

**YOUTH INVESTMENT AND POLICE MENTORING
FINAL HUD EVALUATION**



**THE MILTON S. EISENHOWER FOUNDATION
TWENTIETH ANNIVERSARY SERIES**

Youth Investment and Police Mentoring:
The Second Generation
Final Evaluation Report

Research Department
Milton S. Eisenhower Foundation

October 18, 1999

Preface

This report on the Youth Investment and Policing Mentoring: the Second Generation was conducted by the research department of the Milton S. Eisenhower Foundation. Eddie Banks-Project Director and Lynn Curtis-Foundation President, provided us with information and assistance as many critical choices needed to be made. Members of the research department that contributed to this report and the overall project: David Chavis (project director), Heléne Clark, Kien Lee, Robert Engle, Pat Kelly, Ming Shi Trammel, Kim Nickerson and Hong Ji Liu. Madlene Hamilton contributed to the production of the report. We also sincerely appreciate the time and effort that all the grantees we interviewed invested to give us detailed and in-depth answers to our questions and the collaboration of the Police Departments in all the city.

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YOUTH INVESTMENT AND POLICE MENTORING THE SECOND GENERATION

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1 INTRODUCTION

The following report provides a detailed look at the results of the evaluation of the Youth Investment and Police Mentoring initiative of the Milton S. Eisenhower Foundation. The evaluation was conducted in six cities – San Juan, Columbia, Memphis, Baltimore, Washington, D.C. and Little Rock – to assess the effectiveness of the second generation of program initiatives in providing opportunities for youth and in reducing neighborhood crime.

The goal of the evaluation was to determine if the program achieved positive improvements in the lives of youth while reducing crime, and to document the implementation of the program in each city. To meet this goal, the evaluation was designed to capture both “outcomes” and “process”. Outcomes are defined as the tangible and measurable results the program is intended to produce. In the case of the Youth Investment and Police Mentoring initiative those outcomes included an increase in positive youth behaviors, such as volunteer work, helping neighbors, and better school records and a decrease in negative behaviors such as anti-social behavior and crime. Reduced crime in the neighborhood targeted by the program was also identified as an intended outcome. The process is defined as all elements of what it takes to implement the program, including the procedures, activities, physical space, and people involved.

The evaluation measured outcomes through implementation of a survey to youth at each site and by tracking Index crimes for the target neighborhood over a period of years extending

before and during the program. To help determine whether or not positive results could, in fact, be reasonably attributed to the program, other neighborhoods in which the program did not operate were chosen for purposes of comparison. Youth surveys and crime data were collected in the comparison areas. Crime data was also collected for the entire precinct in which the program operated and citywide in order to see if crime reductions followed.

The Process Evaluation. The process evaluation was conducted to document and analyze the implementation of the replication principles -- including key players, roles, funding, activities, institutional capacity, management, technical assistance, training community context, and perception of the program by youth and civilian staff, police, housing authorities and parents. Through the use of a theory of change approach, the process evaluation sought to identify the role that these factors (inputs) played in achieving the desired outcomes -- of positive changes in the lives of youth as well as greater safety in the immediate neighborhood of the safe haven-ministation.

The Outcome Evaluation. The outcome evaluation was conducted to assess if there were measurable improvements that could be attributed to the replications. Two basic hypotheses which underlie the replication principles were tested to determine outcomes.

The first hypothesis was that youth participating at safe haven-ministations would improve on a number of behavior and attitude measures. This hypothesis was tested by interviewing youth, staff, parents and police at each site. They were asked about the benefits to youth, and about any changes youth experienced in behavior, grades, or attitudes. To determine

more systematic impacts, some sites were asked to participate in administering questionnaires to the same youth at the safe haven-ministation at two points in time -- at the beginning of their participation and after one year. The goal was to identify changes that occurred over a year of participation. Three sites -- Columbia, Baltimore, and Memphis -- satisfactorily implemented the youth outcome surveys. Washington, DC and Little Rock did not completely implement the surveys, and San Juan was not included in the youth outcome evaluation. A comparison site, matched demographically with the housing development in which the safe haven-ministation was located, was selected in each city and youth surveys were conducted to test whether youth at the safe haven-ministation did better than youth who did not have a safe haven-ministation. The youth surveys covered the following areas: self-esteem, future outlook, academic achievement, positive behaviors and negative behaviors based on the results of several recent studies in prevention and youth development. In addition, youth were asked what they liked best about the program and how they would improve it. (See Chapter 2 - Methodology for a full discussion of the process and outcome evaluation methods.)

The second outcome evaluation hypothesis was based on crime reported to the police by citizens. Crime was defined as in the first generation of replications -- as the total of FBI Index crime-- which consists of criminal homicide, forcible rape, aggravated assault, burglary, larceny and auto theft.

Evaluation Team Field Work and Contact With the Sites. To help carry out this design, evaluation team members made annual visits to each safe haven-ministation. They collected data on changes over time in community conditions, initial resources, local partners,

organizational structure, community relations, policing activities, youth development outcomes, and other measures of program implementation and outcomes. The site visits served as an opportunity to assist the sites with evaluation-related issues -- for example, clarifying questions on the youth survey or offering advice on how to increase response rates among comparison group members.

The evaluation team also participated in conference calls with the sites, covering technical and practical issues related to data collection, including review of an Evaluation Handbook with program staff that included copies of all instruments and instructions.

Findings

The process and outcome evaluation demonstrated that the three year replications were often successful in implementing the basic principles of the program, developing youth, improving grades, reducing drug involvement, reducing serious crime community-wide in tough neighborhoods and improving the quality of life. The degree of successful implementation and the number and degree of positive outcomes varied by site, with successful implementation of the principles generally resulting in better outcomes.

However, two sites underwent major transition. The housing developments in Baltimore and Memphis underwent demolition and depopulation during the project. Therefore, it is difficult to attribute differences in crime solely to the program. In Little Rock, program implementation did not follow all of the Eisenhower Foundation principles, and while some good results are indicated, they cannot be directly attributable to the efficacy of the program nor did they achieve all desired results.

In spite of the difficulties mentioned above in evaluating all the outcomes, some important positive outcomes are clear. Serious crime reported to the police declined in all six target neighborhoods during the period of Eisenhower Foundation funding. The three sites where we were able to complete youth surveys (Columbia, Memphis and Baltimore) showed a number of statistically significant findings – such as less use of drugs and alcohol by program youth versus comparison youth in Memphis and Baltimore.

For the replications described in this report, we found that three of the five programs evaluated (Columbia, Memphis, and Baltimore) demonstrated good levels of implementation (although not without some conflicts around autonomy and staffing), produced measurable positive benefits to youth, and had a significant impact on neighborhood crime. These three sites also participated in measuring youth outcomes by conducting youth surveys at the sites. We found that the ability to participate in evaluation measures was closely tied to overall ability at the site.

Two programs, in Washington, D.C and Little Rock, had more problems in implementation and were unable to conduct youth surveys to measure outcomes. Therefore, we have less evidence that their programs really worked for youth. In both cases, staff and residents interviewed cited numerous examples of the positive impact the program had on some youth. However, because we found that the inability to participate in the youth surveys appeared indicative of a larger problem in capacity at the sites, and because there is simply not enough information on which to base an assessment, we cannot conclude that the programs worked for

youth in a systematic way. Nonetheless, the program in both Washington, D.C. and Little Rock had success in reducing neighborhood crime.

San Juan, Puerto Rico was the only city in which the program was a continuation of the first generation of the program, and the Eisenhower Foundation used it as a model for the second generation. In San Juan, we did not conduct youth outcome evaluation, but focused on the process and the program's ability to maintain its impact on local crime. Overall, the safe haven ministation in San Juan did continue to keep crime down in the target neighborhood, however changes occurring in and around the area are further described in Chapter 3 of the Evaluation Report.

In the three cities for which we have good information on implementation, and measurable youth and crime outcomes, we found a pattern to be expected: the more the site implemented the four components of the program – afterschool tutoring, mentoring, recreation, and community policing – the better the program functioned and the better the outcomes. More specifically, the youth outcomes reflected which aspects of the program were best implemented. So, in programs where mentoring and homework assistance were given priority, grades and getting homework in on time were areas in which youth improved most.

The next chapter details the research methodology used in the evaluation, and is followed by the evaluation for each city. The final chapter summarizes the key findings and what we believe were factors in these results, and concludes with lessons and recommendations derived from the evaluation.

2 METHODOLOGY

INTRODUCTION

The evaluation comprised of a process evaluation and an outcome evaluation. The process evaluation was conducted to document and analyze the implementation of the program, including key players, roles, resources, activities, capacity, community context, and perception of the program by youth, parents, staff, volunteers, partners, and police.

The outcome evaluation was conducted to assess if there were measurable improvements that could be attributed to the program. Two basic hypotheses which underlie the program principles were tested to determine outcomes. The first hypothesis was that youth participating at safe haven-ministations would improve on numerous behavior and attitude measures. This hypothesis was tested through administration and comparison of surveys to youth who attended a safe haven-ministation and to youth who did not, both at the start of the program and one year later. The second hypothesis was that crime would first increase and then decrease in the safe haven-ministation neighborhood. This hypothesis was tested by analysis of Index crime police reports for the safe haven-ministation area, an area selected for comparison, the district within which the safe haven-ministation operates, the district surrounding the comparison site, and city-wide.

Analysis was conducted separately for each city because implementation of the program was different at each site. Index crime data were also analyzed separately. Again, this was due

to differences in program implementation at each site, and to differences in crime reporting by police departments.

While analysis is presented city by city, the same research design was employed throughout. With some exceptions, discussed below, the data collection and analytical techniques were identical for all cities.

Youth surveys were based on widely-recognized and reliable measures and concepts to test whether youth improved in ways expected after participating at the safe haven-ministation. We tested for improvement in self-efficacy and self-esteem, future hope and expectation, pro-social behavior, and academic performance. We tested for decreases in anti-social behaviors, such as drug and alcohol use, and violence.

DATA COLLECTION

Youth surveys. Youth surveys were administered in each city by a locally hired staff person. Local data collectors were trained by the evaluation team and given written instructions. Letters of informed consent were distributed and collected from parents and guardians before the survey could be administered. Each survey was assigned an identification number that was coded to denote the city, the site, and an individual code for each respondent.

After completion of these steps, the local data collector would assemble the youth in a quiet and comfortable location and read them the survey questions. The youth circled their answers on an answer sheet that did not have their name on it, and they were informed that their

answers were confidential. However, names and contact information were collected for each youth, so that they could be surveyed again one year later. It was explained to the youth that this list was on a separate sheet of paper from their answers and would be locked up and used only to find them for the next survey.

Pre-test surveys were administered to youth at the beginning of their participation at the safe haven-ministation, and to a group of youth selected as comparisons. The comparison sites were selected for similarity in the demographics and density to the safe haven-ministation area and youth at the comparison site were matched by age and gender to their safe haven-ministation counterparts. Post-test surveys were administered twelve to fifteen months later. The differences in when post-tests were administered arose due to the difficulty of finding the comparison youth, some of whom had moved, and to compliance of the local programs in conducting surveys. In Washington, D.C and Baltimore the programs had already closed, and access to youth was more difficult.

After surveys were completed and mailed back to the Eisenhower Foundation, they were logged in and checked for completeness. Survey data were entered into an Access database and transferred to a statistical analysis program (SPSS) when complete. Accuracy of data entry was verified by a senior staff member by checking between ten and twenty percent of the records entered in their entirety, and by checking selected fields for all records.

The research design was intended to capture the same youth after one year. However, there were difficulties at some sites with finding the youth a year later, even after all contact

information had been tried. Therefore, in Columbia, South Carolina, while we had surveys to compare youth before participation with youth who have been participating at the safe haven-ministation for one year, **they were not the same youth**. In Washington, D.C. surveys were conducted too late to be useful, because youth were surveyed several months after the program closed. In Little Rock, Arkansas, no post-test surveys were submitted.

The city by city description below provides details of how the survey was actually administered at each location.

Crime data. Local police departments were asked to provide the number of Part I Index Crimes and Part II crimes for the reporting area immediately around the safe haven-ministation, for the larger police district within which the safe haven-ministation operated, for an area comparable to the safe haven-ministation, but without a safe haven-ministation, and for the district within which the comparison site is located. They were also asked to provide city-wide crime statistics. Crime data for each year from 1991 through 1998 was requested.

Acquisition of the data from the local police departments was problematic in several ways. Police departments were not provided with any additional resources to provide such data, and the amount of data requested was fairly extensive. Often, police departments did not routinely aggregate data to the geographic areas needed for evaluation of the program, and this aggregation caused a burden to them and a delay in getting data in the best of circumstances. In some cases, police departments were unable to completely fulfill the requests.

Report cards. Students were asked to submit report cards to the local data collector who would forward them to the evaluation team for analysis. However, submission of report cards was inconsistent, and in some cases students' report cards were withheld until fees owed for books or any other school charges were paid. Too few report cards were submitted for analysis to be meaningful.

Site visits. Two annual site visits were conducted at Columbia, Memphis, Baltimore, and Washington, D.C. One site visit was conducted at Little Rock. The purpose of the site visit was to obtain information on the replication, implementation, and outcomes of the Youth Initiatives and Police Mentoring program at each safe haven-ministation. At each site visit, the program was observed and individual interviews were held with program staff, youth participants, parents, volunteers, safe haven-ministation partners, and local police. Protocols for these interviews were developed in advance. Document review on site was conducted of program materials, such as attendance records, agenda, and event logs.

ANALYSIS

Youth surveys. Analysis was conducted primarily through General Linear Models Repeated Measures, controlling for any differences in the age and gender of the groups being compared. Where possible, individual questions which were theoretically similar were grouped together into **factors** to increase reliability. Factors are conceptually related groups of questions, such as “what do you think are the chances you will graduate from high school,” “what do you think are the chances you will get the job you really want,” and “what do you think are the chances you will graduate from college.” All of these questions make up a factor we called

“future outlook”. Similarly, we grouped questions about leadership in delinquent activities, self-esteem and self-efficacy, and drinking and doing drugs together. Internal consistency was determined for these groups of questions to make sure it was valid to consider them conceptually related. The future outlook scale had a Cronbach’s alpha of .6793; antisocial leadership .7701; alcohol and drugs .7128; self-esteem/self-efficacy .7239. Individual questions were also analyzed.

In addition to comparing program versus comparison outcome scores, frequency of responses were obtained for several questions which dealt with program participants’ assessments of the strengths and weaknesses of the programs.

Crime data. The primary form of analysis was to compute rates of change over time for Part I Index crimes, starting in the years before the safe haven-ministation opened, and continuing through 1998. A base year was identified which corresponded to the first year of safe haven-ministation operation, and change was computed between the average of the years before the base year, and the average of the years after the base year. Rates were calculated for the immediate safe haven-ministation area, a comparison area, and their surrounding police precincts, as well as city-wide. Juvenile crime rates were also examined where available, but the number of crimes for a small area, such as the safe haven-ministation neighborhood, was too small to reveal patterns of change.

SITE-SPECIFIC FACTORS AFFECTING METHODOLOGY

COLUMBIA

Youth were pre-tested in Columbia in October 1997. Contact information were obtained for all youth. However, the program director and local data collector were not able to locate the youth who were pre-tested. Therefore, post-tests conducted in October 1998 were conducted with different youth. Furthermore, the youth who were surveyed in October 1998 (post-tests) differed significantly in age between the safe haven-ministation site and the comparison site.

Number of youth surveyed - Columbia

	safe haven- ministation	comparison
Pre-test	49	50
Post-test	29	50

Because the pre and post-test youth were not the same, we determined that change scores would not be meaningful, and did not report on differences experienced by the program youth over the year. However, the data are valid as a cross-sectional sample of youth surveyed before participating and youth surveyed after participating. We therefore restricted our use of the pre and post-test data to analyzing the differences between the program youth and the comparison

youth.

Crime data were collected yearly from 1991 through mid-November 1998. Estimates were calculated to provide data for the remainder of 1998 (mid-November through December).

MEMPHIS

Youth were pre-tested in October 1997 at the safe haven-ministation and a comparison site, and post-tested in October 1998. In most cases, the youth who were pre-tested were located and participated in the post-test. Some youth could not be located, and therefore the total number of surveys was slightly lower for the post-test group, as shown in the chart below.

Number of youth surveyed - Memphis

	safe haven- ministation	comparison
Pre-test	49	46
Post-test	40	37

Crime data from the year before the safe haven-ministation opened were compared to the year after its opening. However, the housing development, LeMoyne Gardens, near which the safe haven-ministation was located was demolished beginning in 1996, and crime data were not collected for that development after that date.

BALTIMORE

Youth surveys were conducted in Baltimore in October 1997 and post-tests were conducted one year later. Due to difficulty in locating comparison youth after one year, there are fewer comparison youth in the post-test, who are the same as the youth pre-tested. Additional youth were located for at the comparison site for post-testing, but preliminary analysis revealed that the two comparison groups were not similar and should not be combined. Therefore, analysis was conducted only on those youth who had participated in both the pre and post-tests.

Number of youth surveyed - Baltimore

	safe haven- ministration	comparison
Pre-test	50	50
Post-test	46	50 (26 of same youth as pre-test)

In Baltimore, the comparison neighborhood and the target neighborhood were located in the same precinct, so there is no separate analysis for the comparison precinct as in other cities.

WASHINGTON, D.C.

There is no youth survey analysis for Washington, D.C. Program staff did not return post-test surveys until several months after the safe haven-ministation program ended, making the data unreliable. They were also unable to locate many of the youth who were pre-tested.

The Washington, D.C. police department was not able to provide 1998 crime data, as they do not complete year-end analysis until May of the following year, which was after the writing of this report.

LITTLE ROCK

Little Rock did not return any youth surveys, although they were contacted for several months and were offered assistance in conducting the surveys. Therefore, there is no youth survey analysis for Little Rock.

Only one site visit was conducted to Little Rock. Follow-up information was obtained through phone interviews with the program director and police officer.

3 SAN JUAN

SUMMARY

Centro Sister Isolina Ferre in Caimito, the highest crime neighborhood of San Juan, was the only organization included in both the first and second generations of replications. The assistant superintendent of the Puerto Rico Police and the executive director of Centro were members of the original 1988 delegation to Japan.

Centro replicated a residential and nonresidential ministation at the entrance to a beautiful safe haven campus with many buildings for programs that invested in children, youth, parents, adults, families and the community. The campus contained basketball courts and a nursery for a horticultural business. Centro civilian staff also trained over 500 police at the Puerto Rico Police Academy in community equity policing.

During the first generation replication, funded by the Justice Department, Index crime was reduced by over 26 percent over four years in the residential safe haven-ministation neighborhood. Over the same period, Index crime in San Juan declined only 11 percent and Index crime in the precinct surrounding the target neighborhood increased by three percent. Across the four cities funded by the Eisenhower Foundation at that time through a grant from the Justice Department, the decline in Index crime for the program neighborhoods was significantly greater statistically than for either the surrounding precincts or the city as a whole.

Centro was included in the second generation, over four more years, as a model for new sites. During the second generation, funded by HUD, Index crime declined over ten percent more in the original target neighborhood. But HUD asked for a priority on outreach by civilian "advocates" and community equity police -- into Villa Esperanza, a large, crime ridden public housing project in the police precinct surrounding the original target neighborhood. Over the same four years in this surrounding precinct, Index crime declined by 36 percent, and much could be attributed to the Centro outreach. (Reported Index crime declined by 25 percent in the rest of San Juan.)

The Centro replication continues on through Puerto Rico Department of Education funding. In 1999, by keynoting a well attended crime prevention conference in San Juan, the Foundation publicized the ten years of success, and hopefully set the stage for a new round of fundraising in Puerto Rico and from the federal government.

**THE FIRST GENERATION REPLICATION SUPPORTED
BY THE JUSTICE DEPARTMENT**

As discussed in Chapter 1, in the Eisenhower Foundation's initial replications of safe haven-ministations, funded by the United States Department of Justice in the early 1990s, the most successful site was Centro Sister Isolina Ferre (Centro) in the Caimito neighborhood of San Juan. Because of this success, we continued to fund Centro with HUD monies -- to provide a model for the other HUD sites, which were new. Centro was the only Justice Department site that we continued with HUD funding. Chapter 3 summarizes the first generation, Justice-funded success, and then goes on to describe the second generation, HUD-funded success.

WHERE WAS THE JUSTICE DEPARTMENT REPLICATION LOCATED?

Founded in the 1960s in Ponce, the second largest city in Puerto Rico, Centro began to replicate in San Juan in the late 1980s. Centro's founding premise was that, "If family and community can be strengthened, and meaningful employment made available, it might be possible to make substantial progress in the struggle against neighborhood crime and violence."

In San Juan, Centro operates in the semi-rural Caimito neighborhood -- characterized by a very high school dropout rate (averaging 30 percent), high unemployment of close to 50 percent among adults and 80 percent among youth, and extreme poverty. Seventy percent of the families receive public assistance. According to police reports, Caimito constitutes one of the highest delinquency and drug dependence communities in San Juan. Caimito also is the most remote part of San Juan, and delivery of public services to Caimito has lagged behind the rest of the metropolitan area. For example, the first Caimito police station was opened in 1985. The school system is overloaded, and school violence is common.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE JUSTICE-FUNDED REPLICATION?

