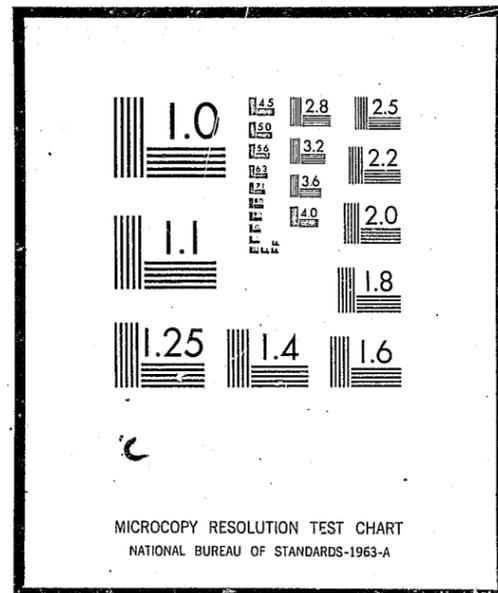


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EVALUATION

FINAL EVALUATION REPORT

OF

WARMINSTER COMMUNITY YOUTH SERVICES BUREAU

(SE - 335 - 73A)

BY

C. RICHARD COX

FOR

SOUTHEAST REGION

GOVERNOR'S JUSTICE COMMISSION

OCTOBER 15, 1974

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SUMMARY OF EVALUATION REPORT

I

The project objective was to develop a system of service components (1) Referral, (2) Motivation, (3) Vocation and (4) Recreation in order to reduce the increasing problem of juvenile delinquency in Warminster Heights.

A. The major activities, results and findings are:

1. Establishment of an Advisory Committee of thirty six persons representing a widely diverse range including representatives from eleven agencies, police, court, business, residents and youth. A police juvenile officer is chairperson. The committee functions through four subcommittees concurrent with the four program components.
2. The Referral Component received 112 referrals from other agencies and made 251 referrals to 35 broadly diverse agencies. This component serves 27.9% of Y.S.B. youth. The component entered into written agreements with 20 other agencies. Interviews with 13 agencies and 37 family interviews indicates good followup and a high level of service provided. A total of 553 youth have been served.
3. The Motivation Component included professional guidance counseling by volunteer school guidance personnel, a tutoring program, a library/study hall, educational and motivational field trips and a Career Week. The component served 104 youth. Several winter and summer employment programs, as a motivational force, made school attendance a requisite. The preventive dropout program of the vocational component interfaced with the motivation component.

School attendance records show a substantial reduction in school absenteeism among Warminster Heights elementary school children, especially among 5th and 6th graders. For these two classes, totaling 408 children, the incidence of absenteeism was reduced by more than half in one year, a fact to which school officials and others largely attribute to the Y.S.B. The evaluator concurs.

4. The Vocational Component conducted two Job Fairs, a Career Week and established a Youth Employment Service. In cooperation with a high school worked out a preventative dropout program utilizing a co-op and work study program which provided 182 school year jobs. The component coordinated 121 summer jobs with private industry and four youth employment programs, one of which reported a 93% retention rate. The level of jobs was of good quality and of a wide variety. A random sample set of interviews with 63 youth showed 74.6% were employed in the summer of '74 while the rate was 41.1% in '73. The component has established preferential status with three employment-training programs. Employment coordinated by the Y.S.B. has resulted in an approximate gross earnings in excess of \$440,000.

5. Recreation Component served 478 youth in twelve component activities, most of which were geared toward younger children. 10.3% of the component participants moved into other Y.S.B. services. This component, while spending \$300 of project monies and staff time, generated \$20,450 in cash, and in-kind contributions including \$16,000 in staff from Bucks County Community College's work-study program.

B. Results have been a reduction in the number of complaints to Police against juveniles from Warminster Heights of 34.13%. These figures are based upon a similar three month period in 1973 and 1974 and show an appreciable reduction in every category. Vandalism complaints down 43.75%, assault complaints down 33%, liquor violations down 67% and narcotics complaints down 83%.

School officials attribute the reduction of vandalism from 1972-3 of \$800 to 1973-4 of \$10.50 to the Lacey Park School to the Y.S.B. Similarly, a major industry contiguous to Warminster Heights reports a total abatement of vandalism and trespassing which they ascribe to the activity of the Y.S.B. In the summer of '73 broken glass alone was priced at \$1500.

C. Major Recommendations

1. The Program launch an effort to make greater interpretation of Y.S.B. objectives and procedures to other agencies, components of the juvenile justice system and to Warminster Heights youth and adult residents.
2. Initiation of a systematic means to ascertain the educational needs of program youth.
3. Place more emphasis upon long range vocational concerns including professional vocational counseling, exposure, and training.
4. Removal of the recreation component from the Y.S.B. because it has not served as a viable vehicle for moving youth into other needed services as intended in the subgrant application.

5. The Governor's Justice Commission closely monitor the level of staffing of the Y.S.B. and make quarterly funding contingent upon full staffing or viable explanations.
6. The Warminster Heights Youth Service Bureau be refunded for a second year.

PROJECT ACTIVITIES

The Application Subgrant outlines the goals and objectives of the project to be:

- ... reduction of the alienation of young people resulting from the dearth of educational, recreational, vocational, employment, health, counselling and social services available to them.
- ... reduction of crimes against person and property.
- ... reduction of juvenile delinquency
- ... reduction of juvenile abuse of drugs and alcohol
- ... expand opportunities for youth
- ... prevent criminal and delinquent acts by juveniles
- ... divert youth from the juvenile justice system

The Problem was that which grows out of a socio-economically deprived area such as Warminster Heights which is so infamous that the Commonwealth of Pennsylvania has recently moved, through Commonwealth of Pennsylvania Supreme Court, to purchase the 1150 unit project from its present owner and convert it into a cooperative. State Secretary of Community Affairs, William H. Wilcox has termed this blighted area "Pennsylvania's number one festering social sore".

