O.'s at YGC. This appears to be a most acceptable solution to a rather thorny problem for both NYAC and YGC. With accountability lacking NYAC lost a number of potential cases because of the unwillingness of the P.O.'s to assign cases to NYAC.

Since the institution of this procedure YGC P.O. § state that they have little or no trouble in assessing the progress of a youth after being assigned to NYAC. The P.O. § stated that NYAC's client follow-up was superb and that working with NYAC staff had aided program credibility in the eyes of YGC.

NYAC has also established contact with other public agencies serving youth in the Hunters Point Area. These include the School Department, the Dept. of Social Services and the Police Department. Unfortunately NYAC has not formalized these contacts. When contacted most of the agencies expressed interest in NYAC but were unable to articulate any specific program experience with NYAC. The School Department indicated on occasion they had informally referred students to NYAC but were unable to state the results of these referrals (this may be an indictment of the School Dept. rather than a criticism of NYAC).

#### RECOMMENDATION

It is suggested that NYAC formalize contacts with other community agencies so that communication might be maximized. This might be accomplished by the offering of already existing services of NYAC to these agencies. For example, the police might refer a child to the NYAC assistance program rather than cite him to Juvenile Court. One way for this to happen would be by NYAC inviting the police to view programs through participation on the Board of Directors. This may be considered a drastic step but if there is to be a diversion of youth from the Juvenile Court some of it must come from the police, and the police must view NYAC as a viable alternative to the Court.

Additionally the NYAC staff should be involved in an ongoing training

program where they are informed of the administrative contingencies under which the public agencies work. This will afford the staff the opportunity to understand more clearly the role each of these agencies has in service delivery to youth and a consequent ability to arrange for services from these agencies.

#### Conclusion:

NYAC despite the lack of precise goals has had a measurable impact upon their target population. The development of program has been dependent upon the energy of the director and a few of his staff. For NYAC to continue as a successful agency it is essential that the board involve itself in the planning for the future of NYAC. This involvement should include the development of an articulate and precise program plan that maps a realistic course for NYAC.

## Statement of the Problem

One of the significant developments in the United States has been the awareness of a need to restore, revise or review the capacity of local institutions and organizations to deal with social problems. This has been apparent in the area of mental health and more recently in the area of treatment and prevention of crime and delinquency. There has proliferated a wide variety of delinquency prevention programs in American cities, variously funded and variously organized, with conspicuous emphasis on indigenous, local or grass roots control.

The antecedents of such projects, which here will be referred to as target community control projects can be traced back to Clifford Shaw's Chicago Area Project. Its main thesis was that the target community has the capability of achieving social control over those acts that are now being handled by public and private social control agencies essentially external to or formally imposed on the community. It was further hypothesized that the target community is the only body that can conceivably control this behavior without alienating the child from his home and culture. The problem, which Shaw outlined, becomes one of how to actualize that natural social control function which is latent in the community.

Given this general problem it is our intent to outline and evaluate the target community control projects that are target area

control oriented and are either in existence or being founded in the San Francisco Bay Area. The evaluation and research is planned as a process analysis as well as a system analysis of these particular projects. Through the use of these perspectives directed toward target community control projects we hope to not only give a description of the effectiveness and efficiency of certain programs and the evaluation of their goals, but also the goal achievement or failure, and system change that occurs during project development.

The specific aim of this research is to describe the extent and manner in which community action groups, that are set up as delinquency prevention centers organize and implement the action potential within their target areas. Contemporary action theorists claim that if we are to accomplish delinquency prevention it must arise within the target area community rather than from a formal agency outside of the target area. While the theoretical context supporting this trend had historical antecedents in the Shaw and McKay writings of the 30's, the changes in thinking that have occurred within this theoretical bent have been towards making the concepts more specific or precise. Essentially we still have an intervention model that underwrites and stimulates the natural development of community resources in the form of community-run Youth Welfare Organization. Although the theory has produced a large number of programs and advocates there remains a dearth of theory that enlightens the sequence of events that actualized a 'natural' community model.

Indeed of the numerous writings on this theoretical model none attempts, or possibly dares, to describe what variables affect the development and legitimatization of these programs. We are given to believe that these variables are unimportant as long as the community realizes its action potential. In a sense, the underlying value has appeared to be a belief in local involvement as an end in itself regardless of specifiable outcomes or consequences of the action.