FUNDING LEVELS

By 1990 and before Justice funding, Centro in San Juan built up an annual total budget of about \$500,000. It secured local funds to build a police ministration. The following year, the Eisenhower Foundation subgranted funds from the U.S. Justice Department to Centro and arranged for local matches. Three years of funding was secured. Table 3.1 shows the amounts.

The replication received \$90,000 in Year 1, \$75,000 in Year 2 and \$37,500 in Year 3 from

Justice Department funds via the Eisenhower Foundation. For the first two years, 46 percent of the Justice Department funding was allocated to Centro -- mainly for salaries and benefits for staff, as well as for related operating expenses. Fifty-four percent was allocated to the Puerto Rico police -- for partial coverage of salaries of two koban police and related benefits, operating expenses and training expenses at the Puerto Rico Police Academy. The percentages were about the same for the second year. However, for the last year, when Justice Department funding dropped from \$75,000 to \$37,500 (See Chapter 1), all of the Justice funding was allocated to Centro -- for staff salaries, benefits and related operating expenses. Over the three years, about 61 percent of the total match was covered by Centro and 39 percent by the police.

Table 3.1

**Justice Budget Summary
San Juan**

	Justice Year 1 1991	Justice Year 2 1992	Justice Year 3 1993	TOTAL
<u>Justice Department Grants Via the Eisenhower Foundation</u> (Percent Centro) (Percent Puerto Rico Police)	\$90,000 (46%) (54%)	\$75,000 (43%) (57%)	\$37,500 (100%) (0%)	\$202,500 (55%) (45%)
<u>Local In-Kind and Cash Matches</u> (Percent Centro) (Percent Puerto Rico Police)	\$63,575 (56%) (44%)	\$78,575 (65%) (35%)	\$60,310 (59%) (41%)	\$202,460 (61%) (39%)
Total (Percent Centro) (Percent Puerto Rico Police)	\$153,575 (52%) (48%)	\$153,575 (54%) (46%)	\$97,810 (75%) (25%)	\$404,960 (58%) (42%)

Source: Program budget approved by the U.S. Department of Justice

REPLICATION ACTIVITIES

Centro Caimito in San Juan created a beautiful, park-like campus. The campus included the residential police ministration, a central building with classrooms and administrative offices at the bottom of the palm-tree lined driveway that began with the ministration, a series of A-frame buildings that held classrooms, workrooms and businesses; a tree nursery and a recreational area. In effect, the entire campus was the safe haven, with the police ministration at the entrance.

With Justice Department funding (matched by other sources), Centro in Caimito ran ten interrelated programs with a staff of 56. During the day, an alternative school program worked

with dropouts on school remediation and the acquisition of general education degrees. A computer literacy and office skills training initiative, using donated IBM equipment, had students attending 30 hours per week. Adults attended cooking classes and other events. Young mothers came to classes while their children were cared for in a nursery. Immunizations and screenings were provided on-site by the Health Department. After school, a special safe haven program for 6 to 12 years olds helped youngsters with homework and involved them in arts, sports, and culture.

One building was used for the honey bee project -- begun to train high school dropouts and to self-employ them as beekeepers and producers of bee byproducts. (In Puerto Rico, pure bee honey is in demand, but it is not mass produced locally.) The project began with five beehives provided by the U.S. Department of Agriculture. The honey and wax processing facilities were located at Centro.

A huge tree nursery, the Horticultural Project, was set up by Centro with support from the Conservation Trust of Puerto Rico, after a hurricane demolished much of the island's coastal vegetation. Centro had to promise to produce 100,000 baby trees in its first year as a condition of the grant. In Centro's semi-rural location, the project thrived -- and served as a visual affirmation of hope and respect for the community. In 1996, a grant of \$500,000 from the Rural Economic and Community Development Administration of the U.S. Department of Agriculture expanded the nursery and generated jobs for 15 Caimito residents. Sales averaged \$6,000 to \$7,000 per week. As of 1997, the ambitious program had produced 600,000 trees for reforestation of the devastated areas.

Almost all Centro programs were designed to increase the leadership, confidence and competence of community youth -- many of whom came to Centro while they still were gang members. The most important innovations at Centro were the “intercessors” or “advocates” -- young, streetwise, paid staff members drawn from the community. The advocates acted as intermediaries and mediators between youth in trouble or on the verge of trouble and the community, the schools, the police and the rest of the criminal justice system. The role of advocates proceeded far beyond individual “counseling” or “mentoring” -- words that remain imprecisely defined today in the field of “youth development.” Advocates were charged with “getting to know the youth and his or her peers and family, looking into the school, family and work situation, and understanding the day-to-day behavior of the youth.” Advocates involved youth in the full range of developmental programs at Centro -- including job training, recreation, and tutoring. The police worked closely with the intercessors, often calling them when a youth had been detained. If arrests were made, advocates helped youth in the court system.

The police ministration at the entrance to the Centro campus was a pleasant looking three level structure. It was modeled after a residential Japanese koban, but it also enhanced and added to the Japanese concept. Residential quarters for a family were on the top floor, ministration offices on the ground floor and an IBM computer training education center on the lower level. The police presence helped to protect the IBM equipment and to create a sense of security for the entire safe haven campus.

Several different officers -- male and female -- have lived in the ministration over the years, all with their spouses and children. Non-residential police officers, a civilian ministration director and advocates worked out of the ground floor offices. The residential officer typically was someone who grew up in the neighborhood and usually tried not to make arrests. This helped engender trust. Arrests were made, but generally by the other officers. Ministration police mentored youth, organized sports teams and made visits to schools and residences along with advocates to discuss problems experienced by youth.

Advocates and police practiced problem-oriented, community equity policing. For example, when the ministration began and mistrust of police by the community was high, a complaint was made by a family in the neighborhood about a dead cow that was in its yard. Neither the San Juan Sanitation Department nor the Health Department wanted to take away the cow. Finally, the residential koban officer and other koban police brought in a can of gasoline and cremated the cow. This made a great impact on the citizens, who increased their trust in and support of the police as a result of the experience.

The Centro executive director and other civilians actually trained police -- at a formal course at the Puerto Rico Police Academy. There was no scientific assessment of this training. Centro staff observed changes for the better in the attitudes and behavior of the officers who participated. The Puerto Rico police agreed. A total of 500 officers eventually were trained. A training manual was written and distributed. The training process made it easy for Centro staff to be on the screening committee -- and to select the most qualified officers for the koban.

We concluded that this Centro police training was a potential model for use across the nation. None of the other replications supported through Justice Department funds in the early 1990s was able to negotiate such comprehensive training at the local police academy. Given the crime-reducing success of the San Juan program, documented below, the need for such training cannot be dismissed as feel-good social work. Without such training, new police hired through federal community policing legislation may not have nearly as much impact as with the training, in our view. The need for such training is all the greater, we believe, given the police brutality, deteriorating race relations and deteriorating community relations associated with the current fashion of “zero tolerance” police in New York City and other places. (There are few scientific evaluations of such "zero tolerance" policing, despite the great publicity accorded it.)

HOW WAS THE REPLICATION MANAGED AND HOW WERE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

Caimito had excellent management. Centro Caimito was run by an intelligent, charismatic, tough, caring, politically savvy problem-solving nun who won everyone's heart. She surrounded herself with many committed, qualified staff members. They carried out their functions with great enthusiasm. In his study of Centro in Ponce, Charles Silberman observed:²

No community organization can succeed unless people conceive of it as belonging to them. In Puerto Rico, as in most Latin countries, "belonging" is thought of in terms of personal relationships, rather than power and control... To the Puerto Rican, power is derived from, and exercised through, personal relationships rather than through formal organization, and preserving those relationships takes precedence over achieving organizational goals. As a result, mainland Americans often see Puerto Ricans as inefficient, while Puerto Ricans regard mainlanders as cold and impersonal.

The genius of the program director was that she had the skill to *both* exercise power through personal relationships *and* to create sound organizational, time, financial and personnel management on a day-to-day basis.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

San Juan civilian staff and police received training from Eisenhower staff and consultants via the original delegation to Japan, the national cluster workshops, funds to allow visits to observe other programs and site visits by Eisenhower personnel to San Juan. In turn, San Juan civilians trained police.

The San Juan director believed the best assistance was the direct funding from the Foundation, the ability of the Foundation to generate the involvement of the Puerto Rico police on the Japan delegation and day-to-day back home, the consequent matching of two or three police officers per year to the ministration, the willingness of the Foundation to lend its prestige to local fundraising, and the ability of the Foundation to let the director draw on local culture and tradition to create a replication that would be effective in a Puerto Rican context. Toward the end of the funding, the Foundation also gave an extra grant to Centro, so it could produce a training video for use by civilians and police in the second generation of replications. The video was excellent and used extensively.

WHAT DID THE OUTCOME EVALUATION SHOW?

The Justice Department-funded evaluation in San Juan (and in Philadelphia, Boston and Chicago, as discussed in Chapter 1) was based on process information and on a pre-post quasi-experimental design using crime reported to the police in the target neighborhood, precinct and city.

In San Juan, there were three years of funding from the Justice Department. But Centro Caimito completed the residential ministration and began some operations the year before Justice Department funding began. Hence, we thought it valid to look at crime over four years in San Juan. (Local funders financed the ministration. During the year before Justice funding began, there were no funds for civilian operations, but advocates already employed by Centro spent some time on ministration-related activities. The police provided an officer as match.)

Crime as reported to the San Juan police was what the FBI in its *Uniform Crime Reports* calls "Part I Index crime" -- a summation of criminal homicide, aggravated assault, forcible rape, robbery, burglary, auto theft and larceny. Crimes of violence, like criminal homicide, occur with less frequency than crimes of theft, like burglary. The combined measure of the seven Part I Index crimes, therefore, was relatively more a measure of theft than violence. In this report, we will refer to the seven crime aggregate as "Index crime reported to police," "Index crime" "serious crime" or "crime" -- all meaning the same thing.

We were able to collect Index crime statistics from three geographic areas. The smallest area -- the "target area" -- was the immediate neighborhood served by the San Juan program. We used police data as closely matched to the geographic area served by the program, as the Puerto Rico Police crime reporting system would allow. The second area was the larger police precinct within which the Centro program was located (after we removed the target neighborhood crime counts from the precinct data). The third area was the City of San Juan as a whole (after we removed the precinct and therefore the target neighborhood crime counts from the city data).

Index crime reported to police first increased in the target neighborhood in the pre-Justice year when police came on the scene and the program started. Then Index crime in the target neighborhood began to decline, in the first two years of Justice Department funding. This is shown in Table 3.2 and Figure 3.1. These statistics support the increase-and-then-decline hypothesis discussed in Chapter 2.

The number of Index crimes also declined for the entire city. However, Index crime increased in the surrounding police precinct. Part of the precinct-level increase may have been due to a police crackdown on drug dealers in central San Juan at the time. Some dealers may have relocated to distant Caimito with its steep rugged hills and narrow twisting valleys. It is easier to hide there. If this interpretation has some merit, then the data suggested that, an exodus to Caimito notwithstanding, the police, advocates and community had some success in keeping dealer-related crime out of the immediate Centro neighborhood of Caimito.

After four years of the program's operation, total Index crime in the program's target area declined by almost 26 percent, compared to a decline of 11 percent for the city and an increase of about three percent for the precinct.

Across the four cities funded by the Eisenhower Foundation through the Justice Department in the early 1990s (San Juan, Philadelphia, Boston and Chicago), the improvement in Index crime for the target neighborhoods was significantly greater statistically than for either of the cities as a whole or for the surrounding precincts.

Table 3.2

Justice Funding

**Number of Index Crimes For The Target Neighborhood,
Surrounding Precinct, And The City of San Juan**

San Juan	Pre-Justice Year Startup 1990	Year 1 1991	Year 2 1992	Year 3 1993
Number of Index Crimes				
City	35,218	32,170	35,812	31,361
Precinct	1,557	1,492	1,385	1,413
Target Neighborhood	655	516	506	487
City Minus Precinct	33,661	30,678	34,427	29,948
Precinct Minus Target Neighborhood	902	976	879	926
Change in Index Crime Over 4 Years				
City Minus Precinct				-11.03
Precinct Minus Target Neighborhood				+2.66
Target Neighborhood				-25.65

Source: FBI and Municipality of San Juan

The details of Centro's experience suggest that the extent of Index crime reduction produced by the program depended on the amount of Justice funding. Centro experienced a decline in effectiveness when the Justice Department funding was reduced, with the drop in Index crime produced in the target neighborhood declining from 23 percent during the period of higher Justice Department funding to four percent when the budget was cut (see Table 3.2). Table 3.1 shows that the sharp drop in Justice funding in Year 3 was not compensated for by an increase in local match.

There also was process evaluation evidence from area school teachers that the program influenced youth. The police and the advocates worked with 100 high-risk youth as part of ministration operations. Among these youth, school absenteeism often diminished, according to teachers. School staff observed changes in the attitudes of the koban youth—including better language, improved dress, more responsiveness to authority, increased willingness to take on responsibility, and an improved ability and willingness to work. Some of these youth become school leaders. Grades improved among many of these youth.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER JUSTICE FUNDING ENDED?

For a number of months, there was no federal continuation funding. There was a clear break in federal support. Then, in 1994, the Foundation was able to secure a final, one year, grant of \$50,000 from the Justice Department. This grant was directly from Justice to Centro San Juan. No Justice funds were available for Eisenhower Foundation technical assistance.

However, before the year was up, the Foundation secured three more years of funding, from HUD as part of the second generation of replications. HUD funds also were available for Foundation technical assistance and evaluation. Because of the clean break in federal funding, we considered the second generation of San Juan replications to run from 1994 to 1998 -- covering the last Justice grant plus the three years of HUD support. Through all four years, the Puerto Rico police continued to match three officers in Caimito operations —one resident and two non-residents.

THE SECOND GENERATION REPLICATION SUPPORTED BY HUD

WHERE WAS THE REPLICATION LOCATED?

The final Justice Department grant was for operations in the same Caimito neighborhood in San Juan where the Centro safe haven campus with its residential and nonresidential ministration was located. However, the new HUD grant was for operations in two locations -- the original Centro San Juan safe haven campus *and* a nearby public housing project, Villa Esperanza. Villa Esperanza was a large development, well known for high crime, drug dealing and gang activity.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

In addition to the final grant of \$50,000 from the Justice Department to Centro in 1994 and the resulting \$119,834 in police in-kind matches in 1994 -- all of which carried over into 1995 -- the Foundation made direct grants to Centro via HUD and the Center for Global

Partnership from 1995 to 1998. During the same period, the Foundation raised in-kind police matches. Table 3.3 shows the amounts. Centro received \$49,275 from the Foundation in 1995-1996, \$32,000 in 1996-1997 and \$34,000 in 1997-1998 -- all for civilian operations. In addition, local in-kind matches were \$119,834 for each of the 3 HUD funding periods, and primarily covered the salaries of the three police officers assigned to work with Centro.

Table 3.3

HUD BUDGET SUMMARY¹

	HUD Year 1 9/95-8/96	HUD Year 2 8/96-8/97	HUD Year 3 9/97-8/98	Total
<u>Grants via The Eisenhower Foundation</u>	\$49,275²	\$32,000³	\$34,000⁴	\$115,275
<u>Local In-Kind</u>	\$119,834⁵	\$119,834	\$119,834	\$359,502
<u>Total</u>	\$169,109	\$151,834	\$153,834	\$474,777

¹To make this Table 3.3 comparable to similar tables for HUD-funded sites in later chapters, we have only included HUD resources here. However, as discussed in the text, we considered a final Justice Department grant directly to center in 1994 as part of the second generation of HUD work. This grant was made in 1994. It was for \$50,000 from Justice. It generated \$119,834 in local match. Before it ran out, the first HUD grant began. Technically, then, for San Juan, the second generation ran from 1994 to 1998.

²This figure includes \$35,000 from the United States Department of Housing and Urban Development, as well as \$14,275 from the Center for Global Partnership.

³This figure represents HUD funding only.

⁴This figure represents HUD funding only.

⁵The local in-kind figures refer to in-kind services from the local police departments and other local agencies that include salaries, youth advocate, utilities, supplies, field trips, awards, transportation, space, equipment, and phones.

REPLICATION ACTIVITIES

The final year Justice funds, the in-kind police matches to Justice, some of the HUD funds, and some of the in-kind matches to HUD continued work at the original site -- the Caimito Centro campus. A portion of the HUD funds and of the in-kind police matches was focused on Villa Esperanza. No new safe haven-ministation was set up in Villa Esperanza, but some of the time of the civilian advocates and of the trained ministation police now was spent there. This was outreach -- mainly in the form of counseling youth, involving youth in athletic activities and undertaking police-citizen patrols. Some of the Villa Esperanza youth also ended up coming to the main Centro campus to participate in the full range of activities there.

HOW WAS THE REPLICATION MANAGED AND HOW WERE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

The high quality of civilian replication management characteristic of the first generation continued during a little more than half of the HUD-funded period. Then the executive director departed, after almost eight years of developing and running the Centro San Juan campus, because, as a nun, she was reassigned by her order -- to work with the elderly and the terminally ill in New York. It took many months to find a qualified replacement. During this time, a hurricane devastated the island of Puerto Rico, damaging much of the campus and tearing roofs off the buildings. For a while there was no electricity and no communications. The campus closed down. Then it reopened, and a civilian, with a master's degree in social work, was named director. The new director slowly brought the program back to life, but, understandably, for months before and after she came on, it was impossible to maintain the past high levels of

management. To the great credit of the Puerto Rico police superintendent, the 3 police continued to be assigned to Centro.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

Ideally, the Eisenhower Foundation would have wanted to invest emergency resources after the hurricane. But such funds were not available. During the first part of the HUD funding, Eisenhower technical assistance continued through national cluster workshops and site visits. Centro staff also assisted the second generation sites. There was little technical assistance and training during the months when Centro San Juan was without a director and was functioning at reduced capacity because of the hurricane's devastation.

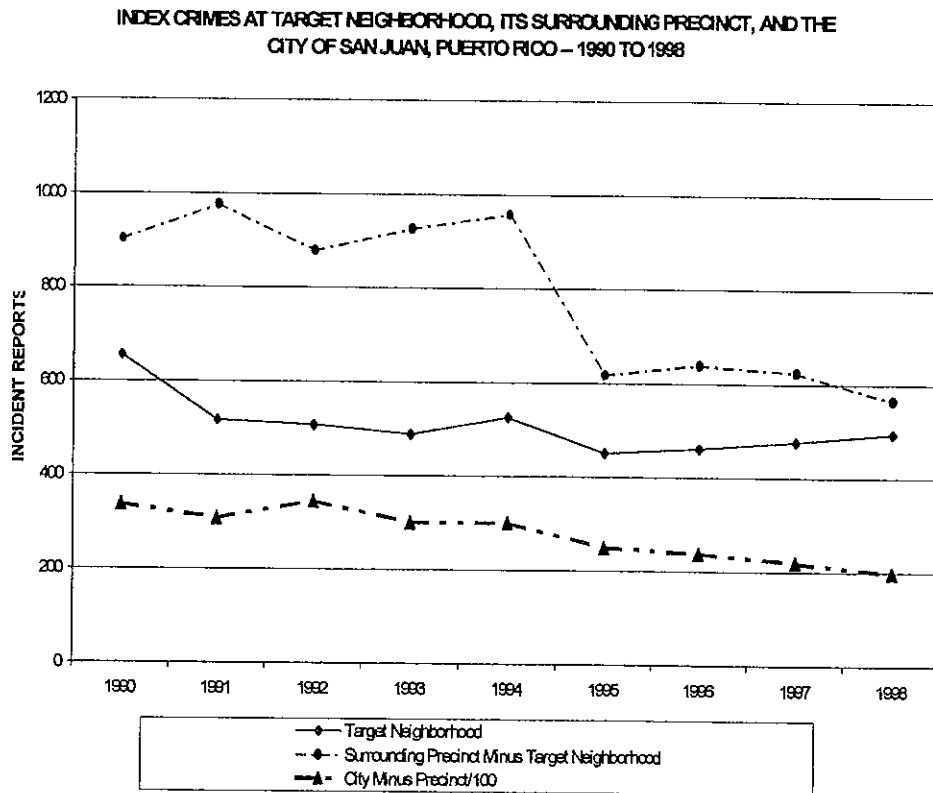
WHAT DID THE OUTCOME EVALUATION SHOW?

During the first generation replication, 1990 to 1993, total Index crime in the original target area neighborhood declined by almost 26 percent, compared to a decline of 11 percent for the city and an increase of three percent for the precinct. The original target neighborhood was where the Centro San Juan campus was located and where police and advocates also did outreach work with families and schools. It encompassed police sectors 813 and 814 in the overall Caimito police precinct.

From 1993 to 1994, Index crime increased in the police sector 813 and 814 target area. Then, as the second generation replications of the 1994-1998 period began, Index crime decreased. This confirmed our increase-and-then decline hypothesis of Chapter 2. Later into the 1994-1998 second generation period, Index crime began to inch up again.

Overall, Index crime in the target police sector 813 and 814 neighborhood declined almost 11 percent when we compared the 1994 base year to the average for 1995 through 1998. (Table 3.4, Figure 3.1).

