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CLEVELAND IMPACT CITIES PROGRAM -  
EMPLOYMENT OPERATING PROGRAM  
CLEVELAND SUMMER RECREATION  
PROJECT

August 1974

**OFFICE OF THE MAYOR**  
**IMPACT CITIES**  
**ANTI-CRIME PROGRAM**

**CENTRAL  
FILE**

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CLEVELAND IMPACT CITIES PROGRAM -  
EMPLOYMENT OPERATING PROGRAM -

CLEVELAND SUMMER RECREATION PROJECT 7

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## SECTION I

### INTRODUCTION AND BACKGROUND

#### 1.1 OPERATING PROGRAM OVERVIEW

The Cleveland IMPACT Cities Program is an intensive planning and action effort designed to reduce the incidence of stranger-to-stranger IMPACT 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, victimization, 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 depicts the hierarchical program structure and indicates the projects which are operational. The figure also shows the various projects as they relate to the Performance Management System (PMS) structure of the ultimate goal, four sublevel goals, five Operating Programs, and 37 projects. The PMS structure was developed to permit reliable and accurate evaluative measurement of program/project effectiveness

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\*Stranger-to-stranger IMPACT 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 known to each other.



ULTIMATE  
GOAL

SUB-LEVEL  
PROGRAM  
GOALS

OPERATING  
PROGRAMS

PROJECTS  
AND/OR  
ACTIVITIES

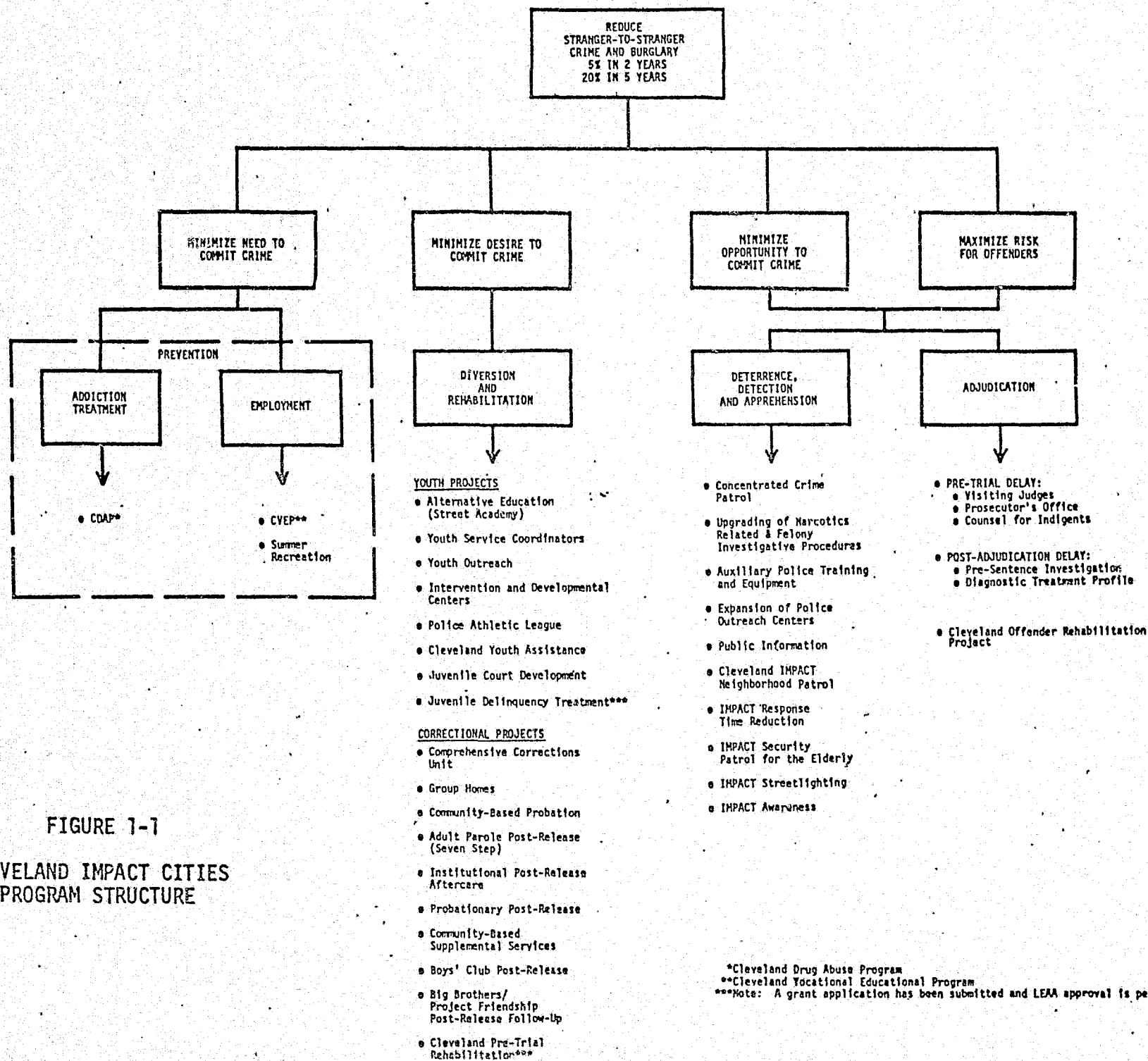


FIGURE 1-1

## CLEVELAND IMPACT CITIES PROGRAM STRUCTURE

\*Cleveland Drug Abuse Program  
 \*\*Cleveland Vocational Educational Program  
 \*\*\*Note: A grant application has been submitted and LEAA approval is pending.





and efficiency with reference to the ultimate goal, the sublevel program goals, and specific project objectives. All of these measures and objectives were set forth in detail in the Cleveland IMPACT Cities Program EVALUATION COMPONENT, a technical document published in June 1973.

The Employment Operating Program was established to minimize the need to commit crime among key groups within the overall IMPACT target population, specifically pre-delinquent and delinquent youths\* and adjudicated offenders. The overall measure of successful performance of this Operating Program is a reduction in the number of juvenile and adult first offenders and recidivists.\*\*

As a planning and evaluation tool, PMS is a method designed to permit quantitative and qualitative measurement of program effectiveness

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\*For example, the IMPACT MASTER PLAN noted that "according to the FBI Uniform Crime Report statistics, almost half of the serious crimes are committed by juveniles. In Cleveland, 57 percent of the IMPACT target crimes of robbery and burglary are committed by males under the age of 20." See IMPACT PROGRAM MASTER PLAN -- 1972, p. 5-6, Office of the Mayor, IMPACT Anti-Crime Program (1972).

\*\*According to the definition of the National Advisory Commission on Criminal Justice Standards and Goals, "recidivism is measured by (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status." See National Advisory Commission on Criminal Justice Standards and Goals, REPORT ON CORRECTIONS, p. 513, Washington: GPO (1973). Where practicable, this definition of recidivism will be used in measuring the performance of Employment Operating Program projects. However, inherent data limitations may require substitution of a less restrictive definition such as "rearrest recidivism" without complete information concerning subsequent longitudinal judicial and correctional dispositions.



in terms of a hierarchy of explicitly defined goals and objectives. The initial steps in applying the PMS methodology involve 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 (such as the minimization of the need to commit crime) and Operating Program objectives, eventually down to the level of project-specific accomplishments. Because the IMPACT goal-setting concept under PMS was intended to be crime-specific, 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.