Since 1957 when the 140 acre temporary World War II defense housing project was sold by the government to private interests the social problems have mushroomed. These problems have affected young people to the degree that an entire sub-culture of youth problems have arisen. These include:

- ... an increasing rate of crimes against persons by juveniles
- ... an increasing rate of crimes against property by juveniles
- ... an increasing abuse of alcohol and drugs by juveniles
- ... an increasing unemployment rate among juveniles
- ... a disproportionate and increasing school absentee rate and school drop-out rate
- ... an increase in other delinquent acts such as vandalism, runaways, disorderly conduct and malicious mischief

To meet and alleviate these problems the Warminster Heights Community Center established in October 1973, a Youth Services Bureau which became operational in January 1974. Germane and inherent to the YSB was an Advisory Committee which has been convened since October 1973. This committee represents a wide range of persons such as youth, residents, a businessman, a County Commissioner, seven school officials, representatives of Warminster Heights Community Center, and representatives from agencies such as Scouting, Catholic Social Services, Y.M.C.A., Juvenile Court, Bucks County Community College, Planned Parenthood, Johnsville Naval Air Development Center, Naval Air Station, St. John Bosco Church, Warminster Township Recreation and Parks Department, Bucks Co. Cooperative Extension Service and three police officers, one of whom is chairperson.

This committee meets monthly and meetings are well attended and represents a high degree of interest and activity. Four sub-committees; Referral, Education, Vocation and Recreation meet frequently and initiate plans and activities. The sub-committees have taken the lead in planning and have met with other agencies to

enlist support, participation and cooperation with the project.

This advisory committee, considering its breadth of participation and high level of activity is clearly the most successful and most important aspect of the project to date. The bringing together of such key persons from a wide spectrum to plan and participate assures the project the best leadership and cooperation in the Township.

Activities of the project during the nine months in which it has been operational (January - September 1974) have included the following: (a detailed analysis of the system will be serially done in Section IV)

- ... formed an advisory committee
- ... the establishment of an office
- ... the employment of staff
- ... the establishment of formal and informal relationships and agreements with other agencies. Letters of formal agreement have been received from 20 other agencies
- ... provided counselling
- ... a process has been instituted for the recording of specific and needed data and services for each youth serviced by the YSB
- ... referral of youth to agencies and/or program components where their needs can be met
- ... facilitating referred youth's utilization of referral agency by interpretation, counselling, family contact, transportation, etc.

- ... followup of youth referred to other agencies to ascertain quality and quantity of service provided
- ... received youth as referrals from 19 other agencies
- ... established working relationship with Juvenile Officers of Warminster Police Department and received referrals from same
- ... carried out limited outreach activities
- ... conducted an exiguous publicity program
- ... utilized volunteers in educational and programs of counselling and tutoring and in recreational programs
- ... established a library study hall program
- ... conducted two Job Fairs
- ... Established a Youth Employment Service
- ... Coordinated a summer employment program
- ... conducted educational field trips
- ... conducted a Career Week
- ... operated a teen lounge
- ... coordinated a recreation program with the Willow Grove Naval Air Station

- ... established a recreation program conducted, on behalf of the project, by Bucks County Community College
- ... conducted a summer recreational program which included a weekly film/story hour, field trips, arts and crafts, swimming, music, dramatics, sports teams, an outdoor movie series, a summer day camp, a series of special event days and summer residential camping.

EVALUATION ACTIVITIES

III

Evaluation activities began in January 1974 at the approximate time the Youth Services Bureau became operational. During the ensuing months the evaluator has concentrated efforts in the following areas:

- A. Meetings with Warminster Heights Board members
- B. Meetings with Youth Service Center staff
- C. Attending monthly meetings of Y.S.B. Advisory Committee and individual and group meetings with the Committee Chairman and Subcommittee chairpersons
- D. Review of Y.S.B. materials and records
- E. Visits to homes of youth
- F. Observation of various Y.S.B. activities
- G. Interview agency, school, police and court personnel
- H. Collecting available data and analysis of same
- J. Conduct random sample survey of Warminster Heights youth
- K. A spot check series of telephone interviews

A. Meetings with various Warminster Heights Board members took place frequently during which time Y.S.B. progress and goals and objectives were reviewed.

B. Regular meetings were held with Y.S.B. staff which explored the development of the project including such areas as the development of and implementation of a record keeping system, project goals and objectives, procedures, project activities, and regular progress reporting sessions.

C. The evaluator attended most meetings of the Y.S.B. Advisory Committee and its subcommittees. On two occasions the evaluator formally addressed the meeting as part of the agenda and once provided a film for use as a program. The evaluator frequently met with the chairman of the committee to discuss Y.S.B. progress and problems. Meetings were held with each of the four subcommittees and with their

respective chairpersons to explore needs, goals and objectives, plans, activities and programs.

D. Close review of Y.S.B. records was a continual process with validity cross checks and random spot checks made to ascertain reliability of the information therein. In all cases all information was found to be accurate and incontestable.

E. Thirty seven (37) homes were visited and parents were interviewed in each home and in most homes youth were also interviewed. Open-end questions permitted the interviewer to probe and pursue fruitful lines of inquiry. The interview schedule included but was not limited to the following:

1. Services rendered by Y.S.B.
2. Services provided through referrals by Y.S.B.
3. Validating the quality and quantity of service
4. Understanding of purpose and goals of Y.S.B.
5. Identification of youth needs and problems of Warminster Heights as perceived by parents and by youth and how the interviewed saw the Y.S.B. as designed and as operating to meet these problems
6. Impact of Y.S.B. on youth and families served
7. General impressions of the "youth scene" as it related to employment, recreation, police, education and social services to youth
8. The evaluator made an interpretation of the Y.S.B.

These interviews gave data about the various Y.S.B. program components and substantiated the various services to youth.

In addition, ten youth were interviewed by telephone to validate two phases of the vocational component.

F. The evaluator visited Job Fair #1, Teen Lounge, two recreation components and observed youth at work in order to get an impression of the program activities. At each discussions were held with participants.

G. A series of interviews with cooperating agencies was held both in preparation for the interim evaluation report and the final evaluation report. Thirteen agencies were interviewed, five of them twice. The agencies include Warminster Police Department (interviewed were the Chief of Police, Captain, three Juvenile Officers and two regular duty officers in separate interviews), Bucks County Juvenile Probation Department and Centennial School System (interviewed eleven (11) different personnel in four schools, all in separate interviews). The purpose was to:

1. examine the nature of the interagency relationships
2. ascertain the quality and quantity of referrals and services both reciprocal and one-way
3. to confirm project claims
4. to learn attitudes, impressions and areas of cooperation and resistance
5. an analysis of major service components.