Figure 3.1



We are not really certain why Index crime rose from 1993 to 1994 in the target police sector 813 and 814 neighborhood. We believe it might have been related somehow to the clean break in federal funding for a time. However, we are more confident that the drop in Index crime from 1994 to 1995 in 813 and 814 reflected the renewed functioning of the full ministration and safe haven campus program -- via the carryover Justice funding, the new HUD funding, the return of Eisenhower technical assistance and the continued presence of three police. Index crime then began to inch up, we believe, because of the management decline due to the departure of the executive director and the devastation of the hurricane. In addition, perhaps partly as a result of the sense of security engendered in 813 and 814 as a result of the first generation success, there was a burst of commercial development in 813 around 1995 and 1996. This appears to have attracted new crime.

During the HUD funding, the 11 percent drop in Index crime in the original target police sectors 813 and 814 was a good outcome given that (1) the neighborhood already had sharp crime drops from 1990 to 1993 (so diminishing returns may have set in) (2) The Caimito precinct where the program operated was the highest crime area in San Juan, (3) the second generation HUD funds and police matches were being stretched between the original target neighborhood and the higher priority Villa Esperanza public housing project, (4) the director departed and (5) the hurricane disrupted the interventions.

Crime decreases were more dramatic in the rest of the Caimito precinct. Roughly speaking, the 813 and 814 police sectors are in the middle of the Caimito precinct. Police sectors

811 and 812 are above and contiguous. Police sector 815 is below and contiguous. 811, 812, 813, 814 and 815 compose the entire Caimito police precinct. When we looked at the rest of the precinct minus the original 813 and 814 target neighborhood, we first saw an increase in Index crime reported from 1993 to 1994 and then a very dramatic drop in Index crime from 1994 to 1995. This confirmed the increase-and-then-decline hypothesis of Chapter 2. When we compared the base year of 1994 to the average for 1995 through 1998, Index crime dropped over 36 percent in the rest of the precinct (police sectors 811, 812 and 815). This was much greater than the 11 percent drop in the original 813 and 811 target neighborhood (as could be expected, given the above explanations) -- but also considerably greater than the 25 percent drop over the same years in the City of San Juan (excluding the highest crime Caimito precinct and including all other precincts -- high, medium and low crime areas). Table 3.4 and Figure 3.1 show the details.

The Villa Esperanza public housing project is in police sector 812. We attribute the decline there to the new outreach of advocates and police into the project. We also believe there was spillover into the contiguous 811 sector from these new interventions. The new program director also attributes much of the decline in the 815 police sector to new outreach there.

Table 3.4

NUMBER OF INDEX CRIMES IN THE TARGET NEIGHBORHOOD, ITS SURROUNDING PRECINCT, AND THE CITY OF SAN JUAN DURING THE YEARS OF HUD FUNDING		
SAN JUAN	BASE YEAR 1994	PROGRAM YEARS 2 THRU 5 1995-1998
<u>NUMBER OF INDEX CRIMES</u>		
Target Neighborhood	525	469.8
Target Precinct	1,483	1,080.3
City	31,461	23,595.8
Target Precinct Minus Target Neighborhood	958	610.5
City Minus Precinct	29,978	22,515.5
CHANGE BETWEEN BASE YEAR AND PROGRAM YEARS AVERAGE		
Target Neighborhood		-10.5%
Target Precinct Minus Target Neighborhood		-36.3%
City Minus Precinct		-24.9%
Source: FBI and Municipality of San Juan		

HOW WAS THE PROGRAM ABLE TO CONTINUE AFTER HUD FUNDING EDED?

The program used several strategies to continue the safe haven-ministation, based on a interviews with the new director. After the Eisenhower grants via HUD expired, Centro submitted a proposal to the Commonwealth of Puerto Rico's Department of Education. The Department approved a \$50,000 grant for fiscal year 1998-1999 -- for the director and civilian advocates. The grant may be reviewed annually during the next four years, provided an annual proposal is submitted.

However, the Department of Education required the safe haven-ministation to work only with children ages 6 to 12 years old. The important teen programs had to be dropped, as was the work with Villa Esperanza.

The number of police at the campus ministation had gone down to two, but the Puerto Rico Police later added back the third, and the team reportedly is working well together. Our concept of community equity policing remains in place. Unfortunately, at least for now Centro training of police no longer is allowed in the Puerto Rico Police Academy.

The Centro and the safe haven-ministation also obtain small donations in kind from different businesses in the locality.

In order to assist the new director, who is energetic and has a very positive attitude, the Eisenhower Foundation organized a crime prevention Congress in San Juan in early 1999 at the

InterAmerican University of Puerto Rico, where a Foundation Trustee is Professor of Law and Criminology. The President of the Foundation keynoted, and a distinguished panel of practitioners, scholars and other experts presented. A large audience included the Police Academy director, police, police cadets, the Centro staff, scholars, practitioners, civic leaders, and media.

The objective of the Congress was to generate renew public interest in the consistently successful replications in Puerto Rico, introduce the new program director, identify new funders, maintain police support and return to Centro training by civilians of police at the Police Academy. Building on this momentum, Foundation will approach the governor of Puerto Rico and Mayor of San Juan for a new generation of replications on the island. The Foundation also will approach federal agencies to fund the original San Juan model and new sites, with Centro 1) San Juan taking the lead in training trainers and staff. The full array of Centro programs, including crucial interventions for teenagers and the business enterprises, will be reestablished.

Footnotes

1. Boyle (1999).
2. Silberman (1978).

4 COLUMBIA

SUMMARY

The safe haven-ministation opened in September 1995 in Columbia at a public housing development named Gonzales Gardens. The original partners were the Columbia Housing Authority, the Columbia Police Department and the Columbia Urban League. In 1997, the safe haven-ministation became incorporated with support from the Columbia Housing Authority and the Columbia Police Department. The partnership with the Columbia Urban League did not work out. The new entity adopted the Japanese term for police ministation, Koban, Inc.

The safe haven-ministation in Gonzales Gardens received \$44,275 in Year 1 (September 1995 to August 1996); \$32,000 in Year 2 (September 1996 to August 1997); and \$34,000 (September 1997 to August 1998). The local in-kind match was \$76,962 for Year 1; \$106,667 for Year 2, and \$91,814 for Year 3. The safe haven-ministation also received an additional \$100,000 in Year 3 from the Columbia Housing Authority to support program directors for additional safe haven-ministations in two other public housing developments.

Core activities for youth at the safe haven-ministation were mentoring, after-school tutoring, and recreational activities that provided educational and skill development opportunities. The activities were provided on a daily basis in a structured environment that included a strict schedule and a standard code of behavior that youth were aware of and observed.

Since 1997, the number of partners committed to the Koban, Inc. has increased from seven to 17 organizations that represent a wide range of sectors. The partners provide a range of services and resources. Seven to ten volunteers were recruited to tutor youth after school, and seven parents volunteer to do office work in the safe haven-ministation, including opening the office.

Youth who participated in the program improved significantly more in many key areas compared to youth at a site that did not have a safe haven-ministation based on individual surveys.

Koban youth were:

- Much more likely to get their homework done
- Much less likely to engage in anti-social leadership behavior and other behaviors such as beating someone up, damaging property, carrying weapons, or being disorderly.

Youth participating in the safe haven-ministation program improved more (but not statistically significantly) than the comparison group by:

- Reporting less drug and alcohol use
- Having a better future outlook
- Receiving better grades

Parents, staff, and youth interviewed at the safe haven-ministation also reported that youth improved their manners, behaved more appropriately towards each other and towards adults, and appeared to be more optimistic about their future after having been part of the safe haven-ministation activities for more than a year. Both parents and youth reported that there is less fighting among youth because the activities at the safe haven-ministation taught them to interact better among themselves.

The replication also had a dramatic effect on Index crime reporting, which followed the “increase-and-then-decline” hypothesis expected when the police officers engage, win the trust of the community and increase their activities in an area. The year after the safe haven-ministation opened, Index crime reported to the police was more than double the average number in the previous three years. Then starting in 1996, the year after the safe haven-ministation opened, reports steadily decreased, even while increasing at the precinct level. Police, residents and crime reports also agreed that there was a dramatic decrease in drug use. Since 1995, when the safe haven-ministation opened, police report a 61 percent reduction in drug crimes.

The future of the safe haven-ministation program in Columbia is very bright. The formation of Koban, Inc. and the expansion of the program to more sites are two factors that helped program staff secure significant resources for the continuation and expansion of the program. The safe haven-ministation program has been replicated in two other Columbia public housing developments. Koban, Inc. has plans for further expansion in the future. They hope to establish a safe haven-ministation in at least one school in every area, which has a safe haven-ministation in the community. Koban, Inc. wants to extend services to rural communities, reach

more teens with more supervised activities, remain open until midnight, and add a sports component. The program at Gonzales Gardens served as a model to the other sites.

In terms of sustainability, Koban, Inc. has received \$400,000 to date from the Eisenhower Foundation (using funds from the U.S. Department of Justice) to continue and expand work as part of the Foundation's third generation of replications, and local resources have also been committed.

WHERE WAS THE REPLICATION LOCATED?

Gonzales Gardens, the third largest public housing development in Columbia, is located near downtown Columbia. It contains 280 units of small townhouses that are two stories high. Gonzales Gardens has a population of 689 residents of which 337 (49 percent) are infants, children, and youth. The housing development is spread out across the neighborhood with plenty of space in between the rows of townhouses. There is also a large playground. The grounds and surrounding areas are very well kept.

The safe haven-ministation is located at the end of one of the rows. It was located at that particular corner because that corner used to be a drug-infested area. It occupies two units of townhouses. The second unit was recently renovated to expand the safe haven-ministation to accommodate its growing number of activities. The first floor of the first unit contains computer workstations, while the offices of the staff are located on the second floor. The second unit provides space for activities geared toward older teens.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

In September 1995, the Eisenhower Foundation granted HUD funds to the safe haven-ministration program at Gonzales Gardens. The money provided for the employment of a program director. The local sponsoring nonprofit organization was the Columbia Urban League, Inc., which provided access to office equipment and other support services. The Columbia Housing Authority provided a housing unit within Gonzales Gardens for the safe haven-ministration office. The Columbia Police Department continued to support the two existing community police officers in Gonzales Gardens that were responsible for the housing development.

Table 4.1 summarizes the budget for the program at Gonzales Gardens over three years. The program received \$44,275 from the Eisenhower Foundation in the first year, \$32,000 in the second year, and \$34,000 in the third year. In addition, the safe haven-ministration received a local in-kind match of \$76,962 for Year 1; \$106,667 for Year 2, and \$91,814 for Year 3. The safe haven-ministration also received an additional \$100,000 in Year 3 from the Columbia Housing Authority to support program directors for additional safe haven-ministations in two other public housing developments.

TABLE 4.1

HUD BUDGET SUMMARY

	HUD Year 1 9/95-8/96	HUD Year 2 9/96-8/97	HUD Year 3 9/97-8/98	TOTAL
<u>GRANTS VIA THE EISENHOWER FOUNDATION</u>	\$44,275 ¹	\$32,000 ²	\$34,000 ³	\$110,275
<u>LOCAL IN-KIND</u>	\$76,962 ⁴	\$106,667	\$91,814	\$275,443
<u>CASH MATCH from the COLUMBIA HOUSING AUTHORITY</u>			\$100,000 ⁵	\$100,000
<u>TOTAL</u>	\$121,237	\$138,667	\$225,814	\$485,718

¹This figure includes \$30,000 from the United States Department of Housing and Urban Development, as well as \$14,275 from the Center for Global Partnership.

²This figure represents HUD funding only.

³This figure represents HUD funding only.

⁴The local in-kind figures refer to services from the local police department and other local agencies that include salaries, supplies, awards, field trips, transportation, space, phones, equipment, and utilities.

⁵This dollar amount supplied by the Housing Authority is used for salaries of two additional site directors and expanded program expenses.

REPLICATION ACTIVITIES

The Program In A Nutshell. The Gonzales Gardens replication was staffed by a program director, two police officers, and a number of parents and college students who volunteered for a variety of tasks, from answering the telephone to proofreading. When Koban, Inc. was established, two new safe haven-ministations were set up in two additional public housing developments, Saxon Homes and Hendley Homes, and additional police officers and staff were hired. Both are large public housing developments, known to be crime infested. Volunteers at Gonzales Gardens have described youth at Saxon and Hendley as unruly and

misbehaved. A fourth safe haven-ministation is currently being constructed near Gonzales Gardens. This ministation will be located across the street from an abandoned building where drug activities take place. This new station will become the headquarters for Koban, Inc. and will be the first operation of a ministation outside of public housing.

The program at Gonzales Gardens expanded to occupy the adjacent unit to accommodate its growing number of participants and activities. The number of parent and college volunteers more than doubled. The number of partners also increased, and they provided a range of services and resources to support the program. The safe haven-ministation staff members' knowledge and skills in working with the Gonzales Gardens community has improved. As a result, the staff members have developed strong ties with the residents and other community organizations and public agencies in the city.

The program's core activities were advocacy, mentoring, after-school tutoring, and recreational activities that provided educational and skill development opportunities. The activities were provided on a daily basis in a structured environment that included a strict schedule and a standard code of behavior that youth were aware of and observed. One of the most popular activities was the computer. The computers contained educational software that the children and youth used on a daily basis and that helped them strengthen their reading, spelling, and math skills.

The safe haven-ministation program went from having originally one to two parents to now having six to seven parent volunteers that assist in answering the telephone, filing, typing,

and helping to supervise youth during program hours. Each parent volunteers two to three times a week. One parent is responsible for opening the safe haven-ministation office. She also remains in the safe haven-ministation office from 2 until 4 p.m. from Monday to Friday to answer the phones and monitor youth, and provide coverage when the safe haven-ministation staff members are at meetings. Both the program staff and parents expressed that the latter's volunteerism has helped the safe haven-ministation engage new parents in its activities. These parents reported that volunteering at the safe haven-ministation helped them understand better what the program was trying to do for their children and also helped them build their trust towards the program staff, especially the police officers during interviews with the evaluation team.

During the inception of the safe haven-ministation, a police officer recruited two students from the Columbia Hall Annual Marathon for Public Service Programs at the University of South Carolina to help tutor youth. These two student volunteers, in turn, recruited additional volunteers from the Columbia Hall program and Benedict College. Another volunteer was recruited from Midland Technical College by a safe haven-ministation partner representative. Currently, there are seven to ten volunteers who tutor youth after school. The initial two volunteers have remained with the safe haven-ministation until now and organized themselves to split their time between the Gonzales Gardens safe haven-ministation and Saxon Homes safe haven-ministation. One of these two volunteers also assists the safe haven-ministation program director in answering the phones and proofreading documents. These volunteers were required to attend a six-session training course conducted by the safe haven-ministation program director on mentoring, tutoring, leadership skills, attitudes, and organizational skills.

Since 1997, the number of partners increased from seven to 17 organizations that represent a wide range of sectors. The partners provide a range of services and resources. For example,

- The Book Buddies Summer Program is directed by a representative from the Palmetto Health Alliance (formerly the Baptist Medical Center) who recruits and coordinates other volunteers to read to youth;
- Cooperative Ministry donated 25 computers, a laser printer, educational software, and some office furniture to the safe haven-ministation office;
- Richland School District's teachers, social workers, and principals collaborate with the safe haven-ministation staff to work with youth that get into trouble;
- Carolina Healthcare Plan donated a photocopying machine to the safe haven-ministation; and
- Bell South provided administrative supplies for the safe haven-ministation.

All the partners have representatives who are members of Koban, Inc.'s Board of Directors. They maintain regular contact with the safe haven-ministation staff and play an active role in the development of Koban, Inc. Some of the partners have also provided financial resources.

During the summer, the safe haven-ministation participated in a youth training program sponsored by the Columbia Police Department. Youth are required to work three times a week for \$3 an hour. The program organized 18 youth into three teams that are responsible for

different chores in the safe haven-ministation, including taking the trash out, cleaning the safe haven-ministation at the end of the day, etc. The youth provide yet another source of support for the program. At the same time, their participation in supporting the safe haven-ministation provides an opportunity for them to learn about responsibility and leadership.

Youth Development. The safe haven-ministation provided a structured environment for youth that included a strict schedule of activities and a standard code of behavior that youth were aware of and observed. The parent volunteers also assisted in enforcing the schedule and code of behavior. The safe haven-ministation executive director developed a training manual for mentors and tutors that requires them to participate in four to six training sessions on tutoring, mentoring, attitudes, leadership skills, and organizational skills.

At present, there are 18 mentors and each mentor is assigned one to nine youth. The mentors include staff members, police officers, and volunteers from the University of South Carolina and other partner organizations. In general, the expectation is for the mentors to spend at least two hours a week with the youth. The safe haven-ministation keeps an enrollment roster of the mentors and their assigned youth.

As part of the advocacy and mentoring activities, some of the youth stayed on campus with their college mentors and sat in on their classes. This activity gave the youth a taste of college life and helped them recognize that it is possible for them to go to college also. Five safe haven-ministation youth were involved in the Explorer's Program, which is led by a police officer. This program helps youth build their skills to become responsible adults. Eighteen

youth 15 years old and under formed the Gonzales Gardens Basketball Team. In order to stay on the team, the players are required to frequent the safe haven-ministation for a certain number of hours a week to help the younger children. The older youth that graduate from the team can become youth coaches for the team. The team members are required to participate in team building and other skills development sessions before playing. The youths' commitment to the team, their pride, and their self-esteem were elevated when the Palmetto Health Alliance provided funds to buy them basketball jerseys. Twenty-five female youth participated in the Girl Scouts Program that used to be led by an outside volunteer (a relative of one of the police officers) but now is led by a youth leader from Gonzales Gardens. This special program for the girls give them an opportunity to discuss issues specific to females. The group changed its name to the Harmony Group in January, 1998.

Advocates also have developed relationships with the youths' families. Advocates constantly interact with youth and maintain a stable presence in all aspects of the youths' lives, including helping youth with their homework and staying in touch with teachers.

There are currently seven to ten volunteers from the University of South Carolina, Benedict College, and Midland Technical College who tutor youth after school for three hours. On the average, approximately 40 youth came to the safe haven-ministation everyday for tutoring. The youth who were interviewed reported that they go straight to the safe haven-ministation after school to get help with their homework, get a snack, and then, as a reward for completing their school work, they get to play on the computers. One youth likes the safe haven-ministation because he can get help with his homework. He and the other children are eager to

finish their homework so that they can play educational games on the computers there. Aside from regular tutors, older youth also are encouraged to act as near peers -- helping younger children if they have no homework of their own. Some of the volunteer tutors “hang out” in Gonzales Gardens after assisting youth to participate in fun activities (e.g., doing the girls’ hair and playing games). This additional interaction shows youth that the tutors really care about them and are not there just to tutor them and then leave.

Youth look forward very much to field trips that expose them to educational opportunities and reinforce positive social behavior, while also allowing them to have fun. So far, youth have made trips to the zoo and Frankie’s Fun Park. The Palmetto Health Alliance has contributed to the funds for transportation, food, and entrance fees. Youth also participated in sport activities that promote team building and reinforce discipline (e.g., basketball).

The Book Buddies Program operated during the summers of 1996, 1997, and 1998. An average of 25 to 30 youth ranging from ages 6 to 14 attends the program daily. The program recruits volunteers from the Palmetto Health Alliance, the Columbia Police Department, Greater Columbia Community Relations Council, Lyon Street Elementary School, United Way, Richland School District, Alston Wilkes Society, Carolina Care Health Plan, and Superior Mailing Service to teach youth about music, healthcare, and arts and craft. The youth also participate in math, handwriting, spelling, and reading exercises. The volunteers read to youth as well as facilitate youth reading to each other.

A recent feature article on Koban, Inc. in the Federal Reserve Bank community development magazine, *Marketplace*, illustrates one way in which youth are rewarded:¹

Each of the Columbia KOBANs boasts a “Wall of Fame” that proudly displays pictures of these key players – the community children who accomplish great things in school or otherwise. Their personal development and achievements speak to the effectiveness of KOBAN, Inc. The “Wall of Fame” reinforces the opportunities for success that lie beyond their neighborhoods by putting familiar faces to extraordinary feats. The children see their peers on the wall and know that they took using KOBAN as their coach and compass, have the power to choose the direction of their life instead of letting it be chosen for them. This way, they are guaranteed to win.

