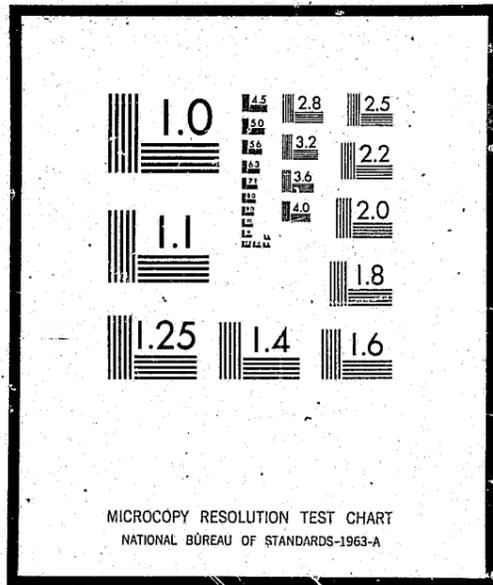


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11/6/75

GOVERNOR'S JUSTICE COMMISSION  
PROJECT EVALUATION SUMMARY

REC'D 4/7/75

CEAA

EVALUATION INITIATED BY: Philadelphia Region, G.J.C.

PROJECT: LUDLOW COMMUNITY CENTER CONTINUATION NO.: \_\_\_\_\_

OFFICE OF MANAGING DIRECTOR -

SUBGRANTEE: CITY OF PHILADELPHIA CURRENT NO.: PH-74-C-B1-B-251

EVALUATION CONDUCTED BY: NAME: EDUCATIONAL MANAGEMENT ASSOCIATES

ADDRESS: 801 Penn Square Bldg., 1317 Filbert St., Philadelphia, Pa., 19107

DURATION OF PROJECT: July 15, 1974 TO: June 30, 1975

DURATION OF EVALUATION: December 13, 1974 TO: March 15, 1975

DATE OF REFUNDING REPORT: March 26, 1975

*Philadelphia -  
Ludlow Community Center - Project Evaluation  
Summary*

27055

Evaluation

SECTION I. EXECUTIVE SUMMARY OF EVALUATION REPORT.Project Objectives

The main objectives of the Ludlow Community Association are threefold:

- (1) To provide an information and referral service to residents of the Ludlow Community
- (2) To provide a transportation and communication service between inmates in Graterford Prison and friends and families in the community.
- (3) To establish an architectural design center to assist people in the Ludlow Community to plan for community development.

Major Activities

The Ludlow Community Association maintains an office at 1437 North 7th Street, Philadelphia, Pa., from which three staff members provide services funded by LEAA. In addition, there are three other part-time staff members provided by other agencies and twelve to fifteen volunteers who assist in staffing the center. The center is open daily for drop-in referrals and on evenings for special programs. During the period July 15, 1974 through February 28, 1975, there were 940 drop-ins. As of February 28, 1975, there were 90 active case files on which the staff were working to provide referral assistance. Staff members work regularly with twenty four (24) agencies for referral purposes.

The Director maintains a weekly visitation and counseling program with inmates at Graterford Prison. At the time of the last visitation in March 1975, there were sixteen incarcerated person registered with the program.

The design center activities are housed on the second floor of the center and staffed by an architect provided by the AIA Workshop. The major activity of the design center has been the completion of a plan and proposal, "Ludlow Village 1: A Site Proposal for Housing Development in the Ludlow Community of North Philadelphia."

Evaluation Activities

Evaluation activities have included six site visits, including one to Graterford Prison; interviews with staff members and clients; review of client files and records of drop-ins; and review of the plans and documentation prepared by the design center.

Major Results and Findings

The office activities appear to be operated efficiently. The office staff positions are all filled within the budget allowance. The proportion of Spanish-speaking clients has increased significantly during the grant period to over 70%.

During the seven and a half month period covered by the project records reviewed, there were 940 drop-ins, an average of over six drop-ins per day. For the period since Labor Day, the drop-in rate increased to nearly eight per day. Except for the month of December, during the Christmas holidays, the number of drop-ins has been increasing steadily.