H. Statistical data was gleaned from the following sources:

1. Y.S.B. Records - numbers served in various components and programs
 - inter-agency agreements
 - referrals received from other agencies
 - referrals made to other agencies
 - follow up activity
2. Warminster Heights Community Center - fiscal expenditures
3. Warminster Police Department - incident report records

4. Centennial Schools - Attendance records
 - co-op and work study records
 - vandalism damage records
5. Johnsville N.A.D.C. - summer employment records
6. 1970 Census Philadelphia S.M.S.A. - population characteristics
7. Bucks County Community College - work study records
 - recreation program records

J. On August 17, 1974 the evaluator conducted a youth survey among 63 youth residents of Warminster Heights. The primary purpose of the survey was to determine the employment status of Warminster Heights youth. This plan was initially set forth by the evaluator in the Evaluation Plan. However, the plan to compare 1974 unemployment indicators with those of the 1970 census was deemed to be an invalid measure due to the current unemployment/economic crisis. It was therefore carried out by surveying youth concerning their 1973 and 1974 summer employment status. (See Section IV Vocational Component).

In addition, general conversation about the "youth scene" was conducted in the following areas:

- 1) recreation needs and existing programs
- 2) education attitudes and needs
- 3) attitudes and feelings about police
- 4) familiarity with Y.S.B.

K. A random sample telephone survey of ten youth participants in two summer employment components was conducted to validate their association with the Y.S.B. and their employment.

The evaluation had the limitation of non-existent statistical data for the Warminster Heights "target area" which consists of census tract 1016.05. Neither the school system, police department, county court, department of public welfare nor

any other jurisdiction keep separate statistical data for this rather isolated portion of Warminster Township. Neither do any of these agencies have an automated system which could be programmed for the Y.S.B. target area. Therefore the shortage of "hard data" placed a severe limitation on the evaluation effort. This limitation was counteracted with extensive interviews and validation of project activities with statistical and service delivery measurements. The data collection procedure, while hampered by the lack of statistical data was enhanced by extensive contact with the target population and cooperative agency personnel.

IV

PROJECT RESULTS

The results of the Warminster Heights Youth Services Bureau, as measured against the "Anticipated Results" outlined in the Subgrant Application, are herein outlined and quantified seriatim by component.

(1) REFERRAL SERVICE

"A referral service manned by a competent and trained group of volunteers and staff."

A referral service has been developed which has two components. The first component receives referrals of youth needing YSB services from other agencies. A review of project records show, as of October 1, 1974, referrals received as follows:

Police	15
Schools	11
Planned Parenthood	1
Job Fair	38
Bucks County Coop. Extension Service	1
Dove Tail Inc.	1
Neighborhood Youth Corps	10
Warminster Heights Medical Center	1
Warminster Heights Community Center	16
Catholic Social Service	1
Family Service of Bucks County	2
Department of Public Assistance	2
Bucks County Child Welfare	1
Tenants Arbitration Committee	3
Y.M.C.A.	2
Big Brothers of Bucks County	2

Community Commitment Inc.	3
Bucks County United Fund	1
Bucks County Manpower Inc.	1

Interviews with representatives of many of these agencies substantiate that referrals were made and that satisfactory services resulted. However, a probing by the evaluator revealed that these agencies do not have a clear or comprehensive understanding of the goals and objectives of the project nor its operations. Procedures are based more on personal contacts and acquaintances than a clear system of referral procedure. This appears to be caused by the absence of comprehensive planning and aggressive leadership. This lack of planning and leadership accounts for the absence of any volunteers working in this program component although they are elsewhere. These referral sources account for only 112 of 553 of the total youth served by the project. The remainder of the youth came to the project from:

Family	30
Self Referral	95
Friends	316

This lack of balance indicates two things,

First, there is a need for assistance to identify youth-in-need by other agencies which should be nurtured to refer youth to the project. Secondly, that Subgrant Application assertions that the Warminster Heights target area has a great need for youth services is substantiated. This demonstrated need with 441 non-agency referrals clearly came out of community need. This considerable need surfaced despite a limited project outreach effort and a minimal publicity program. The 1970 U.S. Census reported a youth population ages 7 - 17 of 1986. While some service recipients fall outside the 7 - 17 age range they number less than 40. Therefore, over 27.8% of Warminster Heights youth were serviced by the Youth Service Bureau during January to October 1974.

"This service will place people in touch with social, educational, vocational and health agencies essential to their development"

The second component of the Referral component is that of referring youth to other agencies which can provide needed services to project youth. Formal agreements have been confined in writing between the Y.S.B. and 20 other agencies. These agencies are:

- Juvenile Court Division, The Court of Common Pleas, Bucks County
- Cooperative Extension Service, The Pennsylvania State University

- William Tennent Intermediate High School
- Bucks County Community College
- Bucks County Department of Child Welfare
- Planned Parenthood of Bucks County
- Big Brothers of Bucks County Inc.
- William Tennent High School
- Catholic Social Services
- Today Inc.
- Warminster Heights Medical Center
- Community Commitment Inc.
- Warminster Township Police Department
- Bureau of Employment Security
- Willow Grove Naval Air Station
- Special Services Office, Centennial Schools
- Fisher and Porter Co.
- Boy Scouts of America
- St. John Bosco Roman Catholic Church
- Prudential Life Insurance Co.

Herein, the lack of adequate development of a thorough understanding of the YSB and the absence of a workable referral procedure is again evidenced. From among the 20 agencies with which written agreements have been negotiated, only 25 referrals have been received and only 88 referrals made to these agencies from YSB for service, and 66 of these were to one agency. 8 of the 20 written agreement agencies have made referrals to YSB and 11 of the 20 agencies

have received referrals from Y.S.B. 4 of the 20 have neither made nor received referrals. Referrals for service have been made by Y.S.B. to 35 agencies for service to a total of 251 youth. The major providers were:

Neighborhood Youth Corps	82
Bucks Co. Salvation Army	30
Warminster Heights Medical Center	66
Bucks Co. Manpower Inc.	12
Family Services of Bucks Co.	6
Bucks Co. Legal Aid Society	4
Bucks Co. Public Defenders	4
Bureau of Employment Security	4
Bucks Co. Big Brothers	4

There was a wide diversity among agencies, types of agencies public and private, types of services and a wide distribution of referrals. This indicates a broad familiarity of available resources by the Y.S.B. The number of 251 youth referred to other agencies of a total number of 553 youth serviced by the project denotes that not as many youth are being serviced outside the project as would be expected. There are, however, several explanations. 1) The project has not developed a comprehensive workable relationship with other agencies. 2) Project startup months are usually times of few referrals as are summer months. Over half of the nine operational

months would fall into these two categories.

3) With recreation being the liaison or rapport building agent "to attract young people who otherwise may not avail themselves of other needed services" and with the summer months falling as months six, seven and eight of the operational period it would be expected that referrals be less than may be expected. (An analysis of the role of the recreation component is to be found on page 38).