There were three major types of activities that involved community residents – 1) community clean-up days, 2) social gatherings and celebrations (e.g., opening of the clinic and BBQs during the summer) that engaged approximately 250 residents, and 3) the computer program sponsored by the Columbia Housing Authority. The Housing Authority placed 100 computers in homes that needed them -- based on selection criteria developed collaboratively with the police and the schools. The parents had to be employed and were required to attend six hours of training; otherwise they would lose the computer. The safe haven-ministation played an integral role in facilitating the placement of the computers and monitoring the progress of the parents. According to the safe haven-ministation staff, some of the youth that had already acquired basic computer skills through the safe haven-ministation were able to teach their parents.

matured and incorporated into a nonprofit organization, additional technical assistance was critical to help the organization through its developmental stages. One major area of need was grant writing and fundraising. The Foundation worked with the executive director to identify and respond to federal grant applications in order to sustain the safe haven-ministation program. While this was helpful, it sometimes stretched the limited capacity of the safe haven-ministation, in terms of time and resources. During a site visit to Gonzales Gardens, the evaluation team observed that the executive director was required to balance several tasks simultaneously, including managing the safe haven-ministation in Gonzales Gardens, complying with the reporting requirements of the Foundation, continuing to provide one-on-one attention to youth at Gonzales Gardens, directing the staff at the other safe haven-ministation sites, working with the safe haven-ministation's Board of Directors, and helping the Foundation staff write grant applications for Koban, Inc. The program staff reported that they would require additional technical assistance on grant writing, particularly for the writing and submission of federal grant applications. However, the program director also reported that he learned a great deal about how to write grant applications through his experience in helping the Foundation write a proposal for Koban, Inc. The plan in that proposal to expand safe haven-ministations to middle schools later was implemented by Koban, Inc. via Eisenhower funds raised from the Justice Department as part of the third generation of Foundation replications.

The Eisenhower Foundation evaluation staff worked with the program staff to develop documentation, tracking, and outcome measurement procedures through two visits to Gonzales Gardens and ongoing telephone conversations. It became clear that more evaluation technical

assistance was needed, because the Columbia program director did not carry out part of the evaluation youth interviewing assigned to him.

The expansion of the Koban, Inc. gives further reason for specific technical assistance and training for the safe haven-ministation program in Columbia.

WHAT DID THE OUTCOME EVALUATION SHOW?

PRINCIPAL FINDINGS

The safe haven-ministation at Gonzales Gardens had many accomplishments. The process and outcomes confirmed the theory of change or program framework.

All the interviewees (e.g., staff, parents, volunteers, youth, and partners) reported that because of the safe haven-ministation, the participating youth have developed a sense of responsibility for themselves as well as for their communities; improved their behavior (e.g., they greet adults politely and respectfully, and they stopped fighting in public); developed a sense of trust towards adults, including police officers; improved their school grades and increased their enthusiasm for school; and most important of all, improved their self-esteem and developed a sense of hope for their future, which is evident in some of the youth's success in getting into college.

All the interviewees also described how the community has become safer since the program's inception. According to the people interviews there is less fighting among youth, the drug activities that used to occur in the park no longer exist, parents are no longer afraid to walk

through the neighborhood to their children's schools, the elderly residents are no longer afraid to take their weekly walks. Police officers stated that the number of calls they receive have decreased.

Surveys of youth conducted at the safe haven-ministation and at a comparison site without a safe haven program showed greater improvement on almost all measures for youth at that safe haven-ministation. They increased grades and other positive behaviors, and were less likely to participate in delinquent behavior.

Analyses of Index crime in the area bear out the feeling of the residents. In the first year of the program, as the police officers engaged the community and won their trust, the number of police reports soared, followed by a steady decline since 1996.

Finally, the safe haven-ministation's presence and efforts have helped the residents in Gonzales Gardens developed a sense of pride for their community. The Gonzales Gardens development has received positive media attention and visits from elected officials. The safe haven-ministation staff reported that they overhear residents refer now to their residence as the "Gonzalez Gardens community" and no longer the "projects."

YOUTH OUTCOMES

The youth who have participated at the safe haven-ministation have benefited in many ways. Interviews with parents, youth, and staff as well as on-site observation corroborate the

results of a survey of 50 youth conducted at the safe haven-ministation and a comparison site. Several “success” stories were uncovered and are reported here.

Every interviewee reported that, in general, the youth in Gonzales Gardens exhibit better manners now, behave appropriately towards each other and towards adults, and appear to be more optimistic about their future. This was due in large part to the program’s commitment to working individually with youth. For example, Early on in the program, the staff came upon a 17 year old youth who was forced by uncontrollable circumstances to move from his high school to one that is attended by middle to upper class young people. The student was a fairly bright student with extremely good grades, and his sights set on becoming a lawyer. After moving to the school his grades declined drastically, he dropped out of school, losing all focus on his goals. The safe haven staff went after this young man right away. In talking to this young man, the staff found that the students and teachers, because he came from the projects, made him feel as if he didn’t belong. His self-esteem was at an all time low. The staff convinced the young man to go back to school and pursue his dream. He graduated from his high school and received a scholarship to college.

Through the Columbia Police Department’s summer youth training program, encouragement to high school near peers to assist middle school youth with their homework, encouragement to middle school near peers to help the elementary school children, and community clean up activities, youth have developed a sense of responsibility for themselves as well as for their communities. One youth who was considered a troubled child and resisted outreach efforts of the safe haven-ministation’s staff changed his perception of the program after

observing the persistence of the staff and their caring attitude. This youth now helps to tutor the younger children because he wants to be a big brother and pass on what the safe haven-ministation staff taught him. A parent commented that in the past, her son would never take the trash out at home, but as a result of his participation in the safe haven ministation's activities, he has now taken on that responsibility.

A volunteer reported that, when she first arrived at the Gonzales Gardens, youth showed no respect for adults. Now, when adults from outside the community arrive, youth greet the adults politely and respectfully. Her statement was consistent with the experience of the evaluation team. According to the volunteer who also coordinates the Book Buddies Program at another public housing development, Hendley Homes, youth at Gonzales Gardens display a tremendous amount of respect and trust towards adults compared to their peers in Hendley Homes.

Four volunteers reported that youth have learned to trust adults, particularly police officers. This was consistent with testimony by several youth that "if anything happens, we can run into the safe haven-ministation and ask the officers for help." Youth also told the story about a fight that had broken out at the basketball court and the police officers immediately came over and took care of it. Both parents and youth reported that there is less fighting among youth now because the program activities have taught them to interact better among themselves.

Youth's trust towards adults has also been strengthened by the safe haven-ministation staff's stable presence in their community over the past three years. Some of the older youth

apparently were very appreciative of the staff's support and guidance during their last and difficult years in high school, and this is evident in their continuing return to the safe haven-ministation to speak to the staff.

According to all the interviewees (adults and youth alike), youth grades have improved since participating in the program. In December 1995, only one student from Gonzales Gardens made the honor roll; at the end of the school year, 28 students had made the honor roll. The program staff reported that the number of youth suspended from school also decreased. According to the interviewees, this was a major accomplishment because suspension and drop out rates were generally very high in the Richland School District.

Evidence of youth academic achievement and enthusiasm for school included the following:

- One youth obtained a scholarship to college,
- Six youth reported that they feel more confident about completing their math homework correctly,
- One youth improved his grades from all F's to all A's, and
- Some of the youth's reading has improved and they even enjoy reading now.

Parents also described how their children would rush back from school to wave their report cards to the program staff and brag about their grades. The safe haven-ministation's 10 computers also provide youth an opportunity to develop computer skills. Youth played

educational games that allowed them to practice their reading and math skills. All the computers were occupied throughout the day.

In addition, the Federal Reserve Bank article on Koban, Inc. reported that student employment rates were up and teen pregnancy rates were down.⁶

Results of a youth survey. More systemic evidence of the positive effect participation at the Gonzales Gardens safe haven-ministation had on youth comes from questionnaires administered to youth in the program and to a sample of comparison youth not in the program in another community. Youth participating in the safe haven-ministation scored significantly better than did counterparts at the comparison site on a number of measures (see Table 4.2).

The comparison group was matched for gender and was intended to be matched for age. However, some youth surveyed did not meet the age criterion and, therefore, all the analysis reported here controls for the difference between these groups in age. Overall, the comparison group was about 2 years younger than those at the safe haven-ministation . Since negative behaviors are more likely in the older group, any results finding lower negative behaviors than the younger group at the comparison site can be considered valid, and not caused by age.

Youth who had participated at the safe haven-ministation were better off than their comparison group counterparts on every measure except for future outlook, self-esteem and being fearful traveling to school. This may be explained by the routes taken by the two groups

of youth. At Gonzales Gardens, youth have to pass through an area known to be unsafe to go to their school. The route for the comparison youth to their school passes through a nicer more affluent area.

Table 4.2 shows in what ways the program participants scored better than the comparison group at both survey times. Time 1 is at the beginning of the program and Time 2 is 1 year later. The final column on Table 4.2 indicates whether youth who participated at the safe haven-ministation showed **more** improvement compared to the group surveyed earlier than did the comparison group.

Youth at the safe haven-ministation improved significantly more than youth at the comparison site, over the course of 1 year, in:

- getting their homework done on time
- doing volunteer work
- reporting less anti-social leadership
- being less likely to display negative behaviors such as beating someone up, carrying a weapon, damaging property or engaging in disorderly conduct

Youth at the safe haven-ministation also improved somewhat more than the comparison group in grades.

TABLE 4.2

SUMMARY OF THE OUTCOME EVALUATION OF THE COLUMBIA SAFE HAVEN-MINISTATION			
IMPACT MEASURE	PARTICIPANTS WERE BETTER OR WORSE THAN THE COMPARISON GROUP AT:		DID THE PARTICIPANTS IMPROVE OR WORSEN COMPARED TO NON- PARTICIPANTS BETWEEN TIME 1 AND TIME 2?
	TIME 1	TIME 2	
Future outlook	Worse	Worse	Improved
Self-esteem/Self-efficacy	Worse	Worse	Worsened
Not engaging in antisocial leadership	Better	Better	Improved**
Not using drugs and alcohol	Better	Better	Improved
Grades	Better	Better	Improved
Get homework done on time	Worse	Better	Improved**
Clean your neighborhood	Better	Better	Improved
Help neighbor	Worse	Better	Improved
Do volunteer work	Better	Better	Improved**
Not beat someone up	Worse	Better	Improved**
Not carry a weapon	Worse	Better	Improved**
Not steal	Better	Better	Worsened**
Not damage property	Worse	Better	Improved**
Not engage in disorderly conduct	Better	Better	Improved**
Not break into car	Worse	Better	Improved
Not cheat on tests	Better	Better	Worsened**
Not be fearful traveling to school	Better	Worse	Worsened**

** Statistically significant Group x Time difference, p<.05

See Appendix for the statistical basis for this table.

What youth liked best about the safe haven-ministation program. All youth participating at the safe haven-ministation had something good to say about the experience. Table 4.3 shows what they liked best. Over 90 percent of youth most appreciated having someone to go to for help and advice. Two-thirds liked getting to know the police officers, having a place to feel safe, and getting help with their homework. Almost the same number liked participating in activities that improved their neighborhood. Activities with friends were often mentioned as some of the best things about the program. Almost two-thirds of the youth liked doing fun things after school, going on trips and having a place to be with their friends.

TABLE 4.3

COLUMBIA	
“WHAT ARE SOME OF THE BEST THINGS ABOUT THE PROGRAM?”	
	Percent who selected
Having someone I can go to for help and advice	90
Getting help with my school work	69
Getting to know the safe haven-ministation police officers	66
Having a place where I can go and feel safe	66
Having activities that make my neighborhood better and look nicer	64
Doing fun things after school	62
Going on trips, like concerts, hiking trips, and youth conferences	62
Having a place to go to be with my friends	61
Having other people from outside the safe haven-ministation come to speak	59
Being able to help younger kids	59
Helping me become a leader	55
Helping me feel better about myself	55
Bringing the people in my neighborhood together	46
Having my parents involved in the safe haven-ministation program	52
Giving me a chance to visit colleges	38
I don't know	3.45
There is nothing good about the safe haven-ministation program	0

Youth suggestions for improving the safe haven-ministation program. Youth made suggestions for improvement to the safe haven-ministation program, which are presented in Table 4.4. Two-fifths of youth participants wouldn't change the program at all. Half suggest getting more adults, such as their parents, involved in the program. Almost half would like the safe haven-ministation to be open for longer hours and to have more police officers.

Two-fifths (or slightly more) recommend having more ways to help the neighborhood, more people to talk to about problems, more help with schoolwork, more chances to do things to feel good about themselves and to be a leader.

TABLE 4.4

COLUMBIA	
“WHAT WOULD MAKE THE PROGRAM BETTER?”	
	Percent who selected
Having more adults, like parents, get involved in the program	50
Have the safe haven-ministation open for longer hours	48
Have more police officers to make my neighborhood safer	48
Do more things to help my neighborhood	45
Having more chances to be a leader	45
Have more people to help me with my schoolwork	45
Having more chances to do things that make me feel good about myself, like helping little kids	41
Have more people to talk to me about my problems	41
Going on more educational trips	41
I would not change the program	41
Having more fun things to do after school	34
Having more chances to learn about college and to listen to adults outside the safe haven-ministation (i.e., college students, mayor)	31
I don't know	21

COMMUNITY-WIDE CRIME AND DRUG OUTCOMES

The opening of the safe haven-ministation had a dramatic effect on Gonzales Gardens. In the years after the safe haven-ministation opened in 1995, almost twice as many crimes were reported as before there was an officer present. However, all of 1995, even before the safe haven-ministation opened, was marked by many more crime reports than previous years. We assume that was due to community equity policing that began before the safe haven-ministation officially opened. The Gonzales Gardens safe haven-ministation site differs dramatically from two comparison public housing developments and from its own district in terms of reported crimes (See Table 4.5 for comparisons of number of index crimes between the target neighborhood of Gonzales Gardens, the comparison neighborhood, and citywide). The comparison site, Saxon Homes, opened a safe haven-ministation in March 1998.

According to all the residents, police officers, youth, and a Housing Management staff member who were interviewed, the housing development was plagued by all sorts of crime up until 5 years ago (e.g., drug activities in the development's park and shootings). They perceived that since the police officers were assigned to their housing development, the crime activities have decreased. The parents interviewed reported that fights frequently broke out in public among children and youth of all ages. The conditions were so unsafe that the elderly were afraid to leave their homes, parents were afraid to walk to their children's schools to participate in activities, and residents could not sit on their porches without "seeing someone running through the neighborhood to escape a shooting." It was reported in the state newspaper that the police often chased drug dealers through the Gardens and residents feared sitting outside because the dealers would simply throw their stash at the nearest group of people. The police officers

reported that they got back-to-back calls about homicides, rapes, armed robberies, aggravated assaults, domestic violence, and other serious crimes in Gonzales Gardens.⁷

All the interviewees reported that Gonzales Gardens has become safer since the inception of the program. Statements that support this opinion include:

- According to six youth, there would be more drug activities if not for the safe haven-ministation and the police officers
- The police officers reported that when they first started their duties, they received back-to-back calls that were related to violent incidents, disorderly conduct, and vandalism, but now there may be days before they receive a call and the callers are suspicious about an activity or individual, or they need assistance from the police officers to handle their children
- The most serious calls received by police officers now are domestic violence;
- Children can play safely in the park now because the drug activities that used to occur there have been eliminated
- Parents reported that they are more inclined to participate in school activities because they are no longer afraid to walk through the neighborhood to the schools
- The elderly started weekly walks that were initially accompanied by a police officer but now continue to do so by themselves
- Volunteers reported that they and their colleagues are less hesitant and afraid to work in the neighborhood now compared to the first time they volunteered there

- According to the parents, police officers, safe haven-ministation staff, and staff of the housing management office, it is now a common sight now for residents to sit outside and chat whereas before, they were afraid of leaving their homes.

In the years following the opening of the safe haven-ministation, Index crime at Gonzales Gardens declined steadily and showed evidence of an effect in contrast to the surrounding district and comparison site. Figure 4.1 shows a great increase in Index crime reports in the base year, compared to the previous years. Index crime reports in the base year were almost double that of the previous three-year average. After the base year, Index crime reports declined steadily through 1998. Index crimes declined by over 20 percent after the initial increase in 1995 (see Table 4.5). These data support our increase-and-then-decline hypothesis (Chapter 2.). Figure 4.2 shows the difference in Index crime reports for the target neighborhood, its surrounding district and city-wide between the base year and the program years. Figure 4.3 compares the decrease in crime in Gonzales Gardens with an increase in Index crime at the Saxon Homes comparison neighborhood.

Interviews with police officers at the safe haven-ministation support the hypothesis that the dramatic increase in reported Index crime in the year the safe haven-ministation opened are the result of increased reporting. Officers said that when the safe haven-ministation first opened, they received constant “back-to-back” calls for violent incidents, disorderly conduct and vandalism. Over time, they find that residents come to them when they first note suspicious activity.

Police officers and residents reported that decrease in drug activity was one of the most significant areas of crime reduction, and police reports bear that out. From 1995 to 1998 drug reports declined by 61 percent. Almost all crimes follow the same trend for the safe haven-ministation site in Columbia. They are steady or rise slowly from 1991 to 1994, and then shoot up dramatically in 1995, rise again a little in 1996 and are followed by a decrease the next two years.

Overall, residents and youth reported feeling that the neighborhood at Gonzales Gardens was much safer, as evidenced by elderly people walking alone, people sitting outside, and more children in the park. Eighty percent of youth surveyed at the safe haven-ministation who felt their neighborhood was safer, attributed it to the program.

FIGURE 4.1

NUMBER OF INDEX CRIMES REPORTED IN THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, TARGET PRECINCT, AND THE CITY OF COLUMBIA 1992-1998

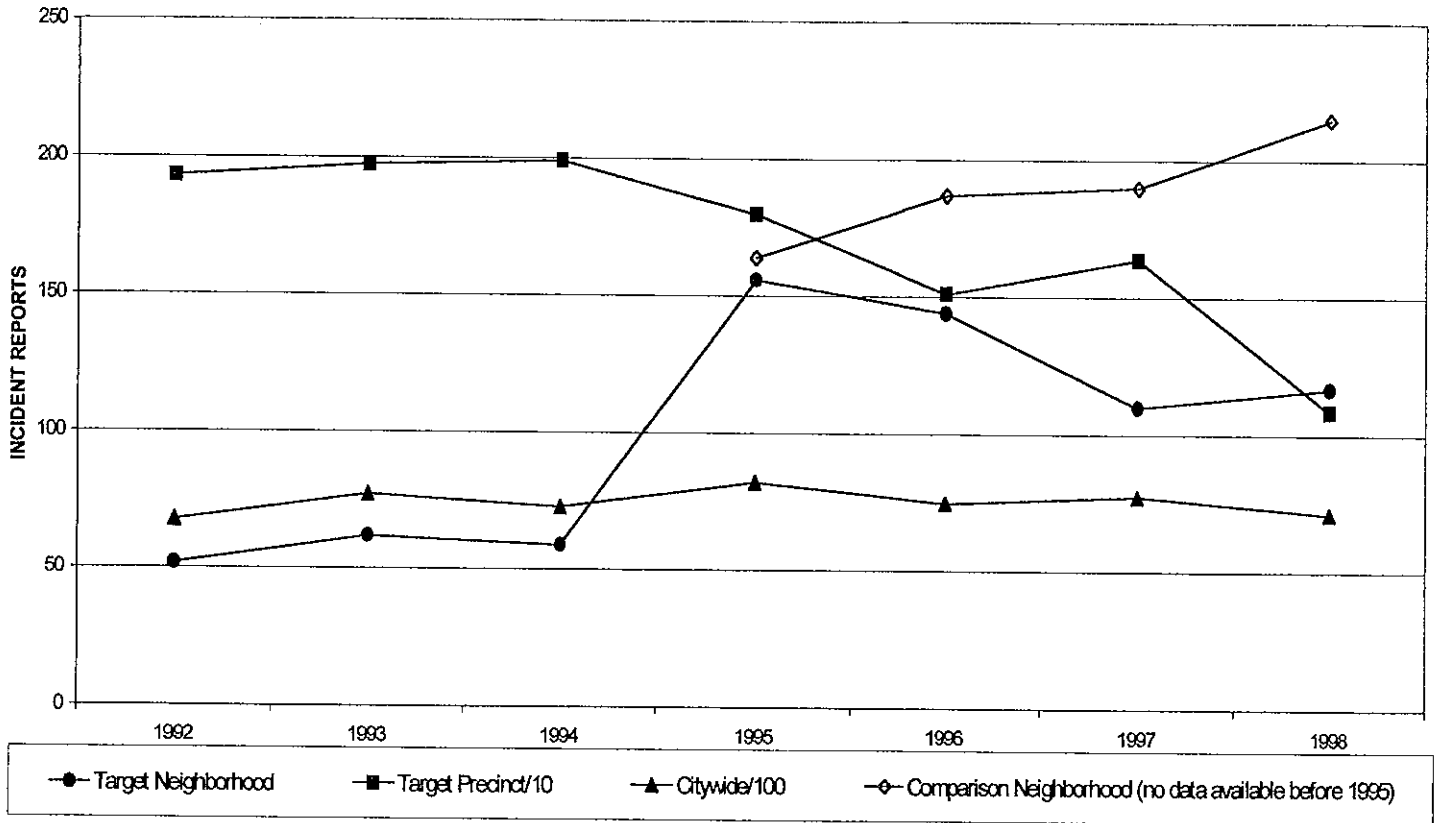


FIGURE 4.2

CHANGE IN REPORTED INDEX CRIMES AT TARGET NEIGHBORHOOD, ITS SURROUNDING PRECINCT, AND THE CITY OF COLUMBIA -- PROGRAM'S BASE YEAR (1995) VS. PROGRAM YEARS 2-4 (1996-1998) ANNUAL AVERAGE