For some time, there has been a major concern that the fundamental assumptions underpinning evaluation of the Employment Operating Program are not fully susceptible to the rigor of the PMS crime-specific program structure. The nature and scope of the Operating Program require a data base supported by sophisticated data collection schemes and data analysis routines. For example, the two projects subsumed within the Employment Operating Program, at the time they were initially planned, were predicated on the assumption that baseline data would be available against which to compare project performance data. The comparison of



the baseline and project data was intended as the basis for evaluative assessments of individual project effectiveness and efficiency. Over a year of operational experience has shown that while project data can be collected, often on an offender-specific, time-specific, and area-specific basis, commensurable baselines were impossible to develop for detailed evaluation of the Employment projects. Either the implementing agencies, as part of their routine reporting procedures, did not gather such statistical breakdowns prior to the inception of IMPACT funding, or the projects themselves represented new institutional creations with no previous experience because they were innovative. The consequence has been that evaluation of the Employment projects has been very restricted in terms of commensurable "before" and "after" data comparisons.

This is not to say, however, that meaningful evaluations of the IMPACT Employment projects are impossible. Federal experience in the management of large-scale social programs has demonstrated that 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 IMPACT implementing agency define its objectives in terms of measurable accomplishments and then monitor the project to insure that the agency indeed accomplished 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. The performance analysis which follows employs both the PMS and MBO approaches, as appropriate to the available data.

The scope of this evaluation is restricted to one project within the Employment Operating Program, the Cleveland Summer Recreation Project. This project, in combination with the Cleveland Vocational/Educational Project (CVEP), addressed the problem of the unemployed young male, the truant, and the school dropout in Cleveland. Local data indicate that there is a strong positive correlation between the incidence of delinquent behavior generally and the lack of opportunities for productive use of leisure time by delinquent and high-risk inner-city youth. Furthermore, in 1972 it was recognized that such youth, in areas of the City where there is substantial opportunity for involvement in delinquency, had limited prospects for productive use of their leisure time during the summer months.

The Cleveland Summer Recreation Project represents only one set of specific objectives among several for the Employment Operating Program. CVEP was designed as a much larger and more comprehensive effort to improve the rehabilitation of IMPACT offenders and ex-offenders by providing jobs for IMPACT clients. The overall CVEP objective was to enable the clients to earn an adequate income which in turn would establish the minimal conditions necessary for self-respect, vocational advancement,

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\*For a detailed discussion of MBO, see Havemann, Joel, "Administrative Report/OMB Begins Major Program to Identify and Attain Presidential Goals," NATIONAL JOURNAL (June 2, 1973); and Brady, Rodney H., "MBO Goes to Work in the Public Sector," HARVARD BUSINESS REVIEW (March-April 1973).





and participation in the economic mainstream of the City and the surrounding area. However, the Cleveland Summer Recreation Project was intended to meet a much more short-term need, the provision of supervision and facilities for leisure-time activities during the summer months of 1972 and 1973.

## 1.2 PROJECT OVERVIEW

The principal objective of the Cleveland Summer Recreation Project (CSRP) was to enable City parks and recreational facilities to remain open and available to the City's youth during the summer. Project funds were utilized to retain instructional and supervisory personnel at these facilities during the summer season. Project tasks focused on providing training in guidance and leadership techniques to these seasonal personnel. Programmatically, these personnel were essential to the successful operation of the parks, pools, playgrounds, and recreation centers for two reasons: First, City experience has shown that it was not advisable to open these facilities during the summer months without trained supervisory personnel; and second, these personnel would be in a key position to provide positive peer and young adult behavior examples to the youth who would be using the facilities. The central Project hypothesis can be stated as follows: If the recreational facilities can be kept operating during the summer months, then (1) the need of the young adult supervisors, employed to operate the facilities, to commit crimes for money will decrease, (2) their school behavior will improve, and (3) the incidence of IMPACT



offenses committed by delinquent, potentially-delinquent, and disadvantaged youth who visit the facilities will decrease, and/or the potential for these youth to commit IMPACT crimes will decrease.\* Table 1-1 presents the Project's methods and activities, and the corresponding objectives to be accomplished through these means.

In 1972, the Cleveland Summer Recreation Project was to provide summer supervisory personnel through the City of Cleveland, Department of Public Properties, Division of Recreation. These personnel were to oversee, train, and counsel, as appropriate, Neighborhood Youth Corps (NYC) enrollees who would be working at 33 City swimming pools and 108 City playgrounds.\*\* Project operations were to focus in part upon providing the NYC enrollees with positive work role models, including regular attendance at rewarding work assignments, and structured interactions with young adult role models. The NYC enrollees would, in turn, positively influence the more than 150,000 young persons visiting the facilities.

On a practical level, therefore, three populations would benefit from Project activities: (1) the young adults hired as NYC supervisors;

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\*A corollary to this hypothesis concerns the social and psychological effects of these recreational environments. Specifically, if the open facilities are situated throughout the City in order to be readily accessible to most youths, then these youths' positive preoccupation with leisure-time activities would minimize the opportunities for their involvement in delinquent behavior.

\*\*NYC enrollees were to be hired using federal Economic Opportunity Act Neighborhood Youth Corps monies. Supportive equipment and personnel were financed through a \$163,000 Recreational Support Grant also from the Economic Opportunity Act. The Act is administered by the U.S. Department of Labor. Receipt of these funds was conditioned on the City providing on-site supervision for the 3,000 NYC enrollees.



TABLE 1-1

PROJECT GOALS, METHODS, AND OBJECTIVES  
 CLEVELAND SUMMER RECREATION PROJECT (CSRP)  
 (Source: Project Discretionary Grant Applications)

Project Component	Goal/Objective	Method of Accomplishment
Phases One and Two	Reopen and maintain 33 City swimming pools and 108 City playgrounds for use by disadvantaged youth as well as other Cleveland residents	Hire young adults and Neighborhood Youth Corps (NYC) enrollees to supervise, maintain, and administer these facilities; place youth in other appropriate City agencies to gain work experience
Phase One, Summer 1972	Provide 191 young adult supervisors and 3,000 NYC enrollees to operate recreational facilities	<ul style="list-style-type: none"> <li>• Screen and test applicants from colleges and universities</li> <li>• Screen and test NYC enrollees through the City of Cleveland, Department of Human Resources and Economic Development, and the Cleveland Board of Education</li> <li>• Place personnel in appropriate summer work experience positions in appropriate City agencies, including the Department of Public Properties, Division of Recreation and Division of Parks</li> <li>• Train appropriate personnel in counseling, youth guidance, and youth leadership methods</li> <li>• Train appropriate personnel in recreational facilities administrative techniques and requirements</li> </ul>
Phase Two, Summer 1973	Provide pre-service training and orientation to youth leaders and recreation supervisors	<ul style="list-style-type: none"> <li>• Retain professional training consultants and experienced academic staff from local universities</li> <li>• Conduct eight training/orientation sessions for leaders and supervisors</li> </ul>