The Director visits Graterford Prison weekly and has been accompanied by one or more staff members two or three times a month. There is an active group of sixteen inmates, plus another 12 to 14 individuals who meet with the director. Of the group of sixteen, six are Spanish-speaking.

The major accomplishments of the program have been the establishment of a youth program of recreational and cultural activities, involving 50 to 100 youths. Activities include sponsored teams in baseball, football and basketball, and trips and outings. A swimming program for women is being started at the Narcissa Cruz Recreation Site, 6th and Master Streets.

The main areas in which the program has not met its own expectations are in the design center activity where the City administration has indicated that there is no money available for subsidized sale housing. Thus, although there is a plan available, there has been no actual housing development, as yet. Also, a tutoring program for students from the Ludlow School which was started early in the year had to be discontinued because of a lack of funds needed.

The cost per drop-in for the period ending February 28, 1975 is \$26.98 per person. This cost seems excessively high; however, no goals were set for the number of drop-ins to be serviced. The cost of referrals per clients based on ninety active case files for the same period is \$281.83. This latter cost is somewhat lower than the cost per referral for clients of the North Central Youth Academy (\$314.55). If program costs are allocated by activity between the three objectives, an estimated ninety percent of program activity is related to drop-in client contact. Pro rating costs reduces the cost per contact to \$24.28 and the cost per referral to \$250.67.

The project is too small to require an EEOC report; however, the evaluator observes that the project staff includes two Black males, 2 Black Females, 1 Spanish-speaking male and 1 Spanish-speaking female.

#### Recommendations

The following comments and suggestions are provided more in the nature of encouragement rather than as specific recommendations for change, since the project staff is already active in each area:

- (1) Continue seeking additional sources of funding for the several independent programs which are operating out of the center, such as the recreation program.
- (2) Improve the cost-effectiveness of the drop-in counselling by making the services of the center more widely known (specifically the drop-in services)
- (3) Re-activate the design center services and prepare an alternative to the sales housing program which is in line with federal and local housing priorities.
- (4) We again note that the Director appears to be overloaded and project activity is occasionally handicapped because of this. We recognize that the level of funding is not sufficient to support an additional staff member; however, internal priorities should be reviewed and the work distributed so activities can continue in the absence of the director, if need be.

#### SECTION II. PROJECT ACTIVITIES.

The overall project objectives are to reduce crime and recidivism in the Ludlow Community ( Germantown/Girard/Ninth/Berks) of North Philadelphia through community services in three areas:

- (1) To provide an information and referral service to residents of the Ludlow Community.
- (2) To provide a transportation and communication service between inmates and Graterford Prison and friends and families in the community.
- (3) To establish an architectural design center to assist people in the Ludlow community to plan for community development.

The Ludlow Community Association maintains offices and referral services at 1437 North 7th Street in a building leased from the Philadelphia Housing Authority. The building was recently renovated to the specifications of the Association and provides exceptionally good facilities at a very modest cost. There is a substantial amount of space available for expansion if the project can secure additional funding.

There are three full-time equivalent staff members whose salaries are paid from LEAA funds. Three other part-time staff members are paid by the School District of Philadelphia, the Philadelphia Urban Coalition, or the AIA Workshop. In addition, twelve to fifteen members of the community regularly volunteer their services.

The Director maintains a weekly visitation program to Graterford Prison. While there, he meets with a group of sixteen inmates and an additional twelve to fourteen individuals. Two to three times monthly he is accompanied by one or more staff members from the Association. While meeting with the inmates, they provide job counseling, attempt to set up work release situations, provide family liaison, assist in making contact with lawyers and social service agencies, and help develop proposals for in-prison programs.

The design center activities are housed on the second floor of the Center and is staffed by an architect/planner provided by the AIA Workshop. At the time of the evaluation, the design center was inactive, while the plans most recently prepared were being pursued with the City administration. The plan is for sales housing and has not met with acceptance by the City because a lack of funding.