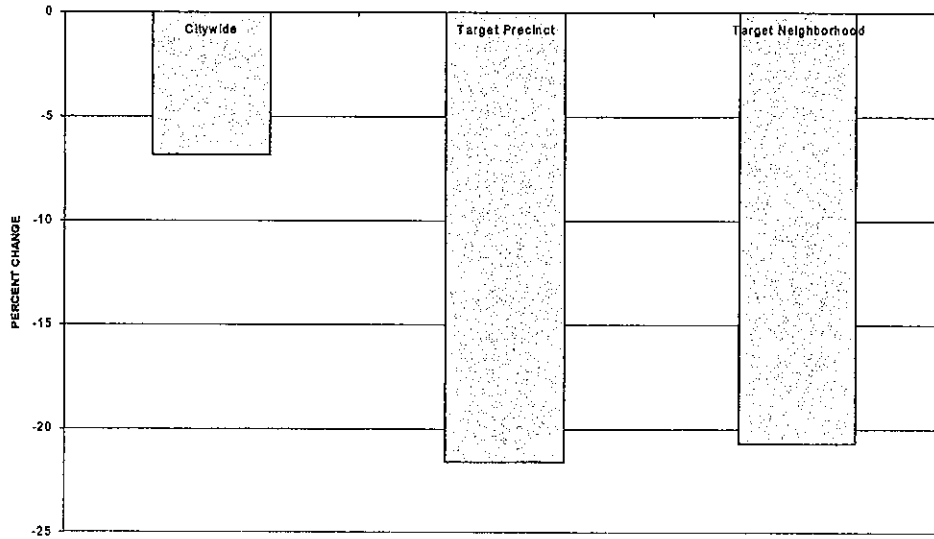


FIGURE 4.3

CHANGE IN REPORTED INDEX CRIMES AT TARGET AND COMPARISON NEIGHBORHOODS AND THEIR SURROUNDING PRECINCTS -- PROGRAM'S BASE YEAR (1996) VS. PROGRAM YEARS 2-4 (1996-1998) *
*COMPARISON PRECINCT 2 DOES NOT INCLUDE 1998 DATA

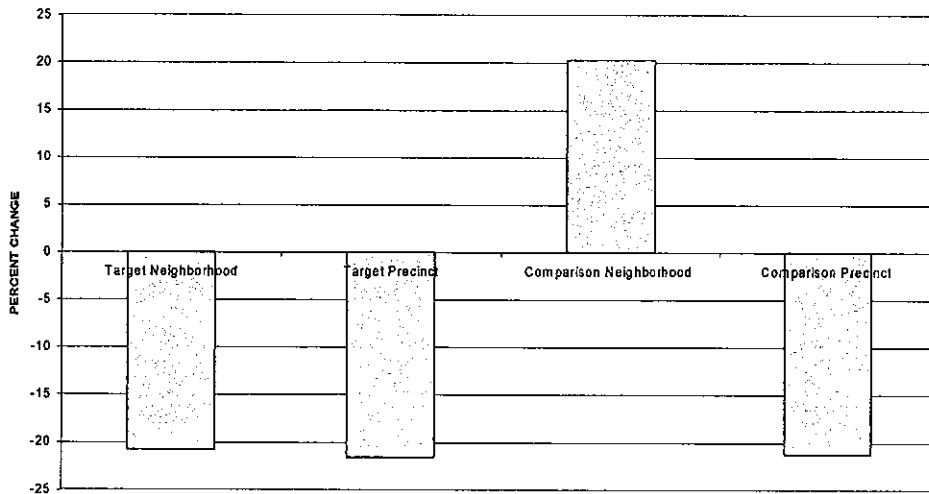


TABLE 4.5

NUMBER OF INDEX CRIMES FOR THE TARGET AND COMPARISON NEIGHBORHOOD , THEIR SURROUNDING PRECINCTS AND CITY-WIDE			
COLUMBIA	PRE-PROGRAM ANNUAL AVERAGE	BASE YEAR 1995	PROGRAM YEARS 2 - 4 ANNUAL AVG. 1996-1998
NUMBER OF INDEX CRIMES			
Target Neighborhood	57.7	156	123.7
Target Precinct	1,966	1,749	1,412
Comparison Neighborhood ¹		164	197.3
Comparison Precinct ^{1,2}		1,842	1,510.1
City	7,259	8,208	7,446
Target Precinct Minus Target Neighborhood	1,908	1,643	1,288
Comparison Precinct Minus Comparison Neighborhood		1,678	1,321.5
City Minus Precinct	3,166	4,208	3,920
CHANGE FROM PRE-PROGRAM YEARS TO BASE YEAR			
Target Neighborhood			+170.5%
Target Precinct Minus Target Neighborhood			-10%
City Minus Precinct			+13%
CHANGE FROM BASE YEAR TO END OF PROGRAM			
Target Neighborhood			-20.7%
Comparison Neighborhood			+20.3%
Target Precinct Minus Target Neighborhood			-21.6%
Comparison Precinct Minus Comparison Neighborhood			-21.3%
City-wide			-9.2%
¹ No data available for comparison area and precinct prior to 1995.			
² Comparison precinct data based on 1996 and 1997 only. 1998 data unavailable.			
Source: Columbia Police Department			

OTHER COMMUNITY-WIDE OUTCOMES

All the interviewees reported that there was an increased sense of pride among the residents. They attributed the increase to program's presence, which helped result in the following:

- Positive media attention.
- Visits from elected officials.
- Opportunities for youth to do community service within their residence.
- Additional services (e.g., the clinic and the youth summer training program).
- A sense of safety due to "their police officers."

According to the interviewees, residents have begun to refer to the housing development as the "Gonzales Gardens community" and not the "projects." The parents also informed the evaluation team that residents no longer exchange profanities in public like they used to but have more self-respect now to limit such exchanges to inside their homes.

THE MOST LIKELY EXPLANATIONS FOR THESE OUTCOMES

In general, the interviewees attributed the safe haven-ministation's effectiveness to the following factors:

- The program's committed leadership.
- The program staff members' dedication and ability to reach out to youth and foster a nurturing and caring environment that was also safe.

- The program staff members' sensitivity to the needs and issues of the community.
- The police officers' ability to established strong relations with the residents and be part of the community by attending activities after they are off-duty, while enforcing the law.
- Strong institutional support from a variety of agencies, particularly the Police Department and Columbia Housing Authority.

Prior to the safe haven-ministation, there already were community police officers placed in all the housing developments in Columbia, and they dealt primarily with the crime activities in those communities. The Gonzales Gardens Housing Management office had a small number of activities for the residents and the Urban League had activities for youth on a citywide level. The 3 groups functioned independently of each another. The safe haven-ministation program linked the different organizations together and provided an opportunity for a more focused and comprehensive approach to youth development and crime prevention in Gonzales Gardens, as well as an infrastructure for collaboration. The Gonzales Gardens housing manager and the executive director of the Columbia Housing Authority stated that the safe haven-ministation enhanced Housing Management's efforts to conduct activities for the residents. The safe haven-ministation enabled the manager to shift his focus to other priorities besides activity planning. The community also became safer and as a result, encouraged outside resources to invest in the community.

LESSONS LEARNED

When the staff, youth, parents, and partners were asked what made the safe haven-ministation program work, their responses reflected the following factors:

- Strong and committed leadership by the safe haven-ministation executive director, which was evident in the amount of time he spends at Gonzales Gardens with youth and his efforts to engage the parents.
- Police officers' sensitivity to the residents' needs and their commitment to the community, which is evident in their involvement in recreational activities after they were off duty.
- Support and commitment of the Columbia Housing Authority, which is reflected in its agreement to renovate a unit to accommodate the safe haven-ministation's growing number of activities.
- The safe haven-ministation staff's effort to walk around the community to interact with residents.
- Support from outside organizations in terms of volunteers, supplies for the children and youth, and funds.
- Support and commitment from Columbia Police Department, which provided a supportive environment for the safe haven-ministation police officers to practice their community equity policing skills.

The partners also implied that the safe haven-ministation not only created an avenue for convening different groups, but, through its community equity policing activities, created a safe place. As one of the partners reported, the volunteers that she recruited from outside of the community no longer feared coming to Gonzales Gardens. The improved safety of the neighborhood encouraged volunteers from outside the community to assist with the safe haven-ministation.

Based on the interviewees' responses, on-site observations, and other supporting materials, it appeared that the following factors contributed to the safe haven-ministation's effectiveness:

1. Support and buy in from top leadership in the city (e.g., chief of police, executive director of the Columbia Housing Authority, and high level representatives from local colleges, medical centers, corporations, and churches) brought credibility to the safe haven-ministation program and helped mobilize additional resources to support it.
2. An outreach and community organizing process (e.g., door to door introductions, sending birthday cards to each youth in the community during the first year, and needs assessment) during the beginning of the program before implementation to obtain community support.
3. Establishment of an advisory committee made up of leaders that represent key institutions (e.g., schools, surrounding colleges, tenants association, police

department, local housing office, hospital) and ensured accountability to the Gonzales Gardens community.

4. Coordination of activities with Housing Management to reduce duplication of services and competition.
5. Strong relationship with the housing manager so that the police officers were aware of and can assist with evictions, as well as help new families. The police officers checked in on a regular basis with the housing manager to obtain listings of new families.
6. Clear lines of communication in terms of reporting and supervision. The interviewees reported no conflicts between the police officers and the executive director in terms of accountability.
7. An effective schedule of structured activities for youth that were intended to instill a sense of hope (e.g., linking them with role models from the local educational institutions) and help them develop skills to become responsible adults.
8. An internal system to recruit, train, monitor, and retain mentors so that they remained committed to helping youth.

Program staff learned that children are a way to parents. They learned that, when they showed concern for the children, parents gradually began to trust them. This became a strategy for engaging more parents to foster a supportive environment for youth and children at Gonzales Gardens. The parents confirmed the staff's belief that this approach was most effective. According to the parents, when they saw that the staff really cared for their children, they became more willing to cooperate with the staff. In particular, their perception of police officers changed as a result of the program. They began to perceive the police officers as caring adults and not just law enforcers.

The director of the Book Buddies Program provided an example of how the approach worked. She used to distribute announcements to the parents to involve them in the program but that was not sufficient to engage them. So, during the next year, she instructed the program's youth participants to tell their parents about the program and then she herself spoke to the parents and challenged them to come see what the program was about. As a result, the number of parent volunteers for the Book Buddies Program increased from 1 parent in 1997 to 5 parents in 1998.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER HUD FUNDING ENDED?

In terms of specific post-HUD resources, the Eisenhower Foundation has granted \$400,000 in new funds, via the U.S. Justice Department, to include Columbia in the third generation of replications. The Columbia Housing Authority has awarded \$100,000 from HUD Drug Elimination grant funds. Other local funders (NationsBank, the South Carolina Arts Commission and the Cultural Council) have added over \$33,000 more.

With these monies, and more anticipated funding, Koban, Inc. will open a safe haven-ministation where police are in residence, open other non-residential safe haven-ministations in low income communities, explore rural settings, add activities that keep safe haven-ministations open to midnight and add more sports components.

Importantly, Koban, Inc. also plans to create a safe haven/ministation in at least 1 school for youth in every community that also has a neighborhood-based safe haven-ministation. As the Federal Reserve Bank magazine article observes:⁸

Plans are... underway to integrate the KOBAN program into the school system, especially benefiting those students likely to receive probation or suspension who would otherwise spend this disciplinary time away from school destructively. With such extensive community involvement, KOBAN, Inc. is taking the program to new heights with limitless possibilities.

The Eisenhower Foundation is exploring how safe haven-ministations in Columbia middle schools can be integrated with “full service community schools” as articulated by Eisenhower Vice Chair, Joy Dryfoos in her new Carnegie Corporation book, *Safe Passage*.⁹ Ms. Dryfoos has made a site visit to Columbia for preliminary discussions.

Footnotes to Chapter 3

1. Frost (1999:20).
2. ABC (1998).
3. Frost (1999:16).
4. Mackenzie and Soiryal (1994).
5. Frost (1999: 17-18).
6. Frost (1999:18).
7. Hill (1998).
8. Frost (1999:19).
9. Dryfoos (1998).

5 MEMPHIS

SUMMARY

The safe haven-ministation opened at LeMoyne Gardens Public Housing Development in March 1996, within the Goodwill Boys and Girls Club, and with the collaboration of the Memphis Police Department and the Memphis Housing Authority. 100 Black Men of Memphis also promised to provide mentors, but did not follow up on the commitment.

In 1997, demolition of LeMoyne Gardens began, as part of a reconstruction under the HOPE VI program of the Department of Housing and Urban Development. In spite of relocation, many children who participated in the safe haven-ministation in 1996 continued to participate through 1998.

Most activities provided to the safe haven-ministation participants were often open to members of the Memphis Boys and Girls Club, and safe haven-ministation participants could also take advantage of the many opportunities offered by the Boys and Girls Club. Activities, facilities, and resources were accessible to youth from both groups because the safe haven-ministation occupied a space within the Boys and Girls Club. Consequently, it was impossible to completely distinguish between safe haven-ministation activities and non-safe haven-ministation activities. However, the director successfully developed unique activities for the safe haven-ministation youth, such as special field trips, sleepovers, movie outings, and cash rewards for good grades.

The safe haven-ministation's primary activities were afterschool tutoring at the Club's Learning Center that was managed by a parent; mentoring by the safe haven-ministation director, police officers, and staff of the Goodwill Boys and Girls Club; recreational activities, such as field trips to historical sites, movie outings, and career days; and community equity policing.

Youth participating in the LeMoyne Gardens safe haven-ministation showed improvement in several areas, particularly:

- improved attention to homework
- better grades
- developing trusting relationships with adults outside their immediate family
- participating in community and volunteer activities.

Effects of participation for youth were also tested through outcome surveys of youth who participated in the safe haven-ministation and surveys of youth at a comparison site without a safe haven-ministation. Youth at the safe haven-ministation improved significantly between the time of the first survey when they were beginning their participation and one-year later. Youth at the safe haven-ministation showed statistically significant improvement in their future outlook, less drug and alcohol use, helping neighbors more, getting homework done on time, and doing volunteer work.

The comparison site selected to survey youth not participating in a safe haven-ministation participated in another Boys and Girls Club, with some of the same activities as the safe haven-ministation. Youth at the safe haven-ministation received more individual attention and had

police on-site, which the comparison Boys and Girls Club did not have. Probably due to the similarity of some activities at the two sites, statistical analysis did not reveal improvements for safe haven-ministation youth that were significantly better than those of the comparison youth. However, youth at the safe haven-ministation did show more relative improvement than youth at the comparison site in future outlook, self-esteem, grades, getting homework done on time, helping neighbors, and cleaning their neighborhood. They also showed more improvement, but not statistically significantly more, in decreasing delinquent behaviors.

The safe haven-ministation appears to have had a dramatic effect on police reported Index crime in the target neighborhood of LeMoyne Gardens. Police reported that Index crime rates in the early 1990's were very high, and showed some decrease at LeMoyne Gardens by 1994. Two Community Action police officers worked out of a mini-precinct at LeMoyne Gardens during this period. In the year during which the safe haven-ministation opened, police reported Index crime decreased by more than 37 percent at LeMoyne Gardens.

Because there was already some form of community equity policing in place at LeMoyne Gardens prior to the start of the safe haven-ministation program, we do not see an initial rise in police reported Index crime in the first program year as the community began engaging with the on-site police. Presumably, that had already occurred at LeMoyne Gardens when residents got to know the two police officers located in the on-site mini-precinct.

When looked at on a monthly basis, the amount of police reported Index crime in 1996, which occurred after the safe haven-ministation opened, indicates even greater reductions. Due

to the subsequent demolition of LeMoyne Gardens, local crime rates cannot be meaningfully determined after 1997. Residents were relocated beginning in 1997, and reported, anecdotally, an increase in certain types of crime, such as individual burglaries, as the housing became vacated. In spite of the relocation of residents and subsequent demolition of LeMoyne Gardens, 85 percent of youth participating in the safe haven-ministation who felt their neighborhood had become safer by October, 1998 attributed the increase in safety to the safe haven-ministation.

The major challenge facing the LeMoyne Gardens safe haven-ministation is to adapt to the loss of the housing development and the reconstruction of new housing. The safe haven-ministation needs to work on retaining the youth with whom it already works, while recruiting new participants as they move into the community and obtaining the support of the new residents.

After funding ended, the program remained in place with the same director, the same police officers, and the same site. The Memphis Boys and Girls Club has solidly supported the program. However, the end of program funding resulted in a loss of staff, and curtailment of safe haven-ministation programs to one day per week, facilitated by staff from the Boys and Girls Club. The program has been changed to fit into the overall Boys and Girls Club program. If funds are identified and dedicated to the operation of the safe haven-ministation program, the future of the program could be very bright. The director of the Department of Housing and Urban Development's Hope VI program, which is redeveloping LeMoyne Gardens, has committed space in the new development for the safe haven-ministation program.

WHERE WAS THE REPLICATION LOCATED?

LeMoyne Gardens is one of the oldest public housing communities in Memphis. It sits within a geographic area that has been a predominantly African-American area for several generations. Its residents have strong emotional, social, and family ties to the community. Many of the adults who grew up in the area but have since moved out of the area maintain a presence in the community through family and social ties. Some of the parents who were interviewed have moved out of the area for several years, but continued to bring their children to the Goodwill Boys and Girls Club, which has always served the youth from LeMoyne Gardens and its immediate neighborhoods. The safe haven-ministation is located within the Goodwill Boys and Girls Club. It occupies a small office for the safe haven-ministation program director on the second floor. The police officers have their own office in the basement. The first floor of the Club contains pool tables and other recreational equipment. Within the Club also is a large tutoring center that includes a mini-library and computers.

The LeMoyne Gardens area is not home to large industries or manufacturing plants and therefore, most residents work outside of the area. However, the area is home to a few small business like neighborhood stores, small auto repair shops, and human services businesses such as barber shops and beauty parlors. It is also home to a small, historically Black, community college (LeMoyne College), several churches and neighborhood public schools to which the residents express ongoing loyalty.

LeMoyne Gardens has undergone radical transition over the past two years as all of the units that once comprised the housing development have been razed and new public housing is

being built through the HOPE VI program conducted by the U.S. Housing and Urban Development. LeMoyne Gardens was once an 842 unit apartment community located in South Memphis consisting of 100, two-story buildings which were situated on forty acres of land. During the process of razing the buildings of LeMoyne Gardens and relocating its residents, concerns were expressed about the impact of these changes. For example, it was suggested by a safe haven-ministation participant that, "... the rehabilitation of LeMoyne Gardens will cause the community to become uninhabited. This will adversely affect the community equity policing component because there will be no community to police." However, although all of the buildings have now been torn down and residents relocated, there appears still to be an intact sense of community in the geographic area in which LeMoyne Gardens existed. The safe haven-ministation director, along with other partners and adults, also reported that many former LeMoyne Gardens adult residents return to the neighborhood to work or maintain family and social ties. They also bring their children with them and in some instances, send their children back for social and recreational activities alone. Therefore, the Boys and Girls Club in which the Memphis safe haven-ministation resides is full to capacity with children from the community, and most important to note, with children who were former residents of LeMoyne Gardens. Nonetheless, the move did indeed cause a disruption of contact with most of the LeMoyne Gardens children who were part of the initial cohort of safe haven-ministation participants.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

The LeMoyne Gardens safe haven-ministation opened on March 30, 1996. The program was supported by the Eisenhower Foundation in collaboration with the Memphis Police Department, the Memphis Housing Authority, and the Goodwill Boys and Girls Club of Memphis. 100 Black Men of Memphis was supposed to provide mentors, but did not follow through with the commitment. Early on during a visit to the safe haven-ministation, the Eisenhower Foundation national program director got a sense of what he deemed a power struggle between 100 Black Men and the Boys and Girls Club. The program director called a meeting between the two organizations to clarify how the responsibilities for the safe haven-ministation would be shared, and it was agreed that the Boys and Girls Club would reimburse 100 Black Men for some of the cost of its involvement. The safe haven-ministation activities began, but it wasn't long before the complaints were made concerning the involvement of 100 Black Men. The Boys and Girls Club attempted to contact the president of 100 Black Men, but there was no response. The Eisenhower Foundation program director realized that since the involvement of 100 Black Men's involvement was a major component of the mentoring activities, he instructed the Boys and Girls Club to reallocate the mentoring responsibilities to the staff and police officers.

When the president of 100 Black Men was finally contacted, he cited instances of no transportation and other areas of disagreement with the Boys and Girls Club. It was clear that two major local organizations were vying for a leadership role. The Foundation made it clear that it was the Boys and Girls Club that would have the lead responsibility and the 100 Black

Men did not feel any commitment to continue its involvement. The Boys and Girls Club eventually contacted LeMoyne College as an alternative for recruiting mentors.

Funding during each year of the program is detailed in Table 5-1. The Eisenhower Foundation provided \$44,275 in the first year, combining funds from the Department of Housing and Urban Development and the Center for Global Partnership. The Eisenhower Foundation continued to channel funds from the Department of Housing and Urban Development in Years 2 and 3, providing \$32,000 and \$34,000 in each of these years, respectively. The safe haven-ministration also received in-kind contributions from the Memphis Police Department and other local agencies that included salaries, a youth advocate, supplies, awards, field trips, transportation, space, equipment, phones, and utilities. The total value of in-kind contributions was \$82,658 in Year 1, \$96,658 in Year 2 and \$110,658 in Year 3.