The Y.S.B. made adequate follow-up of referred youth according to referral agencies, youth and parents. Of 37 interviews with parents and youth only 3 reported that services were not provided. Of 13 interviews with referral agencies only 2 youth were reported as "no shows" and 3 were reported as having not followed through with subsequent appointments. Project records report that of the 251 referrals made to other agencies 204 actually received service. This represents 81.3%, a high percentage for this population.

This is a high ratio of "success" and indicates that good referrals were being made and that follow-up and support was present. During interviews agencies, parents and youth indicated satisfaction with the level of service.

"It will also work toward intensive follow-up on all referrals to insure the youth of getting the services they require."

"Close contact with juvenile authorities and the courts will be maintained to coordinate efforts to resolve problems that do not require court action and to help a young person who has been through the juvenile justice system to develop responsible behavior patterns."

Contact with police and court have been at the "worker level" with three Police Juvenile Officers and a probation officer serving on the Advisory Board and with regular communication with the police officers who took unusual interest in the project. However, no discernible relationship exists between the Y.S.B. and the "policy making level" of either the police or court. Neither the Chief Juvenile Probation Officer, Court Administrator, Judges, Police Captain or Chief of Police have had any contact with the project except with the evaluator. The results (or lack of results) are seen in the low number of police referrals to the project (15) and the absence of any referrals by Court Intake, Probation Department or Judges. One Juvenile Court related program, Community Commitment Inc., a community-based rehabilitation program which serves as an alternative to institutionalization under contract with the Court, has referred 3 youth to the Y.S.B.

The Y.S.B. could not be considered to play a diversionary role for youth arrested or referred to Court. The Y.S.B. can be considered a diversionary project at the points of prevention and incident complaints as will be

shown in the section which will deal with the reduction of crime.

In summary concerning referral, the records of the project are accurate, and have been validated as to their reliability by statistical cross checks and by interviews and surveys of both providers (other agencies) and consumers (youth and their families). The quality of the service and the referrals is good. The quantity is adequate although it would be expected more agencies would be serving more youth in future months of project activity. More activity by the project is needed as the number and types of referral agencies are planned and a more comprehensive interpretation of Y.S.B. purpose and function should be made to cooperating agencies. The variance in types of referral agencies is good. The rapid (nine month) reaching of 27.8% of the target area youth is highly commendable. Follow-up or follow-through is extraordinary. An official relationship between the Y.S.B. and the Juvenile Justice System needs to be established, at the present it being non-existent. Overall, the Referral Component can generally be considered successful.

IV (2)

MOTIVATION COMPONENT

"It is our intention to develop motivational programs to encourage youth not only to continue their studies but to encourage return to school".

The initial goals and philosophy and target age population of this component was changed. The need for change arose out of numerous meetings of the Advisory Committee's Motivation subcommittee. The thrust of the program was thus redirected from those who were already drop-outs and truant problems to the pre-dropout or endangered children in the late elementary and early junior high school years. The purpose was to reach those at risk at the earliest possible time.

In addition to personal counseling of an educational nature a number of programs were instituted.

A guidance counseling program was initiated. Five guidance counselors from a nearby High School have served as volunteer educational counselors in the project office, one each evening of the week. A one to one tutoring program conducted by volunteers from the honor society of a nearby High School and from Bucks County Community College. This program, while aimed at the younger youth was also available to older youth as needed. A total of 156

volunteer tutoring hours have been provided.

A three day per week library-study hall was initiated on July 8 with 4 participants.

This program is continuing in the fall period.

Summer educational and motivational field trips were taken to the Philadelphia Zoo, Academy of Natural Sciences, Franklin Institute and Fels Planetarium. A total of 262 participated.

Positive results have begun to surface.

Interviews with 11 school people have given positive reports of a subjective nature to the evaluator. While it is impossible to isolate any single factor and attribute change to it, the Y.S.B. is the only new ingredient to be added to the area.

The Willowdale School of the Centennial School District is the elementary school to which nearly all Warminster Heights children go. The school population is comprised, by over 85%, of children from Warminster Heights.

From the computerized attendance records of the school system the following information has been gleaned.

<u>School Year</u>	<u>Enrollment</u>	<u>Total Absences</u>
'71-2	1261	17,287
'72-3	1235	15,692
'73-4	1405	9,182

These figures show that during the year in which the Y.S.B. has operated the total number of absences dropped by 6,510 or 41.5% over the previous year despite an enrollment increase of 170.

An even more significant set of figures are those of 5th and 6th grade students, the revised target population of the motivation component.

<u>School Year</u>	<u>Enrollment</u>	<u>Total Absences</u>	<u>Incidence of Absenteeism</u>
'71-2	427	6,269	14.68
'72-3	408	5,949	14.58
'73-4	408	2,764	6.7745

These figures show a drastic reduction in absenteeism which has shown a decline in the incidence of absenteeism from 14.68 and 14.58 to 6.7745 in two and one year respectively. This drastic reduction comes during the year in which the Y.S.B. operated.

Another way of looking at the same figures is to trace the same two classes of children through three school years.

<u>School Year</u>	<u>Grades</u>	<u>Enrollment</u>	<u>Total Absences</u>	<u>Incidence of Absenteeism</u>
'71-2	3-4	407	5505	13.53
'72-3	4-5	373	4731	12.68
'73-4	5-6	408	2764	6.7745

Here we again see that the total absences and incidence of absenteeism have

dropped appreciably during the year in which the Y.S.B. operated. Yet it would be expected that the older the youth became the greater the absenteeism would become, a trend which is predictable. Yet this trend has been reversed.

By tracing the same children over three school years or by comparing classes across school years the reduction in absenteeism remains at 50% or more.

Still another way to look at one class, the 1973-4 sixth grade class.

<u>School Year</u>	<u>Enrollment</u>	<u>Total Absences</u>	<u>Incidence of Absenteeism</u>
'71-2	208	3147	15.1
'72-3	190	2706	14.3
'73-4	199	1697	8.5

Thus it can be seen that school attendance has increased during the school year during which the Y.S.B. has operated, a factor which must be attributed, at least in large part, to the Y.S.B.

Some emphasis was placed on older teenagers during the summer. A summer employment program which made school participation a requisite served 102 youth. A ten session Career Week was held in August with 20 youth participating. Also during the program 2 youth began preparation for the G.E.D. high school equivalency test through the Adult Education Department of the local school system and 2 youth returned to school. During the school year 7 youth were part of the Neighborhood Youth Corps which requires school attendance as a requirement. With the cooperation of the local high school a preventative dropout program was directed toward Y.S.B. youth with expanded Co-op and Work Study programs made available on a preferential basis as outlined under "Vocation". The Y.S.B. made the school aware of problems and made referrals to the program. In evaluation discussions it was evident that this was a success vis-a-vis the immediate need but the long range success can not be determined.