(2) the NYC enrollees themselves; and (3) the Cleveland youth who would be given recreational opportunities during the summer by attending the supervised parks, swimming pools, and playgrounds. Project documentation\* indicated that the first two populations would be selected from those individuals meeting federal eligibility criteria. As a practical matter, these criteria stipulate that first priority on participants must be persons who (1) are 14 through 22 years of age, (2) are members of a family whose income is below the federal poverty level guideline, (3) do not have suitable employment, and (4) are either a school dropout, a member of a minority group, or handicapped. The second priority on eligible participants includes disabled and/or Vietnam era veterans under 30 years of age. The third target population, i. e., the Cleveland youth who would be able to take advantage of the recreational facilities, consists of approximately 44,000 persons aged 14 through 18 residing in the City of Cleveland.\*\*

### 1.3 PROJECT IMPLEMENTATION

Planning for the Cleveland Summer Recreation Project (CSRP) began during the late spring months of 1972. The Project discretionary grant application proposed recruitment of 191 young adult supervisors and City personnel. These Project employees would direct 3,000 NYC enrollees

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\*Administrative memorandum, THE CLEVELAND COMPREHENSIVE SUMMER YOUTH EMPLOYMENT PROGRAM (YEP) -- 1973, Department of Human Resources and Economic Development (Spring 1973).

\*\*The Department of Human Resources and Economic Development 1973 estimate of 43,796 includes 29,054 enrolled in Cleveland public schools, 4,907 attending private schools, and 9,835 not affiliated with a school. Further, the number of "disadvantaged youth" in the City is estimated to be in excess of 32,000.





over a period of ten weeks during the summer months of 1972. The young adult supervisors were to work closely with the 3,000 NYC enrollees, supplying the manpower necessary to open Cleveland's 33 swimming pools and 108 playgrounds during the summer. Their specific tasks were to:

- Reduce potentially delinquent behavior of the NYC enrollees by providing them with positive work roles and structured interactions with young adult role models;
- Increase positive school behaviors of the enrollees by accustoming the youth to regular attendance at work sites for which they were to be remunerated;\* and
- Provide positive work experiences at varied job sites for potentially delinquent, economically disadvantaged youths through quality work tasks and supervision of the tasks.

The Division of Recreation of the City's Department of Public Properties assumed primary operational responsibility for the management and implementation of the project. The Division of Recreation was to work closely with the administrative staff of the Department of Human Resources and Economic Development and the professional staff of the Cleveland Foundation.

CSRP activities were to take place initially during a ten-week period during summer 1972. At the conclusion of the principal Project effort on September 30, 1972, many of the young adults employed in the recreation-supervisor positions indicated to Project staff their satisfaction

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\*The grant application noted that "prior evaluations of NYC programs have indicated significant relationships between NYC enrollment and grade achievement, school dropout rates, and school attendance."



with the CSRP approach. These young adults also provided the Project with their perceptions of the appropriateness of the in-service training to the actual work performed. As a result of these comments, the Department of Human Resources and Economic Development (HRED), as the coordinating City Department for the Project, decided to modify the training component of the proposed 1973 summer youth recreational program. HRED requested and received permission to bifurcate the CSRP grant activities into two discrete but related phases of effort. The first phase was the ten-week employment period during summer 1972; the second phase was a series of orientation/training seminars for youth leaders and recreation supervisors preparatory to the recreational activities of the City's 1973 Comprehensive Summer Youth Employment Program. Formal documentation regarding this change was prepared and submitted early in 1973; approval was received from LEAA on March 26, 1973.

During Phase One, the supervisors were to work 40 hours per week over the ten-week period. They were to organize two work crews of NYC enrollees; the enrollees were limited to 26 hours of employment per week. The supervisors and enrollees were to be assigned to "800 scattered work sites," including the 33 swimming pools and 108 playgrounds.

Phase One orientation sessions were to be conducted under the auspices of the Cleveland Joint Recreation Council.\* These sessions

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\*The Cleveland Joint Recreation Council is composed of representatives of the City of Cleveland, the Cleveland Board of Education, and the Federation for Community Planning.



were to be held on a bi-weekly basis to enable the recruits to improve their understanding of the NYC enrollees, the program itself, and their roles as supervisors. The orientation and training program of the Recreation Council was to be conducted by professionals in the recreation field.

Phase Two proposed a series of eight training sessions, to be conducted by professional consultants and experienced academic staff from local universities. These training sessions were designed to orient the supervisors who were to participate in the City's 1973 Comprehensive Summer Youth Program (CSYP).

Initially, the City anticipated that the employment component of the CSYP would be supported by a substantial allocation of federal NYC funds. When these funds were impounded by the Federal Government during the spring months of 1973, the City was allocated earmarked Public Employment Program (PEP) funds which would support a limited summer program. The City announced its intention to supplement these funds with revenue-sharing money. Thirty-five percent of the available work experience job slots were to be developed by the Cleveland Board of Education, a sub-agent for the Cleveland PEP.

Given the scope and size of the Summer Program and the ambiguity of federal assistance in interpreting operational guidelines with respect



to (1) responsibility for recruitment of youths, (2) determination of eligibility for participation, (3) acceptability of a large number of job sites, and (4) delegation of fiscal responsibility, the 1973 Summer Program was confronted with substantial administrative difficulties in the early stages of implementation. Many of these difficulties persisted throughout the summer. The LEAA-sponsored pre-program training of seasonal staff, pursuant to Phase Two of the IMPACT-funded Cleveland Summer Recreation Project, proved invaluable as these young persons provided skilled assistance to City administrators in solving many of the problems which arose from ambiguities in the guidelines.

The 1972 Phase One effort of CSRP was designed and implemented to facilitate delivery of recreational services directly to youths with the assistance of the young adult supervisors. Drawing upon the 1972 experience, the 1973 Phase Two of CSRP was designed and implemented to prepare supervisors for operational responsibilities of a large-scale Summer Youth Employment Program.





## SECTION II

### PERFORMANCE RESULTS

#### 2.1 EVALUATION OVERVIEW

This section presents a performance analysis of the Cleveland Summer Recreation Project (CSRP) from both the PMS and MBO analytical points of view.\* The principal analysis utilizes the MBO approach as a result of the absence of commensurable baseline data and the lack of detailed Project operational data. Three Project objectives were used to evaluate CSRP performance; these objectives were presented in Table 1-1. A secondary analysis utilizes PMS techniques; the effectiveness and efficiency measures and their corresponding data elements are presented in Table 2-1.

This evaluation is supported by data made available from two sources: (1) the CSRP Project Director's Discretionary Grant Progress Reports; and (2) the Cleveland Area Comprehensive Summer Youth Employment Program files maintained by the Program's coordinating agency, the City of Cleveland Department of Human Resources and Economic Development (HRED). The Director's Reports cover the periods from June 15 to September 14, 1972, and from April 1 to September 30, 1973. HRED files contain information such as preliminary payroll transcripts, surveys of Project participant attitudes, memoranda

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\*The MBO (Management by Objective) and PMS (Performance Management System) approaches were discussed in detail in Section I.



