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

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DIVERSION AND REHABILITATION OPERATING PROGRAM

INTERVENTION AND DEVELOPMENTAL CENTERS PROJECT

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CLEVELAND IMPACT CITIES PROGRAM

FINAL EVALUATION REPORT

June 1975

# CENTRAL FILE

### OPERATING PROGRAM OVERVIEW 1.1

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

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

known to each other.

### SECTION I

INTRODUCTION AND BACKGROUND

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





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# PROJECTS AND/OR ACTIVITIES

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CDAP\* CVEP\*\* Summer Recreation

YOUTH PROJECTS • Alternative Education (Street Academy)

• Youth Service Coordinators

Youth Outreach

Intervention and Developmental Centers

· Police Athletic League

Cleveland Youth Assistance

• Juvenile Court Development

• Juvenile Delinquency Treatment

CORRECTIONAL PROJECTS Comprehensive Corrections Unit

e Group Romes

• Community-Based Probation

Adult Parole Post-Release (Seven Step)

Institutional Post-Release Aftercare

Probationary Post-Release

Community-Based
 Supplemental Services

& Boys' Club Post-Release

Big Brothers/ Project Friendship Post-Release Follow-Up

Cleveland Pre-Trfal Rehabilitation

Concentrated Crime Patrol

Upgrading of Narcotics Related & Felony Investigative Procedures

Auxiliary Police Training and Equipment

• Expansion of Police Outreach Centers

Public Information

Cleveland IMPACT
 Neighborhood Patrol

• IMPACT Response Time Reduction

• IMPACT Security Patrol for the Elderly

• IMPACT Streetlighting

• IMPACT Awareness

FIGURE 1-1

## CLEVELAND IMPACT CITIES PROGRAM STRUCTURE

\*Cleveland Drug Abuse Program \*\*Cleveland Vocational Educational Program

PRE-TRIAL DELAY:
 Yisiting Judges
 Prosecutor's Office
 Counsel for Indigents

POST-ADJUDICATION DELAY:
 Pre-Sentence Investigation
 Diagnostic Treatment Profile

Cleveland Offender Rehabilitation Project



and Developmental (I & D) Centers, one of the projects under this Operating Program dealing with delinquent youth problems.

# 1.2 PROJECT OVERVIEW

This report presents the final evaluation of the I & D Centers Project's performance during the two phases of IMPACT funding. The first phase of IMPACT funding was awarded on February 15, 1973, originally for a 12-month period. Project operations did not commence until the latter part of April, 1973, due to a delay in hiring staff for the recreational centers. Two Grant Adjustment Notices (GANs) approved by the Law Enforcement Assistance Administration (LEAA) Regional Office in Chicago extended the project grant period for first phase to June 30, 1974. The extensions allowed sufficient time to expend remaining Phase I funds. The second phase grant period was awarded July 1, 1974, for six months. Another GAN extended the Phase II period by one month. In summary, the project was in effect under IMPACT funding for almost 24 months, from February 15, 1973, through January 31, 1975.

The I & D Centers Project was established to reduce delinquency by providing legitimate leisure-time activities to occupy the extra time of delinquent and potentially delinquent youth. The grant application identified that many youth residing in the City of Cleveland do not have constructive leisure-time activities available to them, particularly at night and on weekends. This free time often could be characterized as an increased



opportunity to commit crimes. The project, through its implementing agency, the City of Cleveland Department of Recreation, proposed to increase recreational services for youth by (1) expanding the available programs and hours of the 15 existing recreational centers, (2) opening an additional six centers, and (3) supplementing these centers with additional staff. Table 1-1 presents the project's methods and the corresponding objectives to be accomplished, as outlined in the grant applications.