One element missing in this component is a systematic determination of who is "at risk". No tests are administered, school records are

regularly surveyed and reviewed and no intake plan of analysis or review is followed. Thus those receiving service from the motivation component are those who seek it out or respond to its availability which may indicate an already existing motivation.

In summary concerning Motivation, while there are few quantitative indicators, and while the number of youth benefiting from this component are small in comparison to the number of youth involved in the project and believed to be in need of such services, the component has made a good initial beginning. While the activities were late in getting started, the diversity of approaches to this highly complex problem of educational motivation, and especially among the poor, is good. The intuitive good feelings on the part of school people is positive. The efforts have been validated and varified by interviewing some youth and a number of parents who are both aware and appreciative. The project has had some impact on the schools, at least on an awareness and cooperation level, and this is solid foundation for future efforts. Overall this component can be considered to be moderately successful.

IV (3)

VOCATION COMPONENT

"Unemployment is a major problem with youth. The lack of public transportation in Bucks County is a deterrent to anyone who does not own a car. But, most important, is a lack of motivation on the part of the youth to seek vocational opportunities. The ultimate goal will be to attain satisfying and stable employment."

As indicated under the previous section, "Motivation" the high school which serves nearly all of the Warminster Heights youth, William Tennent has committed itself to a preventative drop-out program through its co-op and work study programs. The chairman of the Vocation Sub-Committee of the Advisory Committee is the Director of the Tennent Co-operative Education Program and has guaranteed that all project referrals will be included in the program without the regular waiting list delay. During the school year ending June '74 the Co-op/work study program serviced 50 youth from Warminster Heights and in the current school year which began September '74 62 are being serviced. Work weeks range from 20 hours minimum to 40 hours maximum and salaries range from the \$2 per hour minimum to \$3.70 with the average being \$2.25 - \$2.50. Types of jobs are listed in the charts further in this section.

Two Job Fairs were held during the spring. The first was designed to provide summer employment to youth ages 14-20. 227 young people participated with 86 youth getting jobs from 12 participating companies and agencies. The second Job Fair was

aimed at permanent full time jobs for youth and adults over 17. 75 persons participated as did 34 companies and agencies. However, it can only be validated that 2 persons were hired as a result, one as a machinest and one as a clerk. A Youth Employment Service was developed whereby the YSB would serve as a clearinghouse for jobs such as baby sitting, house cleaning and lawn care. 16 youth got 20 jobs through this Service.

The Vocation Sub-Committee chairman played a facilitating role at the Johnsville Naval Air Defense Center which resulted not only in summer jobs for 40 youth in 1974, but a commitment of 50 youth jobs in 1975. The Johnsville project was exceedingly pleased with the performance, attendance and general attitude of the Warminster Heights youth as well as the efforts to ameliorate problems as they arose.

The Vocation Sub-Committee chairman is also coordinating 45 jobs for Warminster Heights youth through the Centennial School District and Bucks County Manpower Inc. These are for the school year '74-5. The Neighborhood Youth Corps program for the current school year has not yet begun, but the YSB has been promised,

as in '73-4 that preferential status will be given to project referrals.

During the year an additional 5 youth and 7 adults received jobs through the activity of the YSB which served as a clearinghouse of information and available jobs.

PROGRAM	NO. EMPLOYED	FULL or PT. TIME	APPROX WAGES EARNED
Job Fair #1	86 (No. Reappears Below)	Summer	Appears Below
Job Fair #2	2	Full Time	Unknown
Johnsville N.A.D.C.	40	Summer-40 hrs. wk.	\$32,000
Willow Grove N.A.S.	4	Summer-40 hrs. wk.	3,200
Private Industry	3	Summer-40 hrs. wk.	3,000
Neighborhood Youth Corps	7	'73-4 School Year- hrs. wk.	4,144
Neighborhood Youth Corps	50	Summer 32 hrs. wk.	32,000
Youth Employment Ser.	12	Summer Odd Jobs	600
Bureau Of Employment Security	2	Full Time	Unknown
Bucks Co. Manpower Inc.	12 Summer '74	32 Hrs. week	8,640
	45 School year '74	20 Hrs. week	70,200
H.S. Co-Op and Work Study	50 1973-4	Part time-School Year	133,375
	62 1974-5	Average 30 Hrs. week	152,985
Misc. Jobs	5 Older Teens	Full Time	Unknown
Misc. Jobs	7 Adults	Full Time	Unknown

The project has coordinated 121 summer jobs and 180 school year or full time jobs for a total of 301 jobs. Gross income due to project activity was approximately \$79,440 for the summer and \$360,704 in school year or full time jobs. This is an approximate total of \$440,144 in taxable income generated by project coordination during its short existence.

TYPES OF JOBS BY PROGRAM

Johnsville N.A.D.C.

Messenger
Construction
Clerical
Artist
Typist
Mechanic
Dental Office Aide
Librarian
Welding Assistant

Willow Grove NAS

Librarian
Aircraft Maintenance Asst.
Clerical Aide

Neighborhood Youth Corps

Recreational Aide
Clerical Aide
Maintenance Aide
Library Aide
Nutritional Aide

Private Industry

Packager

Misc. Jobs

Secretarial
Cafeteria Maintenance

Youth Employment Service

Lawn Care
Baby Sitting
House Cleaning

Bucks Co. Manpower Inc.

Recreation Aides
Library Aides
Hospital Aides
Custodial Aides
Clerical Aides
Teacher Aides

School Co-Op/Work Study

(All positions are in private industry and largely in the following areas)

Clerical
Parking
Shipping and Receiving
Warehousing
Material Handling
Machine Operators
Fork Lift Operators

Persons were referred to the Bureau of Employment Security (4), Bureau of Vocational Rehabilitation (1), and private industry. Transportation to job interviews was frequently provided.

The quantity of jobs, 121 summer jobs 7 part time school year jobs, and the Work Study and Co-Op Programs serving 50 in '73 and 62 in '74-5 as well as a less easily determined number of full time jobs for older youth and adults speaks well for the efforts in this component as does the type of jobs in which youth were placed.