TABLE 2-1  
PERFORMANCE ELEMENTS  
CLEVELAND SUMMER RECREATION PROJECT (CSRP)

	EFFECTIVENESS MEASURES	EFFICIENCY MEASURES	DATA ELEMENTS
OVERALL	(1) Decrease in number of IMPACT and non-IMPACT crimes by youth in CSRP	(1) Percentage reduction in IMPACT and non-IMPACT crimes committed by youth in CSRP	(1) Total number of IMPACT and non-IMPACT crimes committed by CSRP target population and by youth in CSRP, baseline and during grant period
OTHER	<p>(2) Decrease in delinquent behavior of CSRP youth</p> <p>(3) Increase in positive school behavior of CSRP youth</p> <p>(4) Improvement in work experiences for delinquent economically disadvantaged youth</p>	<p>(2) Percentage reduction in delinquent behavior of CSRP youth</p> <p>(3) Qualitative assessment of improvement in school behavior of CSRP youth</p> <p>(4) Percentage of youth in CSRP for whom work experiences are beneficial</p>	<p>(2) Follow-up assessment report on number of CSRP youth involved in delinquent behavior, baseline and during grant period</p> <p>(3) Qualitative follow-up assessment report on changes in school behavior of CSRP youth</p> <p>(4) Number of youth who gain jobs, number of days in attendance at work sites, number of youth satisfied with work experiences</p>



to youth leaders and Neighborhood Youth Corps (NYC) enrollees, transcripts of selected meetings with these leaders and enrollees, and office/agency procedural manuals and documentation.

The Progress Reports presented a number of documents which provided additional insight into the performance and activities of personnel employed through grant funds. These documents include: (1) Summer Youth Program Evaluation -- 1972; (2) Summer Youth Program Survey Summary; (3) General Pool Policies and Pool Personnel Duties and Responsibilities; (4) Pool Evaluation -- 1972; (5) Summer Playground Report -- 1972; (6) Summer Playground Ratings -- 1972; and (7) THE CLEVELAND AREA COMPREHENSIVE SUMMER YOUTH EMPLOYMENT PROGRAM: A REVIEW OF THE FEDERALLY-FUNDED YOUTH EMPLOYMENT PROGRAM FOR WHICH THE CITY OF CLEVELAND WAS DESIGNATED PRIME SPONSOR (JUNE 18 - AUGUST 31, 1973).

The population directly involved in CSRP activities consisted of college-age Cleveland residents who met federal criteria of disadvantage. These individuals were involved in the Project between college terms or prior to fall enrollment as a freshman. During Phase One, the Project provided funds to employ these personnel throughout the summer. During Phase Two, they were to be employed through other program sources during the summer while IMPACT funds supported their pre-employment training and orientation. These other sources included



(1) the U.S. Department of Labor, through Emergency Employment Act (EEA) funds for a Summer Youth Employment Program and a Public Employment Program, and through Economic Opportunity Act (EOA) funds for a Recreational Support Grant Neighborhood Youth Corps Program and a Summer Youth Transportation Program; (2) the U.S. Department of Health, Education and Welfare through Elementary and Secondary Education Act Title I funds for a Summer Program for Action to Renew the Environment (SPARE); (3) the U.S. Department of Agriculture through the Summer Lunch Program for disadvantaged students; (4) the State of Ohio through a Vocational/Educational Subsidy; and (5) the City of Cleveland through General Revenue Sharing monies.

Evaluation of Phase One activities has been based upon the results of the NYC-PEP activities during summer 1972. The funding sources and fund flow for Phases One and Two have been identified for the purposes of IMPACT fiscal reporting. However, the City encountered numerous problems in maintaining records on the activities of approximately 1,100 persons of high school and college ages. For example, many applicants often completed an application for each CSYP operating program in which they participated. Furthermore, in 1973, many of the youth who completed applications appeared for work using different or transposed names.\* It is, therefore, impractical to attempt to formally define, discuss or count the persons employed by the City's summer recreation

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\*Sources: HRED SYEP files; interviews with present and former Project administrative personnel.





activities or, as necessary for this evaluation, to separate the activities of the IMPACT-funded youth from the other persons employed during summer 1972. These problems were more complex in 1973, when nine discrete sources provided funds through five state or federal mechanisms to the City of Cleveland, the Cleveland Board of Education, and Geauga and Lake Counties, in addition to the LEAA IMPACT subvention.

Therefore, in terms of assessment of the 1972 and 1973 performance of the summer recreation activities funded by IMPACT and coordinated by the City of Cleveland, this evaluation must consider the activities of the entire effort for each year\* and infer results of the IMPACT-funded efforts from the aggregated results of all activities. The evaluation discussion presented below develops, to the extent possible, the results of the efforts of the IMPACT-funded personnel. Where this posture is impractical, the discussion illustrates the activities of all groups and agencies with appropriate clearly-defined inferences regarding the activities of CSRP employees supported by IMPACT funds.

## 2.2 PERFORMANCE ANALYSIS

This section presents a description and analysis of the activities of the Cleveland Summer Recreation Project (CSRP) and the extent to

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\*The discussion below, of necessity, will address 1972 and 1973 activities separately and differently due to the nature of IMPACT funding in each of the years.



which these activities succeeded in meeting the Project's stated objectives. Section 2.2.1 describes results appropriate to Phase One of the Project, including activities in the summer of 1972. Phase One results are discussed in terms of (1) their programmatic achievements, pursuant to the MBO objectives presented in Table 1-1, and (2) a PMS assessment of effectiveness and efficiency in achieving certain more broadly-defined goals, as presented in Table 2-1. Section 2.2.2 utilizes the MBO approach exclusively in an analysis of the results of Phase Two CSRP performance.

Prior to discussion of the results of each phase of Project activities, it is useful to examine the achievements of both phases from the aspect of the overall programmatic objectives. Table 1-1 indicated that the Project would seek to reopen and maintain 33 City swimming pools and 108 City playgrounds for use by disadvantaged youth as well as other Cleveland residents. This objective has been met. The youths employed as playground or pool supervisors, work team supervisors in other City agencies, and work team members throughout the City permitted the Division of Parks and the Division of Recreation to staff the pools and playgrounds adequately. During Phase One of the Project, these personnel assisted in the operation of 145 recreational facilities, consisting of 109 playgrounds, 33 swimming pools, two beaches, and one recreation center.\* Precise data are not available to indicate the number and type

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\*A multi-service recreation center is located at John Marshall High School, 3952 West 140th Street, and is operated by the Cleveland Board of Education in conjunction with the City of Cleveland.



of facilities opened during summer 1973; however, documentation of the 1973 Cleveland Area Comprehensive Summer Youth Employment Program (SYEP) indicates that the facilities open during that year were the same as those under the 1972 Program.\*

The Phase One activities included employment of young adult supervisors and instructors for the recreational facilities. Of the 482 persons employed in these positions, 435 worked during the entire summer period; the remainder worked less than six days each. Attendance at the recreational sites was a total of 2,026,319 person-days consisting of 1,019,178 (50 percent) boy-days, 884,500 (44 percent) girl-days, and 122,641 (six percent) spectator-days during the 1972 Summer Program.\*\* In the 1973 SYEP, 13,423 persons were enrolled in the Neighborhood Youth Corps and similar activities, while 105 young adult supervisors and monitors were employed to assist in Program operations.