Two significant changes were noted for the second phase grant period. First, for Phase II, the project was to maintain the operations of 19 centers as compared to 21 centers<sup>\*\*</sup> operating during the first phase grant period. A listing of the 21 centers appears in Table 1-2. The project was to conclude recreational services at the Riverview and Valleyview Centers during Phase II IMPACT funding. No documentation is available concerning the reasons for this action. Community response to the closing of the two centers, however, became highly unfavorable. Consequently, a decision was made by the project to keep these centers open for recreational services. In-house IMPACT approval was obtained by the project for this change in the second phase grant application.

The second change indicated for Phase II funding was an increase in project staff. During first phase funding, the project's budget allowed for 89 staff positions; however, as noted in the 1973 evaluation of project performance, this number was not adequate to keep all 21 centers fully \*The 21 centers are the 15 existing centers and the six new centers which

were opened with project funded staff.

ng centers and the six new centers which staff.

### 

# TABLE 1-1

# I & D CENTERS PROJECT OBJECTIVES AND METHODS

•

OBJECTIVE	METHOD
Increase the hours of operation of existing centers	• Extend hours of operation for each center to a total of 65 hours per week (Weekdays, 1 to 10 PM; Saturdays, 10 AM to 10 PM; Sundays, 1 to 9 PM).
• Increase the number of recreational centers open in high-crime areas.	• Open six recreational centers in high-crime areas.
Increase the number of recreational staff working in centers.	<ul> <li>Hire additional recreational workers as staff to provide expanded services, 89 for Phase I and 114 for Phase II.</li> </ul>
Increase the services provided by the 15 existing recreational centers.	<ul> <li>Provide recreational services, including sports programs, arts and crafts activities, and dances;</li> <li>Provide supervised activities, including youth meetings and field trips;</li> <li>Initiate and maintain contact with other youth-serving agencies;</li> <li>Provide work-space for IMPACT Neighborhood Youth Coordinators, community informational offices, and neighborhood groups;</li> <li>Provide referrals to appropriate counseling agencies.</li> </ul>



# TABLE 1-2

## I & D CENTERS PROJECT RECREATIONAL CENTERS

ADDRESS	
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13200 Kinsman Road	
8303 Broadway Avenue	
2536 Central Avenue	
5705 Clark Avenue	
1910 West Boulevard	
4125 Fulton Road	
2355 East 82nd Street	
1201 Starkweather Avenue	
7312 Clinton Road	
2511 East 46th Street	
6250 St. Clair Avenue	
1380 East 32nd Street	
8611 Hough Avenue	
9206 Woodland Avenue	
10510 Drexel Avenue	
8316 Detroit Avenue	
3952 West 140th Street	
1290 West 25th Street	
1701 West 25th Street	
1911 West 30th Street	
2543 West 7th Street	

operational in accordance with the grant application's specifications.<sup>\*\*</sup> The number of project staff positions were thus increased to 114 for the second phase grant period.

The following section presents an analysis of project performance and management during the two phases of IMPACT funding.

\*Refer to THE CLEVELAND IMPACT CITIES PROGRAM, DIVERSION AND REHABILITATION OPERATING PROGRAM. EVALUATION REPORTS, Cleveland: Office of the Mayor (May, 1974). The I & D Centers Project report included in the EVALUATION REPORTS document addressed project performance through December, 1973.

### 2.1 EVALUATION APPROACH

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

It has become obvious that the Diversion and Rehabilitation Operating Program under which the I & D Centers Project is subsumed is not fully susceptible

### SECTION II

### EVALUATION AND DISCUSSION

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

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

By employing the MBO approach, project performance can be simply evaluated by asking, "Did the I & D Centers Project achieve its projectspecific objectives?" This can be easily answered by examining the collected data with respect to each objective.

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

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

The DCI for the I & D Centers Project was an instrument tailored to the services provided by each center rather than to the services rendered to each client. While the DCI was being implemented, another data collection form, the PSR, was developed as a necessary supplement to the DCIs due to the three-month interval between DCI data collection and the time required for data processing.

\*Refer to Appendices A and B, respectively, for examples of the project's DCIs and PSR.