#### Research Questions

Research will be conducted at each of the target community control projects through the use of indigenous field staff attached to the center. Following those questions employed by Bruyn, Zurcher and Hackler in their respective research of community action projects we have developed four research problems. Each problem must be considered separately and applied specifically to each project if they are to have the descriptive quality we desire in this project.

#### I. Why did the models work or not work out as expected?

In answering this question we will attempt to develop concepts dealing with the structure of action employed by each project. Comparison of such factors as the operating ideologies and the developing project priorities will be made to describe the change in project model conception.

#### II. What alternative lines of action could have been followed to reach the objectives?

In discussing this question we can gauge the possible alternatives open to each project in given programs, this information will be presented to the projects to consider for possible action.

#### III. Are there specifiable stages or phases in the development of target community controlled projects?

An attempt will be made to discover stages, if they exist, that are generalizable. Implicit in this question is the search for variables which may affect the stage development of the projects.

#### IV. What is the relation of these stages or phases to the success or failure of a given project? Are there "successful" and "unsuccessful" lines of action?

Through the comparison of a number of projects we hope to be able to describe project development in terms of success and failure, possibly by describing failure and success stages.

In addition to the general research questions outlined above, we plan to outline a number of specific questions which will refer to the above as well as answering specific problems connected with organizing target communities.

#### Conceptual Problems to be Researched (Interacting factors)

#### I. Ideology of the Models (Programs)

What are the ideal models proposed and set up by each

community control project? The description of the guiding ideology espoused by each project will be researched and compared with the method used to implement the project.

## II. Means of implementation

A presentation will be made of the historical overview of each project. This will enable a better understanding of those factors that are now or will be affecting the development of project strategies. In addition there will be a process analysis of project development internal and external to the project community. Factors such as funding sources, size of the community, ethnic structures, value of staff and costs of means (hidden or unexpected) will be considered as important determinants to the implementation of each project.

## III. Evolution of structure.

Each of the projects will be described in terms of the developing roles between staff, and between the project and community agencies. The evolution of this type of interaction within and without each of the project structures will be studied to determine what consequence the developing interaction had upon each project.

## IV. Group Interaction

What effect will interaction with outside agencies have upon the project? What influence will the project have on the outside agencies or vice versa and what, if any, adaption occurs

on the part of the project or agencies? Can the reaction of the project or agencies be typified or described in terms of attitudes such as resistance, cooperation, or apathy?

It should be understood that evaluation is considered by this researcher as a tool for the use of the agencies being evaluated as well as a descriptive analysis for the granting agency. Therefore, the information is collected in a manner that is amenable to review and consideration by the project staff. This review of the evaluation materials will be carried out in a manner that will allow us to consider what affect, if any, this feedback has upon the project.

## Information - Collection Methods

An important portion of the analysis will be based on detailed information about the actual behavior of clients, staff and citizens in the project area. Such information may most reliably be collected by on-the-spot observation and interviews. One cannot only see what people actually do (in contrast with reliance on their second-hand report), but one can also interview people when the memory is fresh and the question is immediately relevant, thus avoiding the vague, general "policy" statements one so often gets in an interview which is temporally and spacially removed from the situation being discussed.

We plan, therefore, to rely upon field observations and interviews on each neighborhood project for accumulating information for

this study. Such observation and on-the-spot interviewing will be concentrated in the following areas:

1. Project offices - Observe incoming clients and those who bring them, if applicable. Observe how they are dealt with by the project staff.
2. Project staff - Observe interaction between staff as to the nature and style of interaction.
3. Community meetings - Observe the nature of the development of community attitudes toward the projects.
4. Community agencies - Periodic interviews will be conducted to determine the development of attitudes toward the project as well as planned action taken that directly affects the operations of the project.
5. Community attitude - Periodic polls will be taken in the community to check on the knowledge that has been generated about the project by the community.

At certain points in our field work, we will select a sample of clients and/or members of their families for interviewing at their homes. For certain purposes, a single formal interview will be sufficient. However, if the nature of the issue makes a follow-up desirable, repeat interviews will be obtained.