TABLE 5.1

HUD BUDGET SUMMARY

	HUD Year 1 9/95-8/96	HUD Year 2 9/96-8/97	HUD Year 3 9/97-9/98	
<u>GRANTS VIA THE EISENHOWER FOUNDATION</u>	\$44,275 ¹	\$32,000 ²	\$34,000 ³	\$110,275
<u>LOCAL IN-KIND</u>	\$82,658 ⁴	\$96,658	\$110,658	\$289,974
<u>TOTAL</u>	\$126,933	\$128,658	\$144,658	\$400,249

¹This figure includes \$30,000 from the United States Department of Housing and Urban Development, as well as \$14,275 from the Center for Global Partnership.

²This figure represents HUD funding only.

³This figure represents HUD funding only.

⁴The local in-kind figures refer to in-kind services from the local police department and other local agencies that include salaries, youth advocate, supplies, awards, field trips, transportation, space, equipment, phones, and utilities.

REPLICATION ACTIVITIES

The Program In A Nutshell. Most activities provided to the safe haven-ministation participants were often open to members of the Memphis Boys and Girls Club, and safe haven-ministation participants could also take advantage of the many opportunities offered by the Boys and Girls Club. This arrangement was mainly the result of the safe haven-ministation's location within the Club. Consequently, it was impossible to completely distinguish between safe haven-ministation activities and non-safe haven-ministation activities. However, the director successfully developed unique activities for the safe haven-ministation youth, such as special field trips, sleepovers, movie outings, and cash rewards for good grades.

The safe haven-ministation's primary activities were after-school tutoring at the Club's Learning Center that was managed by a parent; mentoring by the safe haven-ministation director, police officers, and staff of the Goodwill Boys and Girls Club; recreational activities, such as field trips to historical sites, movie outings, and career days; and community equity policing.

Youth Development. Consistent with the communal philosophy of the neighborhood and Boys and Girls Club, the safe haven-ministation staff and Boys and Girls Club director reported that most activities provided to safe haven-ministation participants were often open to members of the Boys and Girls Club. This was an agreeable arrangement because the safe haven-ministation was located within the Club and enabled safe haven-ministation participants to

also take advantage of the many opportunities offered by the Boys and Girls Club. It was impossible to completely distinguish between safe haven-ministation activities and non-safe haven-ministation activities. Yet, the safe haven-ministation director has been successful in developing a few unique activities that are distinguishable from Boys and Girls Club activities and offer an added or more intense experience exclusively for safe haven-ministation youth. Functionally, these unique activities have been equated to privileges and were considered desirable to those youth that were not enrolled in the safe haven-ministation. The 10 youth who were interviewed described how their friends were envious of their safe haven-ministation membership, which provided a sense of belonging and of being special. For example, safe haven-ministation youth were all provided with a special tee-shirt with the Memphis safe haven-ministation logo and their name. They also were invited to participate in weekly rap sessions that discussed topics ranging from general weekly support to specific topics or lectures from outside presenters, such as drug and sex prevention. The safe haven-ministation and Boys and Girls Club staff described how safe haven-ministation youth would drop whatever it was they were doing when they heard the announcement of safe haven-ministation meetings through the intercom. One parent described how her child always came home bragging about what she did that day at the safe haven-ministation.

In addition, safe haven-ministation enrollees were specifically identified and their progress and problems were tracked (e.g., school behavior, grades, club attendance). A chart was displayed on the wall at the Goodwill Boys and Girls Club with all the safe haven-ministation youth's names. Those that obtained outstanding grades were recognized on the chart. When problems were detected, the child and his/her family received extra attention from

the safe haven-ministation staff. The safe haven-ministation director and officers also provided extra mentoring, encouragement, and, when necessary, direction and admonishment to safe haven-ministation youth. Specific instances were noted in which school and home visits were made on behalf of safe haven-ministation youth. The parent that was responsible for the afterschool tutoring center and library described how she had helped one youth deal with domestic violence and then took the youth back to her home for Thanksgiving.

Over the last year of funding, many other activities of the LeMoyne Gardens safe haven-ministation evolved or increased. The original activities remained, but have an additional structure and organization because of the experiences of the safe haven-ministation director and her staff of volunteers and partners accrued from the previous year.

The after-school tutoring program remained one of the major components of the safe haven-ministation. The tutoring was provided in the Boys and Girls Club Learning Center (a study, library, and computer facility) which was open to everyone. The director of this center (an employee of the Boys and Girls Club and a parent of a safe haven-ministation child) was present every day after school. The tutoring was provided in a self-paced framework in which the youth were expected to enter and complete their homework with relative independence. When they needed specific help, or when problems were detected, one-on-one attention was provided. Safe haven-ministation youth were not allowed to participate in Boys and Girls Club activities until they first reported to the Learning Center and completed their homework. The safe haven-ministation director and afterschool tutor reported that on the average, approximately 15 safe haven-ministation youth attended afterschool tutoring activities. The safe haven-

ministration director and officers were available to the students during the tutoring period. Other Boys and Girls Club staff also volunteered their time and effort as they were available or needed. The 10 youth who were interviewed reported that they could always turn to the safe haven-ministration director, afterschool tutor, or the police officers for help with their homework. The youth agreed that one of the police officers was especially skilled in mathematics. The Learning Center also had study aids for the Tennessee Comprehensive Achievement Test, which was administered to elementary school students in the state.

Students from the neighboring LeMoyne College were recruited to assist with the afterschool program, but their participation was not well documented and seemingly sporadic. Therefore, based on the interviewees' responses, including the youth, it appeared that the safe haven-ministration staff and the parent responsible for the Learning Center were the primary tutors.

Adult interviewees reported specific instances in which a safe haven-ministration child sought one-on-one tutoring and improved school performance as a result. Of the children interviewed, all reported that the afterschool tutoring was helpful and five willingly admitted to specific need for one-on-one tutoring (e.g., "I was having trouble with my math and Ms. Terri helped me.")

Counseling, mentoring, advocacy and near-peering were defined by the interviewees (safe haven-ministration and Boys and Girls Club staff and youth), as a broadly defined set of activities which included providing one-on-one assistance, guidance, or encouragement to a

youth on one or many occasions, within a short time-span or over the course of time, or specifically within an agreed upon framework of mentoring for a specific problem or within the casual course of contact with a youth. The definition also included a state of “BEING” in which just “being” present and providing children with a positive image and warm support could have a positive impact on the children.

The safe haven-ministation director indicated that there was no formal or structured mentoring assignment, nor was there special training or guidance provided to mentors. Staff of the safe haven-ministation and the Boys and Girls Club indicated that the mentoring approach that was practiced was an approach taken by the Boys and Girls Club. Given the definition of mentoring used, many of the adults who took the time to work or volunteer at the Boys and Girls Club also, at one time or another, provided mentoring to the safe haven-ministation youth. All of this considered, it was difficult to determine the precise mentor to safe haven-ministation child ratio or the precise amount of time spent “mentoring.” However, the staff reported that at least eight members (safe haven-ministation director, two safe haven-ministation officers, Boys and Girls Club director, and other staff at the club) had regular and substantive contact with the safe haven-ministation children. Along with providing emotional support and life guidance, this group also participated in social activities, community events and assisted students with homework. Two older Boys and Girls Club male staff were especially noted for the “good old fashioned” wisdom they brought to the children along with the needed presence of males that could project positive images.

The recreational activities of the Memphis safe haven-ministation have evolved and expanded. They were perceived as one of the strongest components of the safe haven-ministation by the adults and children. All the interviewees, including the youth, reported that the recreational activities, especially the field trips to historical sites, were the “hook” for the youth. However, it should also be noted that the recreational activities were among those activities in which participation was most fluid. Safe haven-ministation and non-safe haven-ministation children were allowed to interact freely under the general guidelines of the Boys and Girls Club since most of the activities are supported by the club. All reported that the recreation provided a positive outlet for the energy and interests of the children in the community, in addition to serving as an alternative to negative and anti-social behavior, and as a reward. The children participated in the recreational activities in a structured environment where rules and order were enforced by the adults. Children were observed waiting their turn patiently at game tables and relinquishing the games when their turn was complete. It was also reported that the safe haven-ministation officers’ involvement with the children in these activities has been one of the most positive evolutions. Through their interactions with the police officers while playing, the children were noted to become more receptive to the idea of using police officers as confidants and positive role models.

The scope of recreational activities was quite broad. It included activities such as club parties, field trips, movies, organized team sports (e.g., basketball, football), various table games, and the yearly Halloween Haunted House. These activities were open to all the youth in the safe haven-ministation and the Boys and Girls Club. In addition, the safe haven-ministation director also developed recreational activities specifically for the safe haven-ministation children that

enabled them to bond and feel special. The director reported that on average, they hosted one safe haven-ministation specific recreational activity per month. They included “sleep-overs,” safe haven-ministation parties, safe haven-ministation movie outings, safe haven-ministation field trips.

Other than the three initial partners, the safe haven-ministation developed partnerships with the surrounding schools (Cummings Elementary, LaRose Elementary, Cori Middle School, and Booker T. Washington High School). The safe haven-ministation’s relationship with the surrounding schools has been a major strength in its ability to monitor the progress of its youth. According to the safe haven-ministation director, the teachers had become familiar with the role of the safe haven-ministation staff in the participating youth’s lives. As a result, they contacted the safe haven-ministation whenever they had trouble with one of the youth. In one instance, the safe haven-ministation program director conducted a surprise visit to the schools and discovered that one of the youth had been suspended and in another instance, one of the youth played truant that day. The safe haven-ministation program director was then able to follow up on both cases. Through the schools, the safe haven-ministation staff was also able to review the Tennessee Comprehensive Achievement Proficiency Test requirements and then help the safe haven-ministation youth to prepare for the test as part of the afterschool tutoring activities.

The safe haven-ministation program director has also strengthened the safe haven-ministation’s relationships with the Memphis Housing Department and the Memphis Police Department. The previous director had complained that the district chief of police and the executive director of the Housing Department were too busy to play an active role in the safe

haven-ministation program. The current director found that on the contrary, the two individuals were very interested in the safe haven-ministation's progress and willing to provide any assistance necessary to support it. The director reported that she maintained regular contact with the two individuals and provided updates about the safe haven-ministation. The safe haven-ministation director also obtained the District Chief's cooperation in coordinating a career day with the police department to further enhance the youth's positive perception of police officers.

Community Equity Policing. Prior to the beginning of the safe haven-ministation program, the police officers were already acting in the role of problem-oriented police officers for the LeMoyne Gardens community, through a program called Community Action (COACT) that was part of the city's Weed and Seed program. However, the Community Action program had two disadvantages—there was insufficient space to provide tutoring help to the youth, and the police officers were not responsible for the safety of youth and staff inside the Goodwill Boys and Girls Club. According to a police officer, there were several failed attempts to develop a stronger relationship between the Community Action program and the Boys and Girls Club, primarily due to the lack of a structure and process for the relationship to develop and grow.

In general, the recreational activities at the safe haven-ministation provided a sense of belonging to the youth and exposed them to places, activities, and events outside of their immediate neighborhood. Many thought the police component to be the primary and most critical part of the safe haven-ministation. They reported that the increased safety inside the Boys and Girls Club and in the area was a major accomplishment of the safe haven-ministation. According to the chief of police, the officers spent half of their time patrolling the neighborhood

and the other half working with the youth. Any additional hours were considered voluntary. The police officers had an office of their own where they could have privacy to work with a youth one-on-one, if needed. All the youth interviewed reported that they learned a lot about drug prevention from the police officers.

The police officers helped instill a sense of respect and discipline among the safe haven-ministation youth. The parent responsible for the Learning Center said that she always reported rude or troublemaking youth to the police officers. The officers would take the youth aside and talk to him or her, and after that, the youth would never give her trouble again. The police officers also gave the youth lectures about drug use and crime. The youth interviewed claimed that they learned a lot about drugs at the safe haven-ministation. At the request of a pastor, the safe haven-ministation director accompanied two youth to a local church to talk to its at-risk youth members about alcohol prevention, drug abuse, and dealing with peer pressure. Thirteen youth also participated in the Scared Straight Program, which involved a trip to the state penal farm. They were treated exactly as if they were prisoners and met with several prisoners. Three of the prisoners were from the same neighborhood as the youth. The experience affected one youth significantly. This youth had been giving the safe haven-ministation staff a difficult time with his homework and demonstrated no respect towards the staff. After the trip, he stated that he did not want to be “locked up” and gradually changed his behavior. His grades went from F’s to D’s in a couple of subjects.

HOW WAS THE REPLICATION MANAGED AND HOW WERE THE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

The LeMoyne Gardens safe haven-ministation was supported by the Eisenhower Foundation in collaboration with the Memphis Police Department, the Memphis Housing Authority, and the Goodwill Boys and Girls Club of Memphis. It was agreed that the Goodwill Boys and Girls Club would provide an office space and access to administrative support for the safe haven-ministation program; the two Community Action Police Officers who were located in a mini-precinct in LeMoyne Gardens and that were supported by the Memphis Police Department (part of the city's Weed and Seed Program) and Memphis Housing Authority would become part of the safe haven-ministation program's community equity policing activities; and an additional police officer was assigned to the safe haven-ministation. 100 Black Men of Memphis were also part of the initial collaboration, but did not follow through (as discussed previously). As an alternative, the Boys and Girls Club arranged for the LeMoyne College to provide 15 college mentors to help tutor the youth that attended the Boys and Girls Club and the safe haven-ministation program.

The safe haven-ministation initially was managed by the director of the Goodwill Boys and Girls Club until a new director was hired in June 1997. Three police officers were part of the safe haven-ministation until October 1997 when one of the police officers was transferred. At around the same time, the director of the Goodwill Boys and Girls Club resigned and a new director was hired in January 1998. The staff turnover resulted in some confusion about the safe haven-ministation program model, and it was not until the safe haven-ministation director

attended a training sponsored by the Eisenhower Foundation in October 1997 that she began to understand the model. The safe haven-ministation director and the new director of the Goodwill Boys and Girls worked closely on an individual level to build the latter's understanding of the safe haven-ministation program. The safe haven-ministation director also worked closely with the Club's staff member who was responsible for the tutoring center.

According to the safe haven-ministation and Boys and Girls Club staff, the structure of the safe haven-ministation within the Goodwill Boys and Girls Club was mutually beneficial to both organizations. The safe haven-ministation had access to a wider range of recreational resources and administrative support, while the Boys and Girls Club benefited from the police officers' presence. However, there was perceived conflict by the safe haven-ministation staff regarding the independence of the safe haven-ministation within the Boys and Girls Club's organizational structure.

The Goodwill Boys and Girls Club's goal was to provide recreational activities for the youth from the community and the surrounding neighborhoods. The interviewees' statements implied that prior to the safe haven-ministation, there were youth that conducted undesirable activities in the Boys and Girls Club. The Boys and Girls Club staff also reported that the Club had some interest in providing drug prevention education and conflict resolution, but did not have the structure or organization to do so.

The safe haven-ministation was required to establish a community advisory board comprised of community members. The initial safe haven-ministation program director (also

the Boys and Girls Club director) reported that a community advisory board comprising representatives from the Family Life Center at LeMoyne College, LeMoyne College faculty, Memphis Housing Authority, Resident Association of LeMoyne Gardens, and Goodwill Boys and Girls Club Advisory Board was established in the first year of the program. However, the new and current safe haven-ministation program director was not aware of the requirement nor of the above community advisory board until the beginning of 1998. According to the new director of the Boys and Girls Club, the Club had already established a Government Affairs and Safe Haven-Ministation Advisory Committee in 1996 when the program began but it had been inactive. He intended to revive the Advisory Committee and develop a structure that would make the safe haven-ministation program director directly accountable to the Advisory Committee. On the other hand, the safe haven-ministation program director intended to establish a Community Advisory Board that would consist of several community leaders that she has selected. She felt that this board would enable the safe haven-ministation to become a more autonomous entity and improve its accountability to the community, and not the Goodwill Boys and Girls Club.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

The safe haven-ministation staff received technical assistance and training from the Eisenhower Foundation through several methods: workshops that covered issues such as program planning, youth development, grant writing, staff development, media planning, and continuation planning; site visits from the evaluation staff that provided opportunities for the safe haven-ministation to get advice on ways to monitor the program and progress of the youth; regular telephone calls with the Eisenhower Foundation program director to address issues and

trouble-shoot; and assistance in submitting proposals to foundations and government agencies as well as leveraging local funds.

The Eisenhower Foundation also played the key role in leveraging local resources for the safe haven-ministation, including securing a space at the Goodwill Boys and Girls Club. The Foundation's assistance with sustainability issues has helped to ensure that the safe haven-ministation continues to operate even after funding from the U.S. Housing and Urban Development has concluded. The Foundation also helped facilitate the discussions between the Boys and Girls Club and 100 Black Men when the two organizations were struggling over leadership issues related to the safe haven-ministation. The Foundation's program staff had the foresight to instruct the Boys and Girls Club to transfer the mentoring role to the civilian staff and police officers so that the safe haven's mentoring activities could begin without further delay.

The current safe haven-ministation staff attended the training held by the Eisenhower Foundation in October 1997 in Columbia, SC. This training enabled the staff to visit the Columbia safe haven-ministation; meet staff members from the other safe haven-ministation programs; exchange information; and learn additional skills required to direct a safe haven-ministation program. One of the police officers learned for the first time during the training that the safe haven-ministation program actually was "more than just a community equity policing program." The safe haven-ministation program director reported that she learned more about fundraising.

According to the current safe haven-ministation program director, the initial safe haven-ministation program director did not provide adequate guidance when he transitioned the responsibilities of the safe haven-ministation to her. Consequently, the transition caused a slight disruption to the program as she struggled with trying to understand the goals of the initiative and develop a structure that better resembled the model provided by the Eisenhower Foundation. The site visit to the Columbia safe haven-ministation was very valuable in helping her understand the structure of a safe haven-ministation program.

The Foundation's program staff felt that the youth development training workshop appeared to be the most effective technical assistance effort for the safe haven-ministation in Memphis. The safe haven-ministation was able to build strong ties with the youth and their parents, resulting in their continuation to attend the safe haven-ministation activities even after their housing development was razed, and they had moved some distance away.

WHAT DID THE OUTCOME EVALUATION SHOW?

PRINCIPAL FINDINGS

The positive outcomes at LeMoyne Gardens can be seen in improvements for youth in some key areas and a sharp decrease in police crime reports. Youth had significantly better future outlooks, less drug and alcohol use, did more volunteer work, and cleaned their neighborhood more after they had participated in the safe haven-ministation for a year.

When compared to youth at a comparison site that had a Boys and Girls Club but not a safe haven-ministation, the youth who participated in the safe haven-ministation showed more improvement in their future outlook, self-esteem, grades, homework, helping neighbors and cleaning the neighborhood. They also improved more in decreasing delinquent behaviors.

The number of Index crimes reported at LeMoyne Gardens decreased by 37.5 percent in the first year of the safe haven-ministation program compared to the average of the four years preceding, whereas Index crime reports city-wide were rising. However, Index crime reports had already been decreasing in the previous year, and there was a police mini-station at LeMoyne Gardens before the program began.

Unlike Columbia, South Carolina where the first year of the program was associated with a substantial increase in crime reports, in Memphis police reported Index crime dropped in the first program year. We believe this is because LeMoyne Gardens already had some form of community equity policing in place, and therefore by the time the program started, the initial effect of the community engaging with the police had already occurred.

YOUTH OUTCOMES

Those residents, staff, and youth interviewed at the LeMoyne Gardens safe haven-ministation reported a number of benefits and outcomes for youth. Some significant achievements were:

- Improved grades—the youth themselves declared their academic improvement after receiving assistance from safe haven-ministation staff;

- Development of life skills—the youth reported that they learned about money management and drug prevention;
- Improved behavior, and respect and trust for adults at the safe haven-ministation and at home;
- Positive attitudes toward police officers;
- Increased sense of safety among the adults and youth; and
- Improved relations between the safe haven-ministation and the schools.

Four youth interviewed claimed that their grades improved because they can always go to “Ms. Terri,” “Ms. Thomas,” or “Officer Davis” for help with their homework. One youth said that her composition got better and she kept getting A’s; one youth reported that her science grade went from B to A; and another youth said that he received a B in social studies after Ms Thomas helped him.

The youth participated in field trips to historical sites in Memphis, including the National Civil Rights Museum and an Underground Railroad site. During the interviews with the youth, they claimed that the field trips were one of the best parts about the safe haven-ministation.

The youth also learned about money management. A parent gave a presentation about how to save money. As a result, two youth requested assistance from the safe haven-ministation staff to open saving accounts. The safe haven-ministation staff reported that one particular youth that had once been involved in dubious activities has been saving and tracking the money he earned at a local restaurant. This was also the same youth who had given the safe haven-

ministration staff a difficult time with his school work and showed no respect toward the staff initially. The safe haven-ministration staff included this youth on a trip to the State Penal Farm and there he met prisoners from the same neighborhood. This experience affected him significantly and after the trip, he stated that he did not want to be “locked up” and began to change his behavior.