The PSR format allowed for the capture of summary information about project performance facilitating manual data reduction and summarization. These forms were also specifically designed for each project but were submitted on a monthly basis for more frequent periodic manage-

The use of the DCI for this project was discontinued after the implementation of the PSR data collection form. This measure was taken to avoid duplication of data collection efforts since commensurable data

The following analysis of project performance and management therefore are supported primarily by the data retrieved from the summary PSRs. These data are supplemented by information contained in project director narratives, monitor reports, and other relevant documentation.

### ANALYSES OF PROJECT PERFORMANCE AND MANAGEMENT

These analyses assess each project objective and/or the methods by which the objective was to be met. In some cases, quantified objectives were not presented in the grant applications. Without comparative or baseline data, it is impossible to determine whether the I & D Centers Project has attained these project objectives. However, some reliable judgments can still be made about project performance with respect to these objectives if taking the factors which affect the results into consideration, such as



a discussion concerning relevant project activities is presented. Increase the hours of operation of existing centers. In accordance with this objective, the 15 existing centers were to extend their hours of operation to a total of 65 hours per week.\* The 15 centers were open and operating during an average of 90 percent of the time specified above, from late April 1973 through December 1974. January 1975, the last month of the IMPACT funding period, was not included in this computation since the project was phasing out during the month. Centers were not operating in accordance with the extended hours during the month; consequently, January 1975 was not representative of operations during the overall IMPACT funding period.

The deficit in the operational hours of the I & D Centers can be attributed to four major factors: (1) project staff shortages, (2) vandalism, (3) renovations, and (4) restrictions on days of operation. These factors resulted in intermittent periods of closure of various centers. The first i factor will be discussed more extensively with respect to the objective concerning project staffing. Other centers had to be closed during the two phases of funding for renovations due to their inadequate condition for continuous recreational services and for major repairs resulting from vandalism. Vandalism usually was a side effect of center staff shortages; \*Refer to Table 1-2 for a listing of the 15 centers, p. 1-6, supra.

client population and services. Therefore, for unquantified objectives,



i.e., on occasion, in the 15 existing centers and six new centers opened in high-crime areas of the City, the number of staff on duty were not adequate to maintain full order of those utilizing the facility, \* Finally, one center was restricted in the number of days of operation due to its location. The center was part of a church complex and project personnel agreed that recreational activities would not be conducted on Sundays.

# Increase the number of recreational centers open in high-crime areas.

The six centers located in high-crime areas of the City and specified in the project's first phase grant application were opened and became operational during 1973. One of these original centers, Woodhill Homes, was closed during the same year due to vandalism. In-house IMPACT approval in January 1974 permitted the substitution of the St. Ignatius High School gymnasium for this center. The St. Ignatius Center became operational in February 1974. Consequently, this objective was met; a total of six new centers was open and in operation during both phases of funding.

## Increase the number of recreational staff working in the centers.

Recreational workers, supplemental to the regular City recreational workers, were to be hired during IMPACT funding to expand recreational services and hours. These supplemental workers were the mainstay of the project insofar as the full achievement of project objectives were contingent on the services of these workers.

<sup>\*</sup>Centers were usually closed when staff shortages became critical in the provision of services or in the maintenance of rules and regulations.



During Phase I funding, the project was to hire 89 additional recreational workers for the 21 centers. This objective was met during the latter part of 1973 when 92 workers were secured for the I & D Centers. The additional three persons were hired during first phase funding due to the critical nature of staff shortages during the period.

During Phase I, project staff shortages resulted from numerous resignations and an unwillingness to work on weekends.<sup>\*</sup> During the period, the number of available City workers was also limited, compounding center personnel shortages. The three additional persons hired at the end of 1973 were to substitute for personnel not working on Saturdays and/or Sundays during the first phase funding period.

For Phase II funding, the number of I & D Center workers was increased to 114 to alleviate some of the deficiencies experienced during Phase I. Both center recreational and maintenance staff were proposed to be increased for the second phase of funding. During Phase II, the project did not meet this objective; at most, 102 workers were engaged in project operations at one time. The full staff complement was not secured due to budgetary constraints. For the Phase II budget, the project did not allocate funds for personnel unemployment benefit costs due at the termination of IMPACT funding.