The Ludlow Community Association sponsors a program of youth recreation and cultural activities. Baseball, football, and basketball teams are entered in four age categories of the Martin Luther King League. A swimming program is being set up for girls at the Narcissa Cruz Recreation site, 6th and Master Streets. Approximately 200 youths participate. An additional 50 to 100 youths participate in trips, tours, and other recreational activities scheduled periodically as funds and/or free tickets are available.

### SECTION III. EVALUATION ACTIVITIES.

Evaluation activities have included six (6) visits on-site, including one full day trip to Graterford Prison. Project records and client case files have been reviewed, clients interviewed, and planning documents examined. The staff has been interviewed and observed on-the-job.

Evaluation took place during the period December 13, 1974 and February 28th. Project records covered the period from July 15, 1974 to February 28, 1975.

Major shortcomings of the evaluation related to the lack of availability of reliable current information on criminal activity. Ludlow Community is a relatively small part of the 26th Police District. Impressionistic data was provided by the Commanding Officer, but no specific facts for the Ludlow area making it difficult to assess the impact of the project.

### SECTION IV. PROJECT RESULTS AND ANALYSIS.

As stated previously, the results achieved by this project conform to those anticipated in the sub-grant application. The drop-in center, design center, and prison visitation are all underway in substantially the form proposed. The program has not achieved some of its internal expectations for program development because of lack of funds.

This program is so small that it is difficult to comment on administrative structure. It was noted in the previous year's evaluation that an additional professional level position would be extremely useful. This remains true; however, in view of the absence of funds to support the position, little more can be said. We have recommended below that consideration be given to a re-assessment and re-assignment of activities so that the director is not essential to virtually all of the program efforts. As the program is now organized, unavailability of the director

inhibits achievement of short term goals, when he is over-loaded or not readily available. This is a management consideration.

The level of funding is extremely modest. Much of the potential benefits are yet to be achieved, because of the lack of outside funding. This is particularly true in housing where City funds are needed to complete the implementation of the plans developed under this project.

The cost per client for the period ending February 28th, is \$26.98 per drop-in contact. This cost seems too high; however, no quantitative goals were set in the project application either for the number of drop-ins to be serviced or the maximum cost per client. The cost of referrals per client based on ninety active case files for the same period is \$281.83. This latter cost is more in line with experience elsewhere. The cost per client referral for the North Central Youth Academy is \$314.55, for example. If it is estimated that about 90% of the project staff time is spent on drop-in services, then the costs drop to \$24.28 and the cost per referral to \$250.67.

### SECTION V. FINDINGS AND RECOMMENDATIONS.

It is our opinion that the project is operated efficiently within the constraints of cost. All budgeted staff positions are filled. Subject to the note about the centrality of the director's position, we find that the project is well organized and management is appropriate.

During the seven and a half months of the project duration, there have been 940 drop-ins, an average of slightly over six per day. Over this time, the number of drop-ins each month has been increasing with the exception of the Christmas holiday period.

The project has met its major objectives. Some activities not included specifically in the project proposal, such as the recreational program also appear successful.

The following recommendations are made more on the spirit of encouragement, rather than mandates for change, since the project staff is already actively working in each area:

- (1) Continue seeking additional sources of funding for the several programs which are operating out of the center, such as the recreation program, as a means of spreading and increasing the project impact.

- (2) Improve the cost-effectiveness of the drop-in service by making these specific services more widely known in the community. Consideration should be given to a shift in center hours to allow for more after work contact now that the summer is approaching and it is staying light in the evenings.
- (3) Re-activate the design center services and develop one or more alternatives to the sales housing program which more closely conform to federal and local housing funding priorities.
- (4) The role of the Director is central to the success of this project. We are concerned that it may become too much of a "one man operation." We recognize that the present level of funding is not sufficient to support an additional staff member; however, internal priorities and activities should be re-evaluated and distributed so activities can continue even in the absence of the Director.

**END**