It was apparent that the youth had developed positive relationships with the safe haven-ministration staff, including the police officers. The evaluation team witnessed the youth running up to the safe haven-ministration director and police officers only to greet them enthusiastically and hold their hands. Some of the youth would follow the safe haven-ministration director around as she moved about.

According to the chief of police, the youth greet him respectfully when he comes to the safe haven-ministration. This behavior would never have occurred if not for the safe haven-ministration’s community equity policing activities. One of the interviewees told a story of when a female youth that had just started coming to the Goodwill Boys and Girls Club became very wide-eyed with shock and fear when she first saw the police officers enter the Club. Her peers reassured her that the police officers were their friends and they were there to help them.

The safe haven-ministration director reported that the youth’s relationships with the adults at the Club and safe haven-ministration also helped strengthen the relationships between the youth and their parents. One parent agreed with this statement, claiming that her child’s behavior improved at home after being in the safe haven-ministration. Half the youth that were

interviewed stated that the director made regular calls to their parents. The director and police officers stated that nevertheless, parental involvement must be increased to ensure that the nurturing environment established at the safe haven-ministation continued to be fostered at home.

Results Of The Youth Outcome Survey. Youth were interviewed at the safe haven-ministation at the beginning of their participation and again one year later. To see if positive youth outcomes could really be attributed to the safe haven-ministation program, youth were also interviewed at a comparison site without a safe haven-ministation covering the same time period as the youth at the safe haven-ministation who participated in the survey.

The comparison site, Dixie Homes, had a Boys & Girls Club program with some activities similar to the safe haven-ministation. Two key program differences between the LeMoyne Gardens safe haven-ministation and the Dixie Homes Boys & Girls Club used as a comparison site were:

- safe haven-ministation youth received more individual attention,
- safe haven-ministation had a police presence.

Differences between youth tested at the beginning of their program participation and youth tested after one year of participation. Participation in the safe haven-ministation had a positive effect on youth in some key areas. After one year, youth at the safe haven-ministation reported significantly:

- better future outlooks

- less drug and alcohol use
- more volunteer work
- more cleaning of their neighborhood

Some improvement occurred in:

- self-reported grades
- self-esteem
- decreased disorderly conduct

However, these last three differences in outcomes were not statistically significantly different from the baseline survey. Table 5.2 shows the means and significance of key factors and questions for the youth at the safe haven-ministation for the pre-test and post-test surveys.

Differences between youth surveyed at the safe haven-ministation and those surveyed at a comparison site. The comparison site, Dixie Homes, had a Boys & Girls Club program with some activities similar to the safe haven-ministation. Therefore, youth at that site improved on many measures, as did the safe haven-ministation youth. Safe haven-ministation youth did not improve more than youth at the comparison Boys and Girls Club at a statistically significant level. However, safe haven-ministation youth did improve somewhat more than the comparison youth in several areas, listed on Table 5.3. For example, although the safe haven-ministation youth had less positive future outlooks when they entered the safe haven-ministation, and continued to have less positive future outlooks than their counterparts at the comparison site, their outlook *improved more* than it did for the comparison youth.

The effect of the two additional activities present at the safe haven-ministation can be seen in the greater relative improvement shown by the safe haven-ministation youth and the dramatic decrease in police reported crime at LeMoyné Gardens, both of which are described in detail below.

Overall, the youth at the safe haven-ministation were reporting lower on the outcome measures than the youth at the comparison site when they entered the safe haven-ministation program in regard to their future outlook, self-esteem, grades, homework, helping neighbors and cleaning the neighborhood. One year later, the safe haven-ministation youth had shown more improvement in all of these areas, except volunteering, than the youth at the comparison site. However, their greater improvement was not statistically significant.

What youth liked best about the safe haven-ministation program. Improved relationships with adults and police also resulted from safe haven-ministation participation. When asked what they liked best about the safe haven-ministation, 68 percent of the youth responded that having someone to go to for help and advice was one of the best things, and 63 percent responded that they liked getting to know police officers and getting help with school work. More than half of the youth liked having outside speakers, becoming a leader, feeling better about themselves, having a safe place to go, and doing fun things and going on trips. None of the youth completing the questionnaire were unable to report something that they liked about the safe haven-ministation program. (See Table 5.4)

TABLE 5.2

MEMPHIS SAFE HAVEN-MINISTATION PRETEST SCORE vs. POST-TEST SCORE			
Variable	Mean	Std. Deviation	P < ¹
Future outlook scale	4.5405 Pretest	1.0164	.000
	10.297 Post-test	1.4882	
Antisocial leadership scale	7.8718	1.7797	1.000
	7.8718	1.6730	
Drug and alcohol use scale	6.8485	.6185	.000
	4.3636	.9624	
Self-esteem/Self-efficacy scale	42.000	5.099	.198
	43.611	4.7668	
Grades	1.69	.86	.182
	1.89	.89	
Clean your neighborhood	3.05	.75	.023
	2.68	.76	
Help neighbor	3.05	.99	.80
	3.10	.90	
Get homework done on time	2.15	.62	.000
	3.33	.76	
Do volunteer work	3.10	1.01	.001
	2.45	1.11	
Importance of high school diploma	3.00	.00	.160
	2.95	.22	
Steal	1.10	.38	1.00
	1.10	.30	
Carry weapon	1.10	.38	.160
	1.05	.32	
Damage property	1.27	.60	.110
	1.13	.33	
Break into car	1.05	.22	.160
	1.00	.00	
Disorderly conduct	1.33	.58	.060
	1.56	.75	
Cheat	1.33	.62	.523
	1.43	.84	
Beat someone up	1.60	.78	.875
	1.63	.87	
Fearful traveling to and from school	1.48	.85	.756
	1.43	.71	
¹ Controlling for age and gender.			
P values of < .05 are significant			

TABLE 5.3

SUMMARY OF THE OUTCOME EVALUATION OF THE MEMPHIS SAFE HAVEN-MINISTATION			
IMPACT MEASURE	PARTICIPANTS WERE BETTER OR WORSE THAN THE COMPARISON GROUP AT:		DID THE PARTICIPANTS IMPROVE OR WORSEN COMPARED TO NON- PARTICIPANTS BETWEEN TIME 1 AND TIME 2? ^{1 2}
	TIME 1	TIME 2	
Future outlook	Worse	Worse	Improved
Self-esteem/Self-efficacy	Worse	Worse	Improved
Not engaging in antisocial leadership	Better	Better	Worsened
Not using drugs and alcohol	Better	Better	Worsened
Grades	Worse	Worse	Improved
Get homework done on time	Worse	Better	Improved
Clean your neighborhood	Worse	Better	Improved
Help neighbor	Worse	Better	Improved
Do volunteer work	Better	Worse	Worsened
Not beat someone up	Better	Better	Improved
Not carry a weapon	Better	Better	Improved
Not steal	Better	Better	Worsened
Not damage property	Better	Better	Improved
Not engage in disorderly conduct	Better	Better	Worsened
Not break into car	Better	Better	Improved
Not cheat on tests	Better	Better	Worsened
Not be fearful traveling to school	Better	Better	Worsened

¹ Controlling for age and gender
² None of these differences met the criteria for significance with a p < .05

See Appendix for the statistical basis for this table.

TABLE 5.4

MEMPHIS	
“WHAT ARE SOME OF THE BEST THINGS ABOUT THE PROGRAM?”	
	Percent who selected
Having someone I can go to for help and advice	68
Going on trips, like concerts, hiking trips, and youth conferences	63
Getting to know the safe haven-ministation police officers	63
Getting help with my school work	63
Helping me become a leader	63
Having other people from outside the safe haven-ministation come to speak	60
Having a place where I can go and feel safe	57
Doing fun things after school	55
Helping me feel better about myself	55
Having a place to go to be with my friends	55
Being able to help younger kids	48
Giving me a chance to visit colleges	45
Having activities that make my neighborhood better and look nicer	45
Bringing the people in my neighborhood together	40
Having my parents involved in the safe haven-ministation program	38
I don't know	5
There is nothing good about the safe haven-ministation program	0

Youth suggestions for improving the safe haven-ministation program. Youth also made suggestions on what would make the program better (see Table 5-5). More than half would like to have more adults, such as their parents get involved, have more police, go on more educational trips, and do more things to feel good about themselves.

TABLE 5.5

MEMPHIS	
“WHAT WOULD MAKE THE PROGRAM BETTER?”	
	Percent who selected
Going on more educational trips	65
Having more adults, like parents, get involved in the program	53
Having more chances to do things that make me feel good about myself, like helping little kids	53
Having more police officers to make my neighborhood safer	53
Having the safe haven-ministation open for longer hours	50
Having more chances to learn about college and to listen to adults outside the safe haven-ministation (i.e., college students, mayor)	48
Having more people to help me with my schoolwork	45
Having more people to talk to me about my problems	45
Doing more things to help my neighborhood	43
Having more fun things to do after school	43
Having more chances to be a leader	38
Not changing the program	18
I don't know	0

COMMUNITY-WIDE CRIME AND DRUG OUTCOMES

All the interviewees agreed that the LeMoyne Gardens has become a safer community. Whether the safety improved after or before the safe haven-ministation is difficult to ascertain because the Community Action program existed prior to the safe haven-ministation, and there was already a police mini-precinct with two officers on site. However, 85 percent of the youth surveyed who felt their neighborhood was safer, felt it was due to the safe haven-ministation.

However, the safe haven-ministation police officers and director believed that the decrease in juvenile criminal activities could be attributed to the safe haven-ministation. The tracking of juvenile criminal activities were monitored by a safe haven-ministation police officer.

The safe haven-ministation youth and staff reported that they felt safer walking down the neighborhood streets. This is evident in the repeated stories from the staff and youth that even police officers were previously not safe in the community.

When the residents first began vacating LeMoyne Gardens, the police officers and housing manager reported that burglaries increased, mainly because residents were leaving their stuff out in the open or their doors unlocked while they were in the midst of moving out. Apparently, crack houses also increased due to the number of empty houses. There was no way, however, to determine the exact number of these activities because of the transient conditions during the process of tearing down the housing development. As mentioned before, two shootings occurred in the late fall of 1997. By 1998, the housing development had been torn down entirely.

Official statistics support the interviewees' feeling of increased safety. The number of crimes reported in the target neighborhood declined dramatically between 1994-1995 and 1995-1996, the year during which the safe haven-ministation opened (See Figure 5.1). They declined even more dramatically between the average of the years preceding the opening of the safe haven-ministation and the first year of the program (See Table 5.6). Beginning in 1997, LeMoyne Gardens, the housing development adjacent to the safe haven-ministation, began demolition, which was completed in 1998. It is therefore not possible to track decreases in reported crimes for this site after late 1996.

Prior to the opening of the safe haven-ministation, crime was reported by local residents and police to be "rampant." According to an eight year-old youth, "Sometimes there's shooting, sometimes there's fighting. When I hear the shooting, I think somebody just got shot, or maybe they just want to celebrate something. One of the parents described that the children and youth used to "run wild" in the streets and residents were "rowdy."

When the public housing development was finally eliminated, there still remained concerns about outside residents bringing crime to the community. Two incidents were reported. In the late fall of 1997 (Nov/Dec), an uncle of one of the safe haven-ministation girls was shot at a nearby church. During that same period of time, a shooting occurred after the local high school football team played a cross-town rival. In both instances, the children of the safe haven-ministation and the Boys and Girls club were upset and remained fearful and anxious for weeks. The safe haven-ministation officers, safe haven-ministation director, and director of the Boys and Girls club came together to support the children and their families through these incidents. In addition, the safe haven-ministation officers increased their patrols and presence and provided escorts to children and adults at the Boys and Girls Club. There was also a heightened level of concern about the yearly Halloween haunted house sponsored by the Goodwill Boys and Girls Club and the safe haven-ministation. Since 1996, this activity was very popular and drew over 300 children, youth, and their families from various communities in Memphis. The chief of police agreed to place 15 to 20 police officers in the area during the event to ensure safety.

TABLE 5.6

NUMBER OF REPORTED INDEX CRIMES FOR THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, THEIR SURROUNDING PRECINCTS AND THE CITY OF MEMPHIS		
MEMPHIS	PRE-PROGRAM YEAR AVERAGE	PROGRAM YEAR ONE
	NUMBER OF INDEX CRIMES	
Target Neighborhood	602	376
Target Precinct	1389	870
Comparison Neighborhood	112	51
Comparison Precinct	1075	757
City	62,818	70,183
Target Precinct Minus Target Neighborhood	787	494
Comparison Precinct Minus Comparison Neighborhood	963	706
City Minus Target Precinct	61,429	69,313
CHANGE IN INDEX CRIME IN PROGRAM'S FIRST YEAR		
Target Neighborhood		- 37.5 %
Target Precinct Minus Target Neighborhood		-37.2 %
Comparison Neighborhood		-54.4 %
Comparison Precinct Minus Comparison Neighborhood		-26.6 %
City Minus Precinct		+12.8%
Source: City of Memphis Police Department		

As Table 5.6 shows, city-wide Index crime reports in Memphis rose from the year before the safe haven-ministation opened to the year during which it opened, but Index crime reports decreased dramatically in the target neighborhood (LeMoyne Gardens housing development). Index crime reports at LeMoyne Gardens decreased by 37.5 percent in the first year of the safe

haven-ministation program, by about the same in the precinct, while city-wide Index crime reports were rising over 12 percent (See Figure 5.3). Figure 5.1 illustrates the trend in number of crime reports for the target neighborhood, the target precinct, and city-wide.

Index crimes reported during 1994-1995, although far more numerous than the following year, were already down from previous years (See Figure 5.1). A police mini-precinct in LeMoyne Gardens staffed with two police officers may have contributed to the decrease prior to the opening of the safe haven-ministation. So, while the most dramatic results occurred in the year in which the safe haven-ministation opened, changes were already occurring in the prior year when on-site community equity policing was in place.

The actual effect of the safe haven-ministation on police reported Index crime in the immediate neighborhood of LeMoyne Gardens is under-stated when looking at yearly change. The safe haven-ministation opened in the middle of a police reporting year, and decreases that occurred in the second half of the year, due to the opening of the safe haven-ministation, are averaged in with the higher rates that occurred before the safe haven-ministation.

A look at monthly data for the year 1996 provides more detail on the reduction of Index crime reports. For example, the number of aggravated assaults that were reported between October 1995 and September 1996 at LeMoyne Gardens was 73. In March of 1996, the middle of that reporting period, the safe haven-ministation opened. Adding up all months of 1996, January through December, only 39 aggravated assaults took place at LeMoyne Gardens. Therefore, 34 (73-39) of the assaults occurred during the latter months of 1995.

TABLE 5.7

DECREASES IN CERTAIN REPORTED CRIMES AT LEMOYNE GARDENS IN 1996 COMPARED TO PREVIOUS YEARS			
	Yearly average of selected index crimes in years prior to 1996*	1996	Percent change
Larceny	114	12	89
Robbery	65	13	80
Homicide	4	1	75
Rape	13	4	69
Residential burglary	199	65	67
Auto theft	73	24	67
Aggravated assault	85	39	54

* averages based on October-September year

As Table 5.7 shows, for certain crimes, there were dramatic decreases in the number of reports at LeMoyne Gardens in calendar year 1996 compared to previous years. Larceny and robbery were almost eradicated. Unfortunately, residents began being vacated from LeMoyne Gardens in 1997, and we cannot tell if this dramatic effect was long-lasting.

As Table 5.6 shows, in the comparison neighborhood of Dixie Homes, crime reports decreased at an even higher rate than at LeMoyne Gardens. Figure 5.2 shows the percentage

decrease in police reported crime for the target neighborhood of LeMoyne Gardens, its precinct, a comparison neighborhood (Dixie Homes) and its precinct.

Reports of particular crimes went down even more dramatically at LeMoyne Gardens between the year before the safe haven-ministation opened and 1996, the year it opened. Residential burglaries decreased by 32 percent, non-residential burglaries decreased by 41 percent, larceny decreased by 35 percent, and individual robbery by 23 percent (see Table 5.8) Some crimes rose during this period: aggravated assault rose by 18 percent, auto theft by 20 percent, and simple assault rose by over 70 percent. However, a closer look at the data reveals that the vast majority of police reported crimes in all categories were committed in the months *before* the safe haven-ministation opened in March, 1996.

TABLE 5.8

Selected crimes	Decrease at LeMoyne Gardens from year before to year during safe haven-ministation operation
Non-residential burglary	41 percent
Larceny	35 percent
Residential burglary	32 percent
Individual Robbery	23 percent

FIGURE 5.1

NUMBER OF INDEX CRIMES REPORTED IN THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, TARGET PRECINCT, AND CITY OF MEMPHIS 1991-1996

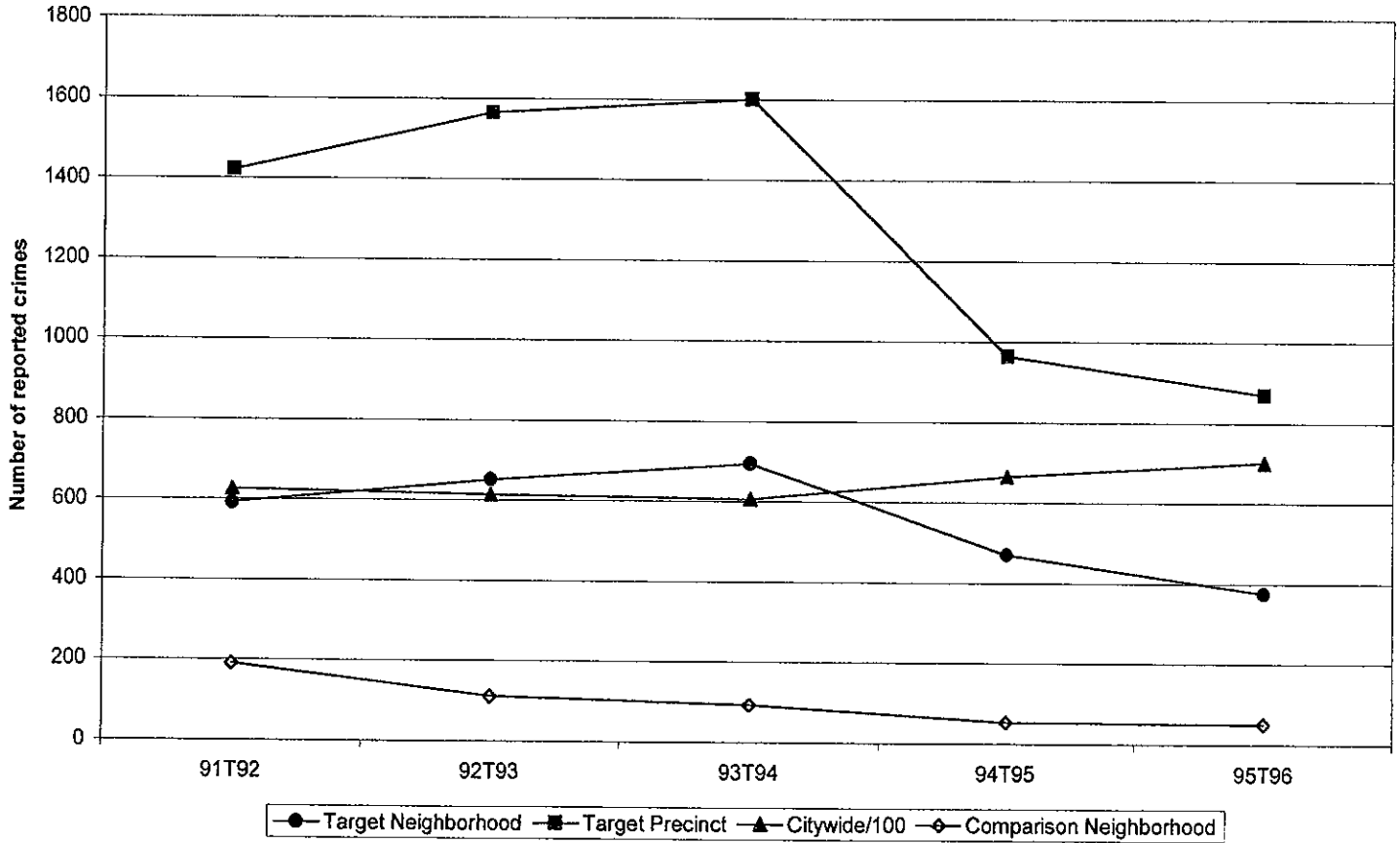


FIGURE 5.2

CHANGE IN REPORTED INDEX CRIMES AT TARGET AND COMPARISON NEIGHBORHOOD AND THEIR SURROUNDING PRECINCTS - PRE-PROGRAM AVERAGE VS. PROGRAM YEAR