Table 2-1 presents a comparison of project staffing for Phase I

\*During first phase funding, the project reported a number of resignations as an outcome to low salaries and long working hours, particularly during weekends.

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	TABLE 2-1									
1	I & D CENTERS PROJECT									
	SUMMARY OF PROJECT STAFFING									
Le and	STAFF	PHASE I *	PHASE II							
	CENTER STAFF		n mana da antina de a							
	Program Director:		a - managa dhi dharanga dharayan nga kata da sa da sa							
	Expected mosworker time	13.75	7.50							
	Actual mosworker time	13.75	7.50							
	% difference-worker time	0%	0%							
	Workers/position **	1.00	1.00							
	% working 80%+ mos.	100%	100%							
	Recreational Instructors:		and <mark>a sea a sub-sea a</mark>							
	Expected mosworker time	389.75	221.00							
	Actual mosworker time	338.00	213.25							
	% difference-worker time	- 13%	-4%							
	Workers/position	1.79	1.38							
	% working 80%+ mos.	29%	55%							
	Physical Directors:	• ************************************	ny no - ya aju na mang kadinashi jugihashi nga malaka ngaga kang da Kisay kang kang kang kang kang kan kan kan							
	Expected mosworker time	229.25	179.70							
	Actual mosworker time	269.75	157.50							
	% difference-worker time	+18%	-12%							
	Worker/position	2.82	1.12							
	% working 80%+ mos.	19%	64%							
	Flay Directors:									
	Expected mosworker time	110.00	135.00							
	Actual mosworker time	120.25	91.75							
	% difference-worker time	+9%	-32%							
	Workers/position	1.50	1.06							
	i % working 80%+ mos.	- 50%	37%							
	Youth Specialist									
t Bar	Expected mosworker time	13.75	15.00							
	Actual mosworker time	11.50	5.25							
	% difference-worker time	-16%	-65%							
	Workers/position	1.00	1.00							
	% working 80%+ mos.	100%	0 <i>%</i> 0							
	*Phase I computations are based on a st	arting date of April 23, 19	73, when the							
	recreational centers were officially oper									
	**Workers/position was computed based		workers hired							
	divided by the number of positions availa									
	percent working during 80 percent or mo									
	sentation of the staff turnover. That is,	a high turnover is repres	ented when the							
	worker/position ratio is high and the per	cent working for 80 perce	ent or more of							

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the period is low.

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TABLE 2-1 (Continued)		
	PHASE I	PHASE II
Director of Recreation: Expected mosworker time Actual mosworker time % difference-worker time Workers/position % working 80%+ mos.	11.00 10.25 -7% 3.00 0%	7.00 7.00 0% 1.00 100%
TOTAL CENTER STAFF: Expected mosworker time Actual mosworker time % difference-worker time Workers/position % working 80%+ mos.	767.50 763.50 -1% 2.05 27%	565.20 482.25 -15% 1.20 54%
TOTAL OTHER STAFF: * Expected mosworker time Actual mosworker time % difference-worker time Workers/position % working 80%+ mos.	439.00 405.50 -8% 1.59 45%	262.50 185.00 - 30% 0.97 59%
TOTAL I & D CENTERS STAFF: Expected mosworker time Actual mosworker time % difference-worker time Workers/position % working 80%+ mos.	1206.50 1169.00 -3% 1.89 33%	827.70 667.25 -19% 1.13 55%
1		- <b>I</b>



and Phase II. The data from the Table indicate that although a lesser deficiency in worker time was experienced during Phase I. there was generally a higher turnover in staff during the first phase of funding as opposed to the second phase of funding. Project personnel shortages during Phase I were due chielfly to this turnover in staff. It should be noted. however, that staff shortages were not unique to the Phase I funding period. Staff shortages during Phase II resulted principally from an inadequate number of persons hired for the number of positions in conjunction with the layoffs occurring during the last month of funding for phasing out project operations.