The overall Project objective indicated that the summer recreation facilities would be opened to disadvantaged youth and other Cleveland

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\*Sources: (1) THE CLEVELAND AREA COMPREHENSIVE SUMMER YOUTH EMPLOYMENT PROGRAM: A REVIEW OF THE FEDERALLY-FUNDED YOUTH EMPLOYMENT PROGRAM FOR WHICH THE CITY OF CLEVELAND WAS DESIGNATED PRIME SPONSOR (JUNE 18 - AUGUST 31, 1973), Department of Human Resources and Economic Development, City of Cleveland, 12 December 1973, pp. 10 and 22; and (2) interviews with Program administrative and evaluation personnel.

\*\*Source: Project notes compiled by Daniel M. Mason, Program Supervisor, Division of Recreation, in the preparation of 1972 Summer Program final reports to the Department of Public Properties, City of Cleveland.



residents. Attendance was taken by counting the number of spectators and participants at each site each day during the 1972 Summer Program. As noted above, these attendance totals indicate a gross of over two million attendees. The logistic circumstances of each site made it impractical to query each attendee regarding city of residence, area within that city, and/or "disadvantage" status. However, since there was at least one of the summer recreational sites in 26 of the 28 Social Planning Areas\* in the City of Cleveland in 1972, it can be reasonably inferred that most of the attendees were City residents.\*\* Figure 2-1 presents a map of Cuyahoga County which delineates the 28 "Analytical Planning Areas" in the City which are coincident with the 28 "Social Planning Areas" defined by the Federation for Community Planning. The City Areas are numbered 15 through 42 on the map. Although their economic status could not be readily determined at the recreational sites, it is reasonable to assume that the attendees were predominantly from the highly-urbanized central city (i. e., Cleveland) with its generally lower economic environment as opposed to the more affluent suburban municipalities. With respect to the "disadvantage" of the attendees, the central-city youth would,

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\*No recreational facilities were situated in the "Downtown" or "University" Social Planning Areas (SPAs). The former SPA consists principally of office buildings and industries; the latter SPA includes Case Western Reserve University.

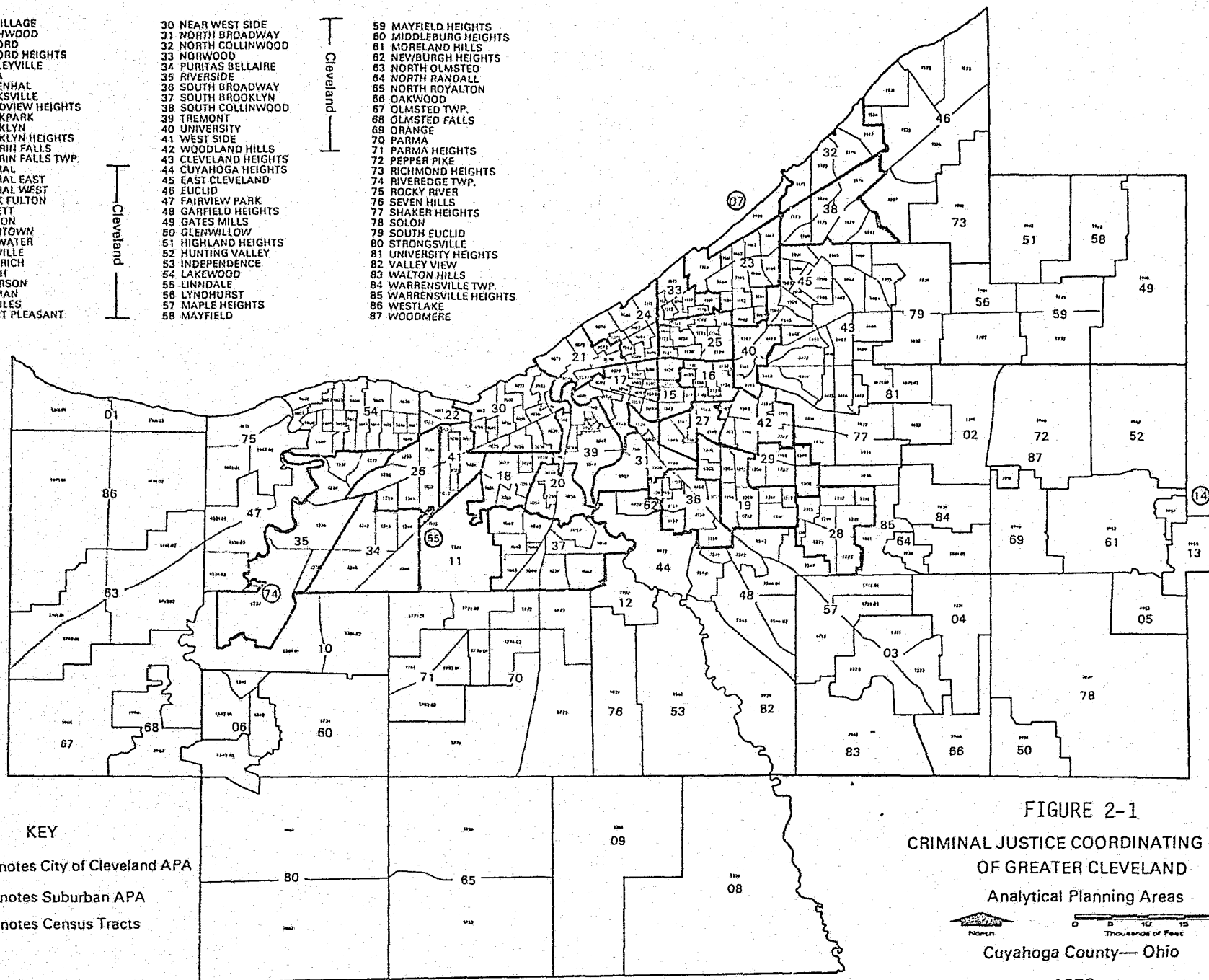
\*\*This assumption is affirmed by Project personnel who visited the sites on a "spot-check" basis for evaluation purposes. Most of the youth were recognized as being from the surrounding neighborhoods.