Fifty Seven teenagers were interviewed outside the local grocery store on an August Saturday afternoon and evening and six more were interviewed on a street corner. Of the 63, 47 or 74.6% reported they had summer jobs. Of the 63, 51 were over 15 years old and were therefore employable in the summer of 1973. 21 of the 51 or 41.1% said they had worked during the summer of 1973. Although the evaluator was unable to ascertain their source of 1974 jobs most did express familiarity with the Job Fair, the YSB, "6 Oak" (the address of YSB offices) or the names of YSB staff. It would seem valid to attribute at least a

portion of the difference between the 1973 rate of 41.1% and the 1974 rate of 74.6 to the YSB.

Employers, supervisors and program and agency heads speak well of the youth placed by YSB. A retention rate of approximately 90% of youth in jobs seems to be indicated from interviews, however, specific validation figures for youth from Warminster Heights was unavailable. Such figures were available from one agency which showed 93% of Warminster Heights youth completed the entire summer. This is a high rate in comparison with other similar projects. Discussions with youth and parents reveal personal as well as monetary satisfaction.

Some concern must be expressed that 184 youth came to the YSB for the purpose of finding jobs. The YSB must not get the label of "job center". On the other hand, a number of services grew out of these initial inquiries including complete physical examinations for 66 of the summer employees.

Concern also arises about the minor emphasis on long range vocational thrusts. There was no evidence of professional vocational counselling, vocational testing, preparation for apprenticeship training, or acquainting young people with various vocational trades and professions. The career week discussed under "Motivation" was a step in the right direction. Although it was mentioned in the subgrant application no utilization of Willow Grove Naval Air Station personnel or facilities for instruction in various skill areas was attempted.

In summary of the Vocational Component it is incontrovertible that 121 summer jobs and 180 school year or full time jobs of the quality of both jobs and programs in which most of them fell is impressive as is the approximate gross earnings of \$440,144. It appears that the YSB accounted for a considerable amount of the increase in youth employment during the summer of 1974. The cooperation of the local high school, the activity of two Job Fairs and the creation of a Youth Employment Service are highly positive. For a first year effort it had a breadth and depth which was commendable albeit there was a lack of emphasis upon longer range vocational exposure and training. This component can be considered highly successful.

RECREATION COMPONENT

IV (4)

"Involvement through positive recreational programs is one of the key elements of our program. It is believed these will attract young people who otherwise may not avail themselves of other needed services.... In providing group activities of a 'fun' nature, valuable social skills are developed building confidence and pride."

The recreation component is clearly the largest and most active components of the YSB although its cost is the lowest. (see brief cost analysis/cost benefit statement at the conclusion of Section IV).

The recreation program began almost at the outset of the program. There appear to be three reasons for this:

- 1) the Warminster Heights Community Center had a track record of providing some recreational activities through its United Fund and special grants and these were now coordinated by the YSB.
- 2) there is a total absence of recreational programs, facilities and outlets in Warminster Heights. In addition, existing township facilities and program are a great distance from "the Heights" and there is no public transportation available.
- 3) the recreation component was designed to "attract young people who otherwise may not avail themselves of other needed services".

The recreational activities were also a major

emphasis of the summer as might be expected. This was due to the availability of children, the need for such services and the availability of an increased number of students from Bucks County Community College.

The recreation program, both during the summer and during the school year, was almost entirely staffed by work study students from Bucks County Community College paid entirely by the College. At times there were as many as 35 college students engaged in the various aspects of the recreation program. The work-study office of Bucks Co. Community College reports that a total of \$16,000.00 in salaries have been paid to staff this recreation component. In addition, 14 Neighborhood Youth Corpspersons were used as recreational aides. The only staff paid from the YSB budget was the recreation consultant who worked part time for a total of \$300.

Cost of the recreation program was not borne by the YSB but came from the Bucks County Commissioners (\$4300) and private businesses (\$150). The recreation component was coordinated by YSB staff. Therefore, the recreation component of YSB, with a direct expenditure of \$300 generated a recreation program totaling in excess of \$20,000.

The YSB recreation component activities have been:

<u>Activity/Program</u>	<u>Total Youth Served</u>	<u>No. of Sessions</u>	<u>Session</u>
Willow Grove N.A.S.	30	4	Winter
At Bucks Co. Comm. College	1478 *	27	Summer
Teen Lounge	257	26	Year-round
Arts and Crafts	111	6	Summer
Swimming	164	4	Summer
Music/Dramatics	62	5	Year-round
Film/Story Hour	125	8	Summer
Sports Teams	156	20	Year-round
Summer Day Camp	969	29	Summer
Outdoor Movies	1335	9	Summer
Special Events	425	5	Summer
Residential Summer Camp	30	1 week	Summer

* Records for three of the sessions unavailable.

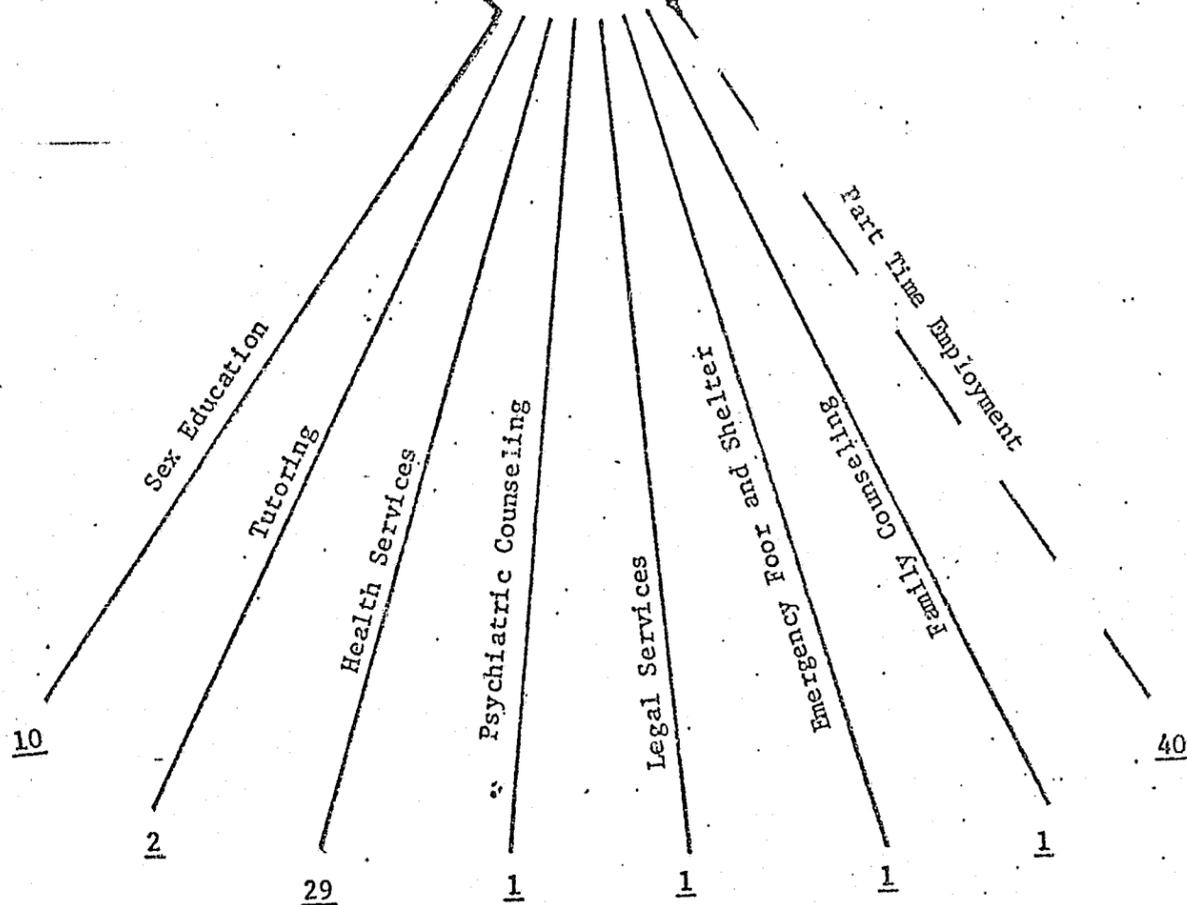
There appears to be little coordination within the recreation component. Most activities have been for children in their pre-teens. Summer programs were scheduled during hours when teens were working and the programs would have little appeal to teens, as expressed by some of those interviewed.