Increase the services provided by the 15 existing recreational centers. This objective was met although not to the fullest extent possible, mainly because of the previously mentioned center staff shortages. Three general types of activities were to be implemented during the two phases of funding in expanding the services provided by the 15 existing recreational centers: (1) expanding the available recreational services, (2) providing specialized activities to the target population, and (3) interacting with other youth-serving agencies. Due to significant personnel limitations, the expansion of recreational services was restricted to those centers which had the staff and the physical capacity to provide the additional activities. Shortages in personnel also hindered the implementation of specialized activities in all the I & D Centers since these activities required . 1 1. E. 12 1 

staff supervision. When the centers' hours were extended, project personnel notified other youth-serving agencies of the time extensions and solicited referrals from these agencies. Project staff continued to send such correspondence; however, agencies generally were not responsive to the project's solicitations. Through the utilization of space provided by the I & D Centers, the project frequently interacted with neighborhood and community groups and with other IMPACT activities, particularly the IMPACT Youth Neighborhood Coordinators Project.

In summary, due to the nature of the project, personnel shortages during both phases of funding limited the extent to which other project objectives could be attained. These limitations included (1) the number of hours during which the centers could be opened, (2) the number of activities which could be made available to youth, and (3) the ability to expand the centers' specialized activities and recreational services.

During the two phases of funding, the project served an average of 57,844 youth per month through the 21 centers. Forty-nine percent of these youth were in the age range of 12 to 17 years. PSR data further indicate that each youth using the centers' facilities did so an average of three times per month. Based on federal funds expended or encumbered by the project, the average cost per youth using the I & D Centers was about one dollar per month and the average cost per hour of operation of the 21 centers was slightly more than thirteen dollars.



SECTION III SUMMARY AND CONCLUSIONS The I & D Centers Project was established to provide constructive and legitimate leisure-time activities particularly at night and on weekends to delinquent and potentially delinquent youth. These activities were to occupy the extra, free time of these youth, in an attempt to decrease circumstances favorable to the commission of crimes. Through its implementing agency, the City Department of Recreation, the project proposed to increase recreational services for youth principally by: expanding the available programs and hours of the 15 Ø existing recreational services, opening six additional centers, and supplementing the total 21 centers with additional staff • hired through the project. The preceding analyses of performance indicated that the project achieved or nearly achieved all objectives specified in its grant applications during the IMPACT funding period. An area of concern during the grant period, particularly during Phase I funding, was the high turnover in staff and resulting personnel shortages in the recreational centers. Personnel shortages demonstrated several detrimental effects on project operations including (1) limiting the number of hours during which the centers could be open, (2) limiting the number of activities which could be made ilable

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to youth, and (3) limiting the capability to expand centers' services for specialized activities.

Despite the limitations experienced by the project as a consequence of personnel shortages, the overall results obtained by the project were substantial, particularly with respect to the target population served. The I & D Centers Project extended services to nearly 60,000 youth per month at a cost of about one dollar per month per youth using the centers.\*

Although the project phased out during the last month of IMPACT funding, project operations have been reinstituted at a reduced level. During January 1975, the majority of project staff were laid off since City budgetary constraints did not permit the maintenance of full project operations. A number of center staff have been rehired under available Comprehensive Employment Training Act (CETA) funds after a mandatory 30-day layoff period.

\*This figure is based on federal funds expended or encumbered by the project and does not include grantee contribution costs.

PROJECT DATA COLLECTION INSTRUMENT

APPENDIX A



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1 - This Center's Services Not Appropriate to Youth's Needs.

APPENDIX B

PROJECT PERFORMANCE STATUS REPORT

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IMPACT ATUS REPORT

> CENTER -----

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Reporting Period (Month):

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Community Agency/Project ct during this period who are:

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luring this period. th No. of Staff No. of Sessions No. of Hours ount

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