# ANALYTICAL PLANNING AREAS CUYAHOGA COUNTY 1973

- |                       |                      |                         |
|-----------------------|----------------------|-------------------------|
| 01 BAY VILLAGE        | 30 NEAR WEST SIDE    | 59 MAYFIELD HEIGHTS     |
| 02 BEACHWOOD          | 31 NORTH BROADWAY    | 60 MIDDLEBURG HEIGHTS   |
| 03 BEDFORD            | 32 NORTH COLLINWOOD  | 61 MORELAND HILLS       |
| 04 BEDFORD HEIGHTS    | 33 NORWOOD           | 62 NEWBURGH HEIGHTS     |
| 05 BENTLEYVILLE       | 34 PURITAS BELLAIRE  | 63 NORTH OLMS TED       |
| 06 BERE A             | 35 RIVERSIDE         | 64 NORTH RANDALL        |
| 07 BRATENH AL         | 36 SOUTH BROADWAY    | 65 NORTH ROYALTON       |
| 08 BRECKSVILLE        | 37 SOUTH BROOKLYN    | 66 OAKWOOD              |
| 09 BROADVIEW HEIGHTS  | 38 SOUTH COLLINWOOD  | 67 OLMS TED TWP.        |
| 10 BROOKPARK          | 39 TREMONT           | 68 OLMS TED FALLS       |
| 11 BROOKLYN           | 40 UNIVERSITY        | 69 ORANGE               |
| 12 BROOKLYN HEIGHTS   | 41 WEST SIDE         | 70 PARMA                |
| 13 CHAGRIN FALLS      | 42 WOODLAND HILLS    | 71 PARMA HEIGHTS        |
| 14 CHAGRIN FALLS TWP. | 43 CLEVELAND HEIGHTS | 72 PEPPER PIKE          |
| 15 CENTRAL            | 44 CUYAHOGA HEIGHTS  | 73 RICHMOND HEIGHTS     |
| 16 CENTRAL EAST       | 45 EAST CLEVELAND    | 74 RIVEREDGE TWP.       |
| 17 CENTRAL WEST       | 46 EUCLID            | 75 ROCKY RIVER          |
| 18 CLARK FULTON       | 47 FAIRVIEW PARK     | 76 SEVEN HILLS          |
| 19 CORLETT            | 48 GARFIELD HEIGHTS  | 77 SHAKER HEIGHTS       |
| 20 DENISON            | 49 GATES MILLS       | 78 SOLO N               |
| 21 DOWNTOWN           | 50 GLENWILLOW        | 79 SOUTH EUCLID         |
| 22 EDGEWATER          | 51 HIGHLAND HEIGHTS  | 80 STRONGSVILLE         |
| 23 GLENVILLE          | 52 HUNTING VALLEY    | 81 UNIVERSITY HEIGHTS   |
| 24 GOODRICH           | 53 INDEPENDENCE      | 82 VALLEY VIEW          |
| 25 HOUGH              | 54 LAKEWOOD          | 83 WALTON HILLS         |
| 26 JEFFERSON          | 55 LINNDALE          | 84 WARRENSVILLE TWP.    |
| 27 KINSMAN            | 56 LYNDHURST         | 85 WARRENSVILLE HEIGHTS |
| 28 LEE MILES          | 57 MAPLE HEIGHTS     | 86 WESTLAKE             |
| 29 MOUNT PLEASANT     | 58 MAYFIELD          | 87 WOODMERE             |





therefore, have less opportunity and/or less resources to utilize recreational facilities for which an admission was charged or which were located distant from the youths' residence.

#### 2.2.1 PHASE ONE RESULTS

During the summer of 1972, the Project provided funds to employ 191 young adult supervisors for 3,000 NYC enrollees. These individuals represented, together with the existing full-time City workers, the staff necessary to reopen and operate the recreational facilities through the summer. IMPACT funds were used to place and employ a total of 228 young adults, consisting of 96 Playground Supervisors under the Department of Public Properties Division of Parks and 132 Play Directors assigned to swimming pools and playgrounds under the Department of Public Properties Division of Recreation. For the purposes of these activities, the 1972 summer recreation "season" began June 21 and concluded August 18. During the 41 working days, the various facilities were available for use by the residents of the areas for a total of 246 hours.

In light of the facts that 228 persons were hired and that the swimming pools, parks, and playgrounds were open for use by the residents of the City of Cleveland, it is clear that the essential objective of the first phase of the Cleveland Summer Recreation Project has been met.

In terms of PMS goals, the analysis is complicated by a significant



amount of required inference from the data through the causal measures to a statement of success or failure. Of the four measures of success described in Table 2-1, the data are available to address the "Overall" measure and two of the "Other" measures of effectiveness and efficiency. Since it is not currently possible to "track" the CSRP-employed youths or the NYC-employed youths with respect to prior or subsequent involvement in delinquent behavior, it has been necessary to examine certain gross statistics\* at the Social Planning Area level of aggregation. Because the summer youth employment activities have been operated for a number of years, and the CSRP IMPACT funding was utilized in two of these summer programs, the data have been aggregated according to appropriate two-year groups, representing the 1970 and 1971 (before) and the 1972 and 1973 (during) data as two discrete groups. In order to minimize the error as a result of aggregation, rates of case filings per 1,000 residents aged 12 through 17 were computed for each time period. These data are presented in Table 2-2.

The CSRP Phase One "Overall" measure of effectiveness was a decrease in the number of IMPACT and non-IMPACT crimes by youths in CSRP; the first "Other" measure of effectiveness was a decrease in the delinquent behavior of CSRP youths. The Juvenile Court filing data presented in Table 2-2 are used as a substitute for the specific information

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\*Specifically, the number of filings in the Juvenile Court Division of the Cuyahoga County Court of Common Pleas for Official and Unofficial, Delinquency and Unruly cases, for the calendar years 1970, 1971, 1972, and 1973.



TABLE 2-2

JUVENILE COURT FILINGS  
OFFICIAL AND UNOFFICIAL CASES  
BY CLEVELAND SOCIAL PLANNING AREA

SOCIAL PLANNING AREA	1970 and 1971		1972 and 1973		CHANGE IN RATE 1970-71 to 1972-73	
	TOTAL FILINGS	RATE	TOTAL FILINGS	RATE	ABSOLUTE	PERCENT
Central	348	119.4	340	114.6	(4.8)	(4.02) %
Central-East	542	115.6	378	81.7	(33.9)	(29.33)
Central-West	495	107.3	406	86.0	(21.3)	(19.85)
Clark-Fulton	275	62.2	355	76.8	14.6	23.47
Corlett	801	78.3	1043	95.8	17.5	22.35
Denison	254	64.8	257	62.9	(1.9)	(2.93)
Downtown*	18	118.4	14	106.1	(12.3)	(10.39)
Edgewater	47	31.7	64	40.5	8.8	27.76
Glenville	1844	80.6	1367	57.3	(23.3)	(28.91)
Goodrich	188	127.5	117	76.6	(50.9)	(39.92)
Hough	1447	109.2	1167	83.9	(25.3)	(23.17)
Jefferson	200	35.3	210	36.6	1.3	3.68
Kinsman	383	95.9	247	58.8	(37.1)	(38.69)
Lee-Miles	527	62.8	457	53.3	(9.5)	(15.13)
Mt. Pleasant	625	76.4	531	63.4	(13.0)	(17.02)
Near West Side	1147	100.4	1248	102.6	2.2	2.19
North Broadway	207	71.3	204	68.9	(2.4)	(3.37)
North Collinwood	159	44.3	165	47.5	3.2	7.22
Norwood	343	73.4	391	78.5	5.1	6.95
Puritas-Bellaire	223	35.4	256	39.2	3.8	10.73
Riverside	182	21.0	237	26.6	5.6	26.67
South Broadway	277	47.3	237	41.0	(6.3)	(13.32)
South Brooklyn	226	27.1	273	32.7	5.6	20.66
South Collinwood	426	81.6	364	66.9	(14.7)	(18.01)
Tremont	529	124.5	444	99.7	(24.8)	(19.92)
University*	123	86.6	76	54.9	(31.7)	(36.61)
West Side	289	53.5	343	61.9	8.4	15.70
Woodland-Hills	408	71.6	521	88.1	16.5	23.04
CITY OF CLEVELAND TOTAL	12,533	73.7	11,712	66.7	(7.0)	(9.50)