The socialization and peer development process of the recreation component is not measurable nor is the individual growth of youth as it may occur through the recreation program(s). There did appear to be, however immeasurable, a spirit of excitement and hope among children and adults in Warminster Heights during the summer.

Furthermore, the assertion that recreation "attracts young people who otherwise may not avail themselves of other needed services" has not been unquestionably proven or demonstrated.

436 - came to YSB with need for recreation

478 - different youth in YSB Recreation Programs



Of the 436 or 478 youth in recreation programs 85 moved into other areas of needed services. Discounting part time employment which is not considered to be a needed service which young people are reluctant to seek out, or for which they need a liaison, rapport or bridging element, the number who moved from recreation to other needed services was 45 or 9.4% - 10.3%

It should be observed, however, that most of the recreation activities were during the summer months and that this evaluation covers only through September. Additional recreation participants may be expected to "avail themselves of other needed services".

In summary, the Recreation component has served a total of 478 different young people in a varied but uncoordinated program geared primarily and disproportionately for younger children. Of the 478 young people serviced only 45 can, through September, be said to have moved into other service areas. The positive factors are that the YSB only coordinated the programs with staff services coming from other sources. This component cannot be considered either successful nor a failure.

IV (5) IMPACT ON "PROBLEM" AND THE REDUCTION OF CRIME

From the records of the Warminster Township Police Department complaints against Warminster Heights juveniles were manually culled from the Department's "Initial Report" records. These reports are the initial complaints which come to the Department and have no relationship to arrests or convictions. The reports include all complaints, adult and juvenile. From these reports a Police Juvenile Officer separated juvenile complaints of Warminster Heights for a base line period of three months (July, August and September) in 1973 and for the corresponding months in 1974.

The breakdown was also done by offense complaint category which, for Warminster Township Police, number twelve (12), one of which they classify as "other".

The records show:

	1973				1974			
	July	Aug.	Sept.	Total	July	Aug.	Sept.	Total
Assault	5	3	7	15	1	8	1	10
Larceny	4	0	0	4	1	0	2	3
Arson	1	3	0	4	1	1	1	3
Vandalism	4	7	5	16	5	3	1	9
Weapons	5	1	1	7	0	0	0	0
Sex Offenses	0	0	2	2	0	0	2	2
Narcotics	5	5	2	12	1	0	0	1
Family - Child	7	5	5	17	3	6	4	13
Liquor Violations	3	1	5	9	2	0	1	3
Disorderly Conduct	26	25	19	70	21	14	16	51
Other	6	4	8	18	4	8	7	19
Lost and Missing	16	12	9	37	5	9	11	25
TOTALS	82	66	63	211	44	49	46	139

These Police records show a 34.13% reduction in complaints against juveniles from July through September 1973 to July through September 1974. Total complaint reduction of 72 from 211 to 139 for the three months reviewed is a significant reduction. It is further significant that during the same period complaints from other Township areas increased.

One of the major concerns outlined in the "Problem" section of the Subgrant Application was the high and increasing rate of crimes against property and vandalism by juveniles. A regular target for such acts has been the Lacey Park School which is located within Warminster Heights. In 1971-2 the school suffered \$292 in window breakage and in 1972-3 damage was \$800 as reported by the Centennial School District. In a recently released statement Superintendent of Schools Everett A. McDonald Jr. announced that District damage costs for 1973-4 was an all time high of \$35,000. However, the Lacey Park School damages amounted to only \$10.50. In a letter to the Y.S.B. Dr. McDonald attributes the virtual elimination of vandalism to the Y.S.B. while District wide damage escalates.

In an interview with Warminster Township Chief of Police Paul J. Brennan, he quoted the school vandalism figures as an indicator of the reduction in juvenile crimes against personal property which he feels is a general condition in Warminster Heights. Chief Brennan ascribes this reduction to the Youth Service Bureau.

Abutting Warminster Heights is a large private industry, Fischer and Porter Inc. The Director of Safety and Security reports a drastic decrease in vandalism to property and trespassing. He reports absolutely no vandalism during the past year while in the previous summer alone there was over \$1500.00 in broken glass alone. The company is concerned about trespassing due to the presence of explosive materials

and during the past year there has been no trespassing although it has been a very serious problem in the past. Thus this major company, contiguous to Warminster Heights, has in the past year had vandalism and trespassing problems eliminated, a fact the company has ascribed to the Youth Services Bureau.

These two previous targets of juvenile vandalism and crime against property, a school and an industry, have experienced the abatement of these delinquent acts. From conversations in the community it is evident that residents feel that juvenile vandalism and property damage have diminished greatly.

Police complaint records show a reduction in complaints for vandalism during the reviewed three month period of 43.75%.

Although school officials, the police chief, businessmen and residents attribute this virtual elimination to the Youth Services Bureau this can not be unequivocally "proven". However, in that there have been no other changes within the community and no other explanation in evidence, the evaluator is in concurrence that this substantial change is attributable to the Youth Services Bureau.