We should obtain interviews with at least 200 cases throughout the period of the study in each neighborhood project. Since this

study is designed as an analysis of a social process rather than a survey, random or stratified sampling of the respondent group is not necessary. However, it is desirable to obtain responses from people of a variety of social categories and, for that reason, the sample for interviews from each project will be selected so as to obtain a representation by age, sex, social class, and major ethnic groups that matches that of each project.

Agencies that have referred clients to the project will be contacted for interviews. It is hoped that the entire population of referring agencies will be interviewed periodically.

Community Research Center records, as well as agency records, will be used for certain purposes, e.g., showing long-term trends of types of services performed and certain characteristics of the clientele daily, weekly, and seasonal cycles of demand, proportions of referrals, and other dispositions.

Each project director has been asked to dictate weekly his reflections on what happened during the past week. This will help us identify changes in priorities and program development from the point of view of the directing staff.

Information analysis will be conducted by the research staff. Following the analysis, the information will be presented to what will be called here the research committee. This committee will be made up of the research staff, the elected officers of the program and those others the elected officers may feel belong on

NEIGHBORHOOD ALTERNATIVES PROGRAM

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June 27, 1972

#0347

Evaluation  
JUN 27 1972

Mr. Richard Gist  
Criminal Justice Specialist  
C.C.C.S.  
1927 - 13th street  
Sacramento, Calif. 95814

Dear Dick:

Herewith the long delayed evaluation by Mike Howe of Energy and NYAC in Hunter's Point. (pages 10 through 16, and 17 through 27. It appears that the report was finished over two weeks ago but that Mike felt he couldn't hand it in till Floyd Seabron of NYAC had seen it as Mike had promised - and with Mike away one week and Floyd the next they just haven't been able to get together.

I had occasion to use the Energy evaluation in an application. As it hits, I think, the crucial element of the program I am attaching a copy of the page and a half to this letter.

It seems to me that a comparable analysis shows up the Hunter's Point operation very favorably. Over a 14 month period NYAC had 163 referrals from the Probation Department - 94 602s and 69 601s. Of the 99 kids referred between February and November, 1971, 45 percent had been discharged from probation by May 1972; of the remaining 55 per cent only 13 have recidivated. That means 13 per cent of the original 99. That's a remarkable record for any group on probation and scarcely believable for a group from Hunter's Point where jobs are non-existent and the police are only too ready to harass.

We'll be through here on Friday. You have been very kind and it has been a pleasure to work with you.

Sincerely

John R. Ellingston

HOW EFFECTIVE IS ENERGY'S WORK WITH DELINQUENTS?

In its first year and half of operations, Energy worked with 129 boys and girls referred to it as delinquents by the Probation Department. This represented, especially in the current year, nearly every youngster from the Outer Sunset on whom the Department actually filed petitions. Table 1 shows the breakdown of these referrals by seriousness of offense and by six-month periods from October 1970 through March 1972. In addition the table reveals a total of 61 youngsters referred by school administrators and 49 who were brought in by friends or came in on their own for counseling or other help. Many others use Energy's resources.

Table 1

Energy's Case Load, by Source of Referral for 6-month Periods

Referred By	Oct. '70	April '71	Oct. '71	Totals
	to March '71	to Sept. '71	to March '72	
Probation Dept.	602s *	39	32	101
	601s **	11	8	28
School	10	31	20	61
Self	3	19	27	49
Totals	54	97	88	239

\*Sec. 602 of California's Welfare and Institutions Code refers to delinquents whose actions would constitute a crime if committed by an adult.

\*\* Section 601 identifies persons under 18 whose acts are commonly classified as "delinquent tendencies" such as running away and habitual truancy.

Of the 88 boys and girls referred to Energy by the Probation Department during its first year from October 1970 through September 1971, only 9 per cent have had new petitions filed against them. This remarkable degree of success - 91 percent - is reported by Energy's evaluator, Sociology Professor Michael Howe, University of San Francisco, based on his personal examination of the Probation Department's case files.

In 1967 the President's Crime Commission found success rates of those on probation to run around 75 per cent, which it characterized as "surprisingly high." Compared with the failure rate of 78 per cent for those committed to Hidden Valley Ranch during 1968 (See Appendix B) it constitutes a powerful argument for treatment in the community by neighborhood people.

Professor Howe reports that of the clients referred to Energy by the schools or who came in on their own, none has been arrested or cited to Y.G.C.

END