NOTE: SOCIAL PLANNING AREAS are defined by the Research Department of the Federation for Community Planning. Rates are computed per 1,000 residents age 12 through 17 years. Population estimates from the Federation for Community Planning. Case data from the reports of the Juvenile Court Division of the Cuyahoga County Court of Common Pleas. Decreases in values are enclosed by parentheses.

\* Social Planning Areas which had no playgrounds, pools, or beaches operating in one or both years of IMPACT subvention.





regarding each of the individuals employed by CSRP. As shown in the table, there was a measurable change in delinquency and unruly filings Citywide, consisting of a 9.5 percent decrease from the 1970-71 period to the 1972-73 period. Some of the largest per capita decreases were in the Social Planning Areas in which the recreational facilities were located. Examination of annual data for these same SPAs substantiates this inference for the 1971-to-1972 changes.\*

The final PMS measure addresses an improvement in work experiences for delinquent, economically disadvantaged youth. While no data are available to ensure that the CSRP employees were delinquent prior to participation in the Project, one of the principal criteria of the federal funding limitations required that the youth be from economically disadvantaged families. Such youth were identified in the 1972 IMPACT MASTER PLAN as the individuals with the highest propensity to commit IMPACT crimes as well as other criminal and delinquent acts. The data to quantify this "improvement in work experiences" were collected by personnel in the City Department of Human Resources and Economic Development.\*\*

HRED staff constructed a sample of CSRP, PEP, and NYC youth employed by the several different agencies within City government. The sample consisted of 23 individuals selected from the Parks and Recreation

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\*The effect of the 1972-to-1973 changes is contaminated by the presence of the 1973 SYEP and the coincidence of the CSRP Phase Two effort.

\*\*The following discussion is based upon the final Phase One CSRP progress report and supportive data obtained from HRED staff.



Divisions' Public Employment Program (PEP) rolls, represented in the approximate proportion of these PEP employees to all the PEP employees; that is, 40.3 percent of the employees were assigned to the Parks Division, 42.7 percent were assigned to the Recreation Division, and the remaining 17 percent, from whom no sample was drawn, were assigned to other City functions, such as health, planning, community relations, and the Cleveland Transit System. There is no basis for inference that the sample or subsamples were biased in their selection of respondents.

The survey instrument consisted of eight free-response (open-ended) questions and 15 multiple-choice questions. The topics represented the employees' assessments on four basic dimensions: how well they thought they did; what they thought they learned; what they thought they contributed to the City, to fellow employees, and to younger participants; and how they thought they could use the skills and funds they had acquired. Although little statistical power may be attributed to the sample responses, it should be noted that the employees generally felt that their contributions were significant (two-thirds of the respondents) in the areas of cleaning-up the parks and recreation facilities and in providing healthy "entertainment alternatives" to young people during the "hot summer months." In specific terms of changing attitudes and behavior with respect to work/school experiences, 91.3 percent of the respondents indicated that their PEP summer experience had improved their ability to cope with either school or work situations. These improvements were noted in the realm of "development of self-control"



and being able to deal with "tense racial situations."

Computation of Phase One Project efficiency measures may be performed using gross Project expenditures for the first phase and other data, such as Juvenile Court filings for 1972 and 1973.\* Phase One expenditures totaled \$152,970.21. For a net reduction in Juvenile Court filings from 1970-71 to 1972-73 of 821 cases, this represents a per-case reduction cost of \$186.32. Considering the 228 employees hired by the Phase One activities, it appears that the Project was, at least tangentially, involved in reducing the number of filings at a cost of approximately 82 cents per reduced case filing per employee. Estimating the number of employees for whom there was an improvement in attitude toward work and/or school from the sample, 91.3 percent represents approximately 208 CSRP employees who benefited in terms of positive work experiences from the Project. This figure translates to a cost of \$734.85 per employee with positive experiences. It is not unreasonable to expect that each CSRP employee affected the perceptions or activities of many of his peers in and out of the Project. Thus, while the statistics on the reduction in case filings and delinquency may be marginally meaningful by themselves, there is reason to presume that the actual effects of the Project extend beyond those individuals directly involved in Phase One activities.

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\*Filing data are used from these two years rather than comparing 1972 with 1971 (the "before" period) for two reasons: (1) CSRP activities did not begin until the year was nearly half over; and (2) juvenile delinquency-reduction projects are generally not expected to demonstrate all of their effectiveness during the periods of operation, but rather through an extended period of time after the project's implementation or conclusion. The effects of such projects should be long-term in nature.



### 2.2.2 PHASE TWO RESULTS

During the summer of 1973, the City of Cleveland again acted as prime sponsor for a Comprehensive Summer Youth Employment Program. In Phase Two of the Cleveland Summer Recreation Project, IMPACT provided funds to train disadvantaged college-age students as summer program counselors. Project funds were used, as specified by the Phase Two objective, to provide pre-service training and orientation during the months of April, May, and June 1973 for these individuals. The monitors and team leaders were hired and trained in anticipation of their employment with the 1973 Summer Program.

Independent consultants specializing in group psychology and training methods were hired to conduct these training sessions. Guest panelists were drawn from City departments, social-service agencies, and the local academic community. The sessions were held at John Carroll University in University Heights, near Cleveland's East Side. A list of 125 college juniors and seniors from local schools was drawn from an eligibility list containing over 300 names. The average attendance at the nine training/orientation sessions was approximately 118 persons per session. One hundred and five of these individuals were hired to serve as Program Monitors or Team Leaders in a counseling role throughout the 1973 Summer Youth Employment Program. Table 2-3 presents the general curriculum for these sessions and the date of each session.