Another of the problems identified in the Subgrant Application is crime against persons. Police complaint records show a 33% reduction in the category of "assault" for the three reviewed months.

Another problem identified was "drug abuse and alcoholism" which were termed "prevalent with youth". During the months surveyed complaints of liquor violations were down from 9 to 3, 67% and for narcotics from 12 to 1, 83%.

In addition, 1974 was the first summer in several years during which there were no group conflicts and while they were not entirely youth the police attribute some

of the community tranquillity to the Y.S.B.

Although it is not possible to unequivocally and scientifically ascribe all the reduction in juvenile delinquency in Warminster Heights to the Youth Services Bureau it is the overwhelming agreement of everyone interviewed that the Y.S.B. is the factor to which the difference can be attributed. This, as was previously noted in this section, is the position of the Superintendent of Schools, the Director of Safety and Security of Fischer and Porter Inc., and the Township Chief of Police. They are joined by agency people and community residents and leaders. Chief Brennan, in addition to commenting on vandalism, said the number of arrestable offenses are down due to Y.S.B. activity.

Police Detective John Sparks in a September 10 newspaper article was quoted: "complaints of vandalism, harassment and gangs gathering have been less than ever before". Sparks credits the Youth Services Bureau.

The evaluator explored other possible variables but was unable to attribute the obvious change in attitude and delinquency to other than the Youth Services Bureau.

COST BENEFITS AND COST EFFECTIVENESS

IV (6)

Through September 30, 1974 expenditures have totaled \$37,420, \$31,000 of which are State and Federal funds. Based upon 553 youth served the breakdown is \$67.67 per person.

The reduction of complaints to Police against Juveniles has been reduced for a three month period by 34.13 % or 72 complaint incidents. Based on a four quarter year and assuming a similiar reduction across the year each reduced incident complaint would cost \$107.

The project, as previously outlined, has also generated other funds coming into the project such as:

- Bucks County Community College - \$16,000 - work study students
- 2 Private Businesses - \$150 - donations to summer recreation program
- Bucks County Commissioners - \$4,300 summer recreation program

Thus the State and Federal funds of \$31,000 has been matched with hard cash of \$26,870.

Other services such as printing by a private industry, Neighborhood Youth Corps- persons working in but at no cost to the project, and hundreds of volunteer hours in tutoring and counseling have augmented the project's resources.

V CONCLUSIONS AND RECOMMENDATIONS

As noted through section IV "Project Results", the program components of referral and motivation are determined by the evaluator, based upon data available, an analysis of the components and numerous surveys and interviews, to be successful. However, for both components recommendations for revisions are in order.

Referral, it is recommended, must develop a more agressive process of interpretation of YSB goals and objectives and procedures. A wide variety of diametrically opposed ideas and understandings exist among other agencies as well as within the target population of youth and their parents. More youth should be received by referral from other agencies and a higher percentage of youth should be referred to and provided services by other agencies. Official contacts should be made with persons in policy making positions within the Juvenile Justice System. Project staff has not made contact and entered into working agreements with the Chief of Police, Court Administrator or Chief Probation Officer. For example, there are eight Juvenile Probation Officers in Bucks County who rotate as Court Intake Officer. No meetings have been held with the eight to familiarize them with Y.S.B. existence, scope of services and programs and procedures. In fact, only two of the eight are familiar with the Y.S.B.'s existence.

Motivation, it is recommended, while continuing its multiple approach to the area of educational motivation, should develop a systematic means by which the needs of youth are screened to determine which youth are "at risk" by analysis, diagnosis, testing, review of school records and consultation with school personnel, among others.

The vocational component is the most highly successful of the four Y.S.B. components having demonstrated a high level of coordination and activity which has benefited a large number of youth and some parents. It is recommended that more

emphasis be placed on long range vocational matters by providing professional vocational counseling, vocational testing, and arranging for exposure of youth to various skill and occupational opportunities including preparation for apprenticeship testing and training.

The recreation component, while serving the largest number of youth with recreation activities, has not met its goal of "attracting young people who otherwise may not avail themselves of other needed services". In that this assertion of purpose has not been demonstrated at an acceptable level this component can not be considered successful. Therefore, it is recommended that this component be removed from the Youth Services Bureau and be placed in the direct aegis of the Warminster Heights Community Center. In so doing, Y.S.B. youth can still avail themselves of the much needed recreation programs. This should not work a hardship upon Community Center resources in that the Y.S.B. made little direct fiscal contribution to the recreation activities. Inasmuch as the Community Center Executive Director serves the Youth Service Bureau with sixty percent of his time coordination is insured and frees Y.S.B. staff to fulfill its other tasks.

Several general conclusions and recommendations are also in order.

It must be reiterated that the interpretation of the Y.S.B. and its services needs to be more broadly made to the adults, parents and young people of the Y.S.B. target area, Warminster Heights. This recommendation was made in the April 1974 Interim Evaluation Report and there is no evidence that the need has diminished. In fact, the need has, if anything, grown because more youth have since come under the services of the Y.S.B. This need has become more evident and clear as the evaluator has interviewed more than one hundred young people and more than forty parents. This need was most clearly seen in one interview in which a fourteen year old girl gave a clear definition of her understanding of the purpose of the Y.S.B. including "helping

kids with a crisis in their families". However, when the question of "where is the office?" was asked she did not know. The evaluator then asked "If you had a crisis like you described and needed the Y.S.B. where would you go, what would you do?" Her reply was "I don't know." She was one of the many youth who had benefited by summer employment through one of the Y.S.B. Job Fairs. This one case, which is not unique, is broadly indicative of the need for a coordinated concerted familiarization and interpretation program which is hereby recommended.

While the program has been successful in laying foundations, developing inter-agency relationships and providing services the full potential impact of the Youth Services Bureau was never reached due to the failure to hire budgeted staff. The Y.S.B. has authorization for two "Community Leaders" for ten and eight months respectively. One of these positions has never been filled and the other was filled for a total of only seven weeks! (During the summer months a full time person functioned in this capacity, paid for by Bucks County Community College under its work-study program. This person is continuing during the 1974-5 school year on a part time basis.) The failure to maintain full staffing has hampered the operation of the program, an observation made in the April Interim Evaluation Report, and the responsibility lies with the Personnel Committee of the Board of Directors and the Executive Director. It is recommended that the Governor's Justice Commission closely monitor the level of staffing and make quarterly funding contingent upon full staffing or viable explanations.

Finally, predicated upon the record evaluated herein of the nine operational months, it is recommended that the Warminster Heights Youth Services Bureau be refunded for a second year.

END