TABLE 2-3

CLEVELAND SUMMER RECREATION PROJECT  
 PHASE TWO TRAINING AND ORIENTATION SESSIONS  
 CURRICULUM AND COURSE SCHEDULE

SESSION	DATE	CURRICULUM
1	April 21	<ul style="list-style-type: none"> <li>• General orientation to the Summer Youth Employment Program and its administration</li> <li>• Ethnic composition and economic development of the City of Cleveland</li> </ul>
2	April 28	<ul style="list-style-type: none"> <li>• Orientation of the youth culture</li> </ul>
3	May 5	<ul style="list-style-type: none"> <li>• Group dynamics</li> <li>• Motivation of groups</li> </ul>
4	May 12	<ul style="list-style-type: none"> <li>• Sensitivity training</li> </ul>
5	May 19	<ul style="list-style-type: none"> <li>• Conflict handling</li> <li>• Human relations</li> </ul>
6	May 26	<ul style="list-style-type: none"> <li>• Supervisory techniques</li> <li>• Communication skills</li> </ul>
7	June 2	<ul style="list-style-type: none"> <li>• Counseling techniques</li> </ul>
8	June 9	<ul style="list-style-type: none"> <li>• Policies and procedures of the City of Cleveland relating to on-the-job safety</li> </ul>
9	June 16	<ul style="list-style-type: none"> <li>• Program education</li> </ul>

SOURCE: Project documentation of Phase Two  
 (Summer 1973) activities



According to Project documentation, the Cleveland Area Comprehensive Summer Youth Employment Program for 1973 operated with seven principal objectives:

- Provide meaningful summer employment and an opportunity to earn an income to at least 12,000 disadvantaged youth;
- Provide job training according to individual interests;
- Encourage and develop sound work habits and attitudes;
- Provide individual and group interaction and problem-solving in job-related situations;
- Offer a meaningful alternative to idleness and lack of individual ambition;
- Promote civic pride and social awareness among all participants; and
- Counsel and encourage youth to return to school in the fall.

The documentation states that, pursuant to an analysis of the entire Program along these and similar objectives, the Program "... was at least 90 percent effective in meeting the contract specifications ...."\* A sample of 743 participants was drawn from the 1973 Program enrollment of 13,423, representing a more statistically-significant sample than that from the 1972 Program. The areas and methodology for the questions on the 1973 sample do not vary greatly from the 1972 sample; the results obtained are also similar in terms of how the participants gauged programmatic effectiveness.

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\*THE CLEVELAND AREA COMPREHENSIVE SUMMER YOUTH EMPLOYMENT PROGRAM, op.cit., p. 26.



Attribution of results of Phase Two CSRP performance to the reduction in Juvenile Court filings is more speculative than the comparisons described in Phase One. The persons directly influenced by the Phase Two activities were the youth counselors; the effect on the thousands of young people who participated in the Summer Youth Employment Program would have to be gauged and assessed in terms of the effect through the counselors. As a surrogate for these measurements, this evaluation has substituted (1) overall Citywide changes in the number of filings for a system that would track the activities of Cleveland youth, and (2) Summer Youth Employment Program performance for the performance of each of the phases of IMPACT subvention and the role played by the IMPACT-funded activities in the overall Program. With these restrictions in mind, and with only subjective impressions of the causal links between a successful Summer Program and lower delinquency rates, the 9.5 percent reduction in filing rates from 1970-71 to 1972-73 was examined again. The principal linkage that appears reasonable is the fact that in 1972 and 1973 the Summer Youth Employment Programs were more intense than in previous years; therefore, during the same time periods, the rate of juvenile filings decreased.



### SECTION III

### CONCLUSIONS

The principal goal of the Cleveland Summer Recreation Project was to keep City recreational facilities open and operating during the summer months for the benefit of delinquent, potentially-delinquent, and disadvantaged youth. The central Project hypothesis, stated in Section I, postulated that the need and/or potential for the persons involved in the Project to commit crimes would decrease. An ancillary result was also expected to be a reduction in the delinquent activity of the persons (1) who patronized the recreational activities but were not a part of the Project or the City's comprehensive summer employment program and (2) who would be influenced at the peer level by the positive motivations of the individuals who did participate in the Project or the City's larger program.

The validation of such causal "if-then" linkages is not possible for two reasons. First, to do so would require a highly-sophisticated client-specific data collection effort and commensurate research in order to determine the extent of contamination by outside or uncontrollable influences; that is, to what extent did the Project directly effect a reduction or contribute to an overall reduction in crime or delinquency. A data collection effort at this level of detail was not within the scope of the Project's record-keeping functions and capabilities. Second, baseline





data from a control group composed of the same target population as the Project would be necessary to determine whether, and to what degree, the Project had any effect on the young adult employees or on the target population.

The IMPACT-funded Cleveland Summer Recreation Project (CSRP) was part of a larger effort in which the City of Cleveland played a principal role in providing jobs and training to youth during the summers of 1972 and 1973. The importance of CSRP cannot be demeaned, however, by the relative magnitudes of the funding amounts or the number of persons employed. During Phase One (summer 1972), the Project provided over 200 young adult supervisors without whom approximately 3,000 Neighborhood Youth Corps enrollees could not have been employed. During Phase Two (summer 1973), the Project enabled over 100 young adult counselors, program monitors, and team leaders to receive valuable pre-service training and orientation to the policies, procedures, and techniques of the summer employment program.

Although the importance of the contribution made by CSRP to the entire summer employment program must not be understated, assessment of the CSRP contribution to the overall summer program's achievements, as noted above, is as difficult for CSRP as it is for the multitude of other sources which provided portions of the summer programs' funding. Therefore, it has been necessary, in the evaluations of the effectiveness of the



expenditures from the discrete funding sources, to assume that all activities assisted in the achievement of the summer programs' successes. These results have been identified with respect to reducing delinquency, increasing community support, fostering better relations among juveniles, and improving the youths' attitudes toward school and work, among other accomplishments.

The analysis presented in Section II discussed delinquency and youth crime as measured by filings in the Juvenile Court Division of the Cuyahoga County Court of Common Pleas. The City of Cleveland experienced a 9.5 percent decrease in the number of filings from the 1970-71 period to the 1972-73 period. Though direct attribution of this reduction to any portion of the Summer Youth Employment Program may be speculative, and the data required for statistical determination of interdependence are not available, there is substantial consensus among planners and administrators that such summer programs do make a contribution to the reduction of delinquency in the City.

Notwithstanding the problems encountered in the implementation of a public program affecting some 15,000 persons in the Cleveland area, the summer recreation and employment activities coordinated through the City yielded numerous benefits to the general community. The principal report on these activities noted six areas of concern with respect to implementation of future summer programs:\*

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\*Source: THE CLEVELAND AREA COMPREHENSIVE SUMMER YOUTH EMPLOYMENT PROGRAM, op.cit., pp. 34-36.



- 1) Development of precise and measurable program objectives;
- 2) Development of an administrative structure which assigns and fixes responsibility for program activities;
- 3) Development of evaluation and monitoring components concurrent with program activity development;
- 4) Development and pretesting of systems and procedures which will insure smooth operations;
- 5) Production of coordinated procedural, monitoring, and evaluation instruments; and
- 6) Development and implementation of precise plans for each program function before the implementation of the functions themselves, including
  - Job-site development,
  - Educational development coordination for program participants,
  - Enrollee recruitment, registration, certification, and classification,
  - Counseling for enrollees,
  - Technical training of supervisory staff,
  - Orientation of enrollees, and
  - Coordination of public information.

These recommendations were apropos of all facets of the SYEP. Given the role that the IMPACT CSRP played in the 1972 and 1973 Programs, these concerns also apply to the IMPACT-funded efforts.

**END**

7 dols/mm