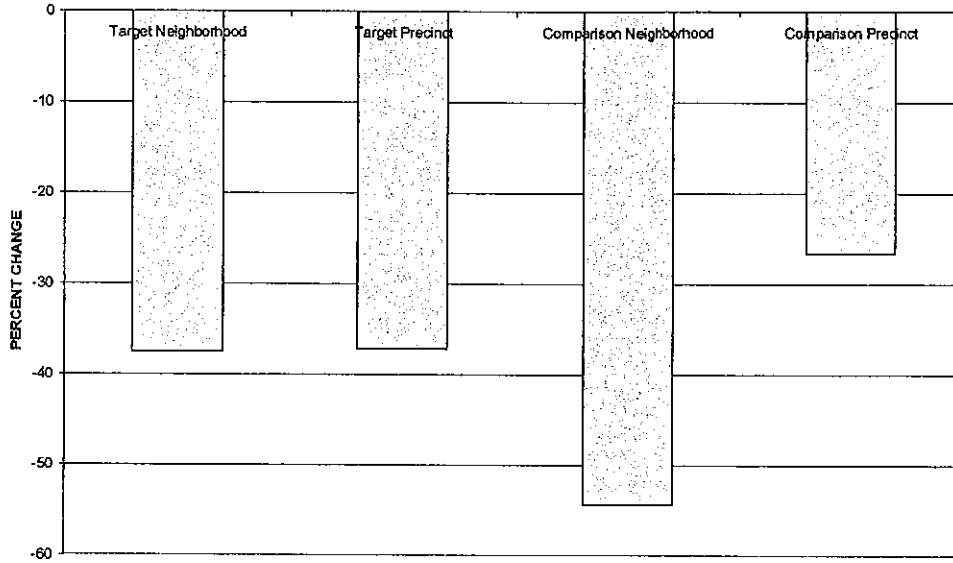
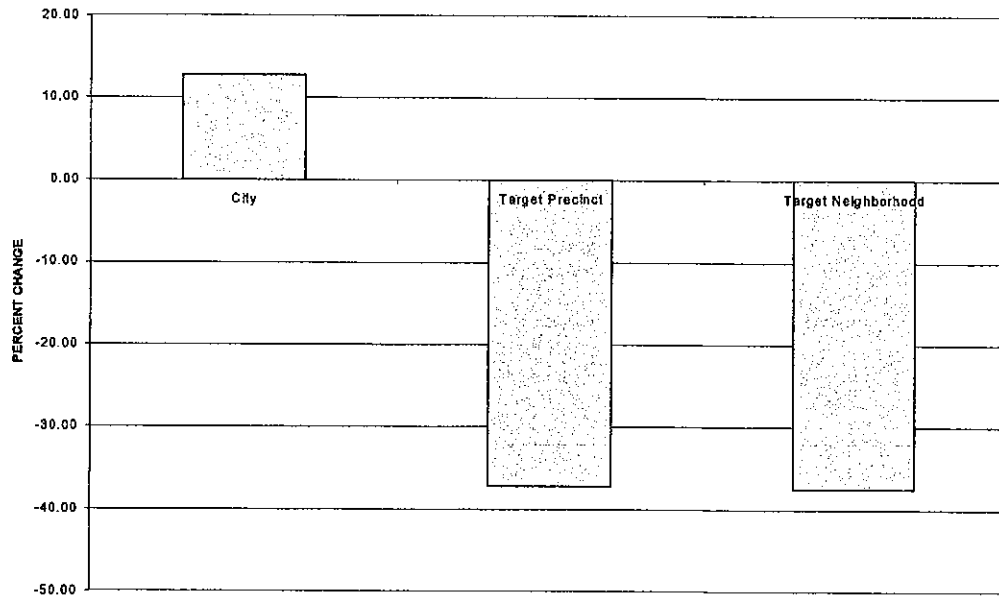


FIGURE 5.3

CHANGE IN REPORTED INDEX CRIMES AT TARGET NEIGHBORHOOD, ITS SURROUNDING PRECINCT, AND THE CITY OF MEMPHIS - PRE-PROGRAM AVERAGE VS. PROGRAM YEAR



OTHER COMMUNITY-WIDE OUTCOMES

It was difficult, if not impossible for the safe haven-ministation to have larger community impacts because of the transience of the LeMoyne Gardens residents.

The major community outcome that evidently resulted from the safe haven-ministation was the improved relationships between the safe haven-ministation and the schools. The strengthened relationships enabled the safe haven-ministation to better monitor the progress of the youth and intervene before the problems got worse.

THE MOST LIKELY EXPLANATIONS FOR THESE OUTCOMES

One of the key differences between the programs of the Boys and Girls Club and the safe haven-ministation was individual attention and help with homework, and an overall focus on academic achievement. The results of the youth survey show the greatest improvement in getting homework done on time. It is likely that the efforts of the program can be credited with this improvement, as it did not occur to the same extent with the comparison youth at a Boys and Girls Club without a safe haven-ministation.

The decrease in reported Index crimes was already underway because of the two earlier Community Action police officers assigned to the area. There was a more dramatic decrease in Index crime in 1996 after the safe haven-ministation was established. We cannot say for sure that the safe haven-ministation was entirely responsible for the increased rate of decline in Index crime reports. However, we do know that once the safe haven-ministation opened, the number of reports dropped even more than it had with the Community Action officers. Also, staff and

residents reported that the Boys and Girls Club itself was safer, and 85% of the youth at the safe haven-ministation felt that improved neighborhood safety was attributable to the safe haven-ministation.

LESSONS LEARNED

Staff leadership. A safe haven-ministation director with the commitment, availability, and competence to lead the safe haven-ministation was a critical criteria for the safe haven-ministation program to succeed. Prior to the current director, the previous director, who also served as the executive director of the Goodwill Boys and Girls Club, was not able to distribute his time between the two organizations. Consequently, the initial safe haven-ministation structure did not allow for a clear distinction between safe haven-ministation and non-safe haven-ministation activities. Further, safe haven-ministation membership was fluid. It was not until the national evaluation of the safe haven-ministation program required the sites to conduct a survey of 50 youth that the safe haven-ministation staff was forced to distinguish the 50 youth. It continued to be a challenge for the current director to establish a clear distinction between the two organizations because the safe haven-ministation program was located within the Goodwill Boys and Girls Club's building, the director was also responsible for some of the Club's programming, and the organizational philosophy that the youth from both organizations should not be excluded from each other's activities. Nevertheless, the current director had more time and resources to successfully develop a few unique activities that were distinguishable from Boys and Girls Club activities, and that provided the safe haven-ministation youth with a sense of belonging that the youth claimed as a privilege. The previous director was unable to develop relationships with the Police Department and the Housing Authority representatives. The current

director developed the relationships and was able to rely on the representatives for their support and resources.

Components of a Comprehensive Approach. The interviewees believed that all four components—afterschool tutoring, mentoring, community equity policing, and recreation—were essential to the safe haven-ministation’s comprehensive approach to youth development. Despite the fact that some of the components were less developed than others and may not have been as well defined as expected by the Foundation, each component played an essential role in the whole approach. The adult and youth interviewees asserted that the recreation component served as a reward system for the youth and therefore, was necessary to keep them motivated. The partners felt that the strength of the safe haven-ministation program was the police component because it improved the safety of the Club and attracted more youth from across the city. As a result, the executive director of the Memphis Housing Authority included a statement in the plan for the new LeMoyne Gardens that required the Boys and Girls Club to continue to support the safe haven-ministation in order for the Club to maintain a facility within the new housing development. The chief of police agreed to continue to commit two police officers to the site.

Linkages with the larger Institutions that Support Youth. The safe haven-ministation participants (staff and partners) also learned that building relationships with the schools was essential in order to monitor the youth’s progress. The safe haven-ministation provided an effective formal vehicle for doing this. The safe haven-ministation director’s ability to monitor each youth’s progress closely and take the time to talk to the teachers and visit the schools was a major bonus.

Accessibility and Availability of Responsible and Helpful Adults. A recurring theme throughout all the interviews was how the adults like “Ms. Terri,” “Ms. Thomas,” “Officer Davis” were always there for the youth. They not only served as role models, but also provided a sense of security for the youth.

Organizational Structure and Credibility in the Community. All the interviewees agreed that the having a police officer that knew the community well brought further credibility to the safe haven-ministation. The police officer grew up in the area and was part of several committees or boards of organizations in the neighborhood. One of the interviewees stated that if the police officer was part of an effort, then he knew that the effort was worth supporting. The safe haven-ministation director attributed the safe haven-ministation’s ability to develop stronger relationships with the police department, housing authority, and other community-based organizations to the officer’s network.

Other lessons learned included:

- The safe haven-ministation director learned that every activity required a back-up plan,
- The safe haven-ministation staff emphasized that periodic training was necessary to enhance their capacity, and site visits were helpful to see what other safe haven-ministations looked like,
- It was important to develop relationships with individuals or organizations that could provide the needed resources, and
- Parental involvement was essential in order to foster a nurturing environment for the youth at the Club and at home.

Challenges. The safe haven-ministation staff and a parent agreed that involving parents would be one of the biggest challenges because most parents tend to regard the Boys and Girls Club and the safe haven-ministation as “babysitters.” The safe haven-ministation also needed to begin thinking about an outreach process that will engage future residents of the new housing development. Some of the residents may be previous residents, but others may be new residents that are not familiar with the safe haven-ministation concept.

Finally, one of the safe haven-ministation police officers emphasized that the safe haven-ministation needed to actively involve more agencies (e.g., other youth organizations, LeMoyne College) in order to strengthen its resources and capacity.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER FUNDING ENDED?

The safe haven-ministation program at LeMoyne Gardens has both benefited from and been somewhat restricted by its operation under the umbrella of the Memphis Boys and Girls Club. Because the program operated within the Memphis Boys and Girls Club, a modified version of the program was able to continue after the end of funding in 1998.

The safe haven-ministation staff was ambivalent about the program’s future as part of the Memphis Boys and Girls Club because they felt that the current structure was an obstacle to the safe haven-ministation’s ability to obtain additional funds and resources and develop new linkages. The safe haven-ministation director and one of the police officers preferred for the safe haven-ministation to become an independent organization. However, the partners (i.e., Memphis Boys and Girls Club, the Memphis Housing Authority, and the Memphis Police Department)

expressed their preference for continuing the safe haven-ministation as part of the Memphis Boys and Girls Club because the presence of the police as part of the safe haven-ministation ensures the safety of the Club and the future public housing community. Therefore, the Housing Authority was requiring that the Boys and Girls Club continue to support the safe haven-ministation in order to receive additional HUD resources as part of the Hope VI program. While the safe haven-ministation staff perceived the current structure to be a barrier to the safe haven-ministation's growth, the Goodwill Boys and Girls Club staff reported that the current arrangement worked well and was mutually beneficial to both organizations.

The program has remained in place with the same director, the same police officers, and the same site. The Memphis Boys and Girls Club has solidly supported the program. However, the end of program funding resulted in a loss of staff, and curtailment of safe haven-ministation programs to one day per week, facilitated by staff from the Boys and Girls Club. The program has been changed to fit into the overall Boys and Girls Club program.

According to the safe haven-ministation staff, the major constriction for the safe haven-ministation program as it operates under the Boys and Girls Club umbrella, is that all fundraising must be done through the Boys and Girls Club. The Boys and Girls Club has decided not to fundraise separately for the safe haven-ministation program, and not to allow fundraising efforts for the program that could conflict with funds available for the Boys and Girls Club. The safe haven-ministation program staff have succeeded in obtaining local business support for special events and donations from local representatives.

If funds are identified and dedicated to the operation of the safe haven-ministation program, the future of the program could be very bright. The Director of the Department of Housing and Urban Development's Hope VI program, which is redeveloping LeMoyne Gardens, has committed space in the new development for the safe haven-ministation program.

There are several major challenges ahead for the safe haven-ministation:

- Its structure, role, and function as it continues to struggle with the issue of autonomy within the larger Boys and Girls Club organization;
- Its ability to continue to retain the same youth and work closely with them despite the current transient nature of the community; and
- The process of integrating into the new housing development and organizing the new residents to get involved with the safe haven-ministation.

6 BALTIMORE

SUMMARY

The Baltimore safe haven-ministation program began in October 1995 with the commitment of resources from the Housing Authority of Baltimore City, the Baltimore Police Department, and the Maryland Boys and Girls Club. The safe haven-ministation is located in a housing unit directly across from the Boys and Girls Club. Two police officers worked at the site, and often also were present at the site when off-duty. The Baltimore Housing Authority contributed the space and a housing police officer, and the Boys and Girls Club provided equipment.

The safe haven-ministation program in Baltimore operated, and continues to operate to some extent, under the umbrella of the Maryland Boys and Girls Club. For the first two years of the program, operating within the Boys & Girls Club created some problems that hampered the program. The main difficulties arose from a lack of clarity about the organizational relationship of the two entities, to confusion about staff roles, and from the lack of a competent program director. In the last year, a new director was found who was able to improve the operation of the program.

The ability of the new director to engage the Tenant's Council, to attract more volunteers, and to establish mentoring relationships with the majority of the youth appeared to have led to positive outcomes for youth. Youth who were surveyed after one year of participation at the safe haven-ministation showed some increases over the year in most outcomes, including more

positive behaviors, fewer negative behaviors, and better self-esteem and hope for the future. However, the improvements, on average, were too small to be statistically significant. It is promising that they were moving in the right direction.

Greater differences were found between the youth at the safe haven-ministation and youth selected for comparison at another site, who were matched by age and gender to the safe haven-ministation youth. The youth at the safe haven-ministation improved significantly more than the comparison youth in getting their homework done and doing volunteer work which is consistent with the programming provided to the youth. They also improved more than the comparison youth by engaging in fewer anti-social behaviors. They reported significantly more decreases in drug and alcohol use, and in disorderly conduct. The youth at the safe haven-ministation improved more than the youth at the comparison site on most other measures as well, but not to a statistically significant extent.

Residents, youth, and police officers also reported that the safe haven-ministation had a positive effect on safety at Flag House Courts due to the assertive activity of the police officers. Loitering and drug activity went from being occurrences on every corner to not being seen by residents. Police reported that as the program progressed, the type of crimes that they responded to changed from violent crime to mostly domestic disputes.

Crime statistics can only tell us part of the story for Flag House Courts. Through 1996, the numbers of reported crimes follows expectations. Crime increased until 1993, when police were first assigned to Flag House Courts. With the presence of the police, crime went down in

1993 and 1994. Then, when the safe haven-ministation opened in late 1995, and the police officers began community equity policing in the full sense, and engaged the community, the residents responded by going to the officers more and more. As a result, crime reports rose dramatically in 1996.

After 1996, statistics show that crime steadily decreased at Flag House Courts. However, Flag House Courts was designated to be renovated under the HOPE VI program of the Department of Housing and Urban Development and this process began with the relocating of residents in late 1996. Through 1997 and 1998 residents moved out of the development, and by the end of 1999, the development was scheduled to be totally vacated. Therefore, the loss of population concurrent with the decrease in crime makes statistics unreliable in assessing the impact of the safe haven-ministation.

Officers and residents reported that the vacating of apartments has led to a state of disrepair and the future is uncertain for the few remaining tenants, some progress toward renovation seems to be stalled. Residents reported that the safe haven-ministation has helped make the area safer during this period, when vacant units present opportunities for drug activity, vandalism, and other crimes.

The future of the safe haven-ministation program is also uncertain. The program ended in June 1998, but has been kept open by the Maryland Boys and Girls Club with reduced staffing. The Baltimore police officer was recalled to regular duty in December 1998, but the

housing officer remained. The director has been reduced to part-time commitment to this project.

The Maryland Boys and Girls Club has applied to new funding sources to keep the program running. The Club has received a twelve-month grant from the national office of the Boys and Girls Club and a grant from the Bureau of Justice Administration to operate a summer program at the safe haven-ministation Teen Center. At present, staffing and training are underfunded, and the program is not operating at an optimal level.

The Maryland Boys and Girls Club has expressed its commitment to the original vision of the safe haven-ministation, and expanded the program space by combining the existing space with an adjacent vacant two bedroom apartment, resulting in a large eight room safe haven site.

WHERE WAS THE REPLICATION LOCATED?

The Flag House Courts is a high-rise public housing development located in East Baltimore near the city's downtown area. Flag House Courts was once a model series of high rise buildings developed initially by the federal government. It was designed as transitional housing for families and individuals prospering from Baltimore's once booming industrial and shipping economy. However, through the last three decades, the physical conditions of the buildings, as well as the social conditions of the local surroundings have deteriorated significantly.

In the early 1990s, the city of Baltimore and the Housing Authority of Baltimore City collaborated with HUD to reinvigorate urban neighborhoods through the HOPE VI program. Old, sprawling, high-rise housing developments were razed and replaced with new modern units. These units would accommodate those who needed subsidized housing and working class families. Since this process has begun, Flag House Courts has undergone radical transition. It used to contain 487 apartments. Over the past two years many of the families have been relocated. As of 1998, approximately 125 families resided in Flag House Courts. As a result, of the loss of residents, many of the vacant housing units have become the locality for gang and drug activities. In addition, the vacant units have been boarded up and left in disrepair, leaving an unsightly picture of the housing development.

The city plans to have Flag House Courts completely torn down by late 1999 or early 2000. New construction was to begin shortly thereafter. However, residents now are unsure of the time line and are suspicious of city's motives for the delay. Several residents and staff of the Maryland Boys and Girls Club that were interviewed expressed their confusion about the future of their home. As a result, the small number of families that remain in Flag House Courts appears to be in limbo. On top of it, they are left with multiple vacancies and units in disrepair that the HABC is unwilling to fix.

The residents have historically taken a lot of pride in their community. The community is predominantly African American. Long time residents talked about the sense of community found among the families and in the schools and the multiple outlets for pro-social activities and development that characterized Flag House Courts past. As a result of Baltimore's declining

economy in the 1970s and 1980s, coupled with the departure of the upwardly mobile working class families, the residents that remained in Flag House Courts were those that relied almost completely on subsidized housing and public assistance. Flag House Courts and the surrounding community developed a reputation for rampant drug activity, prostitution, crime, and violence among both adults and youth. Archival information indicated that test scores of the children in Flag House Courts were consistently well below state and national averages.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

The safe haven-ministation program began in October 1995 with the commitment of resources from the Housing Authority of Baltimore City, the Baltimore Police Department, and the Maryland Boys and Girls Club. The safe haven-ministation occupied a housing unit directly across from the Club. The Baltimore Police Department and the Housing Authority provided two police officers that were responsible for the housing development and the immediate surrounding area. The safe haven-ministation had access to the equipment (e.g., computers and recreational supplies), space, and administrative supplies at the Club.

Funding during each year of the program is detailed in Table 6.1. The Eisenhower Foundation provided \$68,275 in the first year, combining funds from HUD and the Center for Global Partnership. This was higher than the funding for Year One at the other sites, and was for expenditures on hardware items, including lighting. The Eisenhower Foundation continued

to channel funds from the Department of Housing and Urban Development in Years Two and Three, providing \$43,000 and \$34,000 in each of these years, respectively.

The safe haven-ministation also received in-kind contributions from the Baltimore Police Department and other local agencies that included salaries, supplies, transportation, space, equipment, phones, and utilities. The total value of in-kind contributions was \$103,612 in Year One, \$114,334 in Year Two and \$108,977 in Year Three.

**TABLE 6.1
HUD BUDGET SUMMARY**

	HUD Year 1 9/95-2/97	HUD Year 2 3/97-8/98	HUD Year 3 9/98-present	TOTAL
<u>GRANTS VIA THE EISENHOWER FOUNDATION LOCAL IN-KIND*</u>	\$68,275 ¹	\$43,000 ²	\$34,000 ³	\$145,275
<u>TOTAL</u>	\$103,612 ⁴	\$114,334	\$108,977	\$326,923
	\$171,887	\$157,334	\$142,977	\$471,473

¹This figure includes \$54,000 from the United States Department of Housing and Urban Development, as well as \$14,275 from the Center for Global Partnership.

²This figure represents HUD funding only.

³This figure represents HUD funding only.

⁴The local in-kind figures refer to in-kind services from the local police department and other local agencies that include salaries, supplies, transportation, space, equipment, phones, and utilities

REPLICATION ACTIVITIES

The Program In A Nutshell. Based on the interviewees responses, it appeared that the safe haven-ministation struggled during the first two years to establish a structured program. During the first site visit in 1997, the evaluation team found that the most successful aspect of the safe haven-ministation was the community equity policing component. The afterschool

tutoring and mentoring components were merged with the Boys and Girls Clubs overall activities. Therefore, there were no activities that were unique to the safe haven-ministation.

However, by 1998, the interviewees (including parents and youth) reported that the current safe haven-ministation director had developed and implemented six new activities. Over ten volunteers, including parents were also recruited by the safe haven-ministation director to assist in conducting several activities for the youth. According to the Tenant Council representative, a parent volunteers on Saturdays to make sure that the safe haven-ministation is open for the book club. All the interviewees attributed the safe haven-ministration's accomplishments to the director's knowledge and skills working with youth and his network of resources from within the community.

Youth Development. The safe haven-ministation conducted many of its activities in conjunction with the Boys and Girls Club. Therefore, for practical reasons, activities provided to safe haven-ministation participants were often also open to the Boys and Girls Club members. This was an agreeable arrangement because safe haven-ministation participants also took advantage of the opportunities offered by the Club. Prior reports indicated that aside from a few recreational activities, the activities of the safe haven-ministation were not well defined and were underdeveloped. Afterschool tutoring and mentoring components were merged with the Boys and Girls Clubs overall activities. Therefore, there were no activities that were unique to the safe haven-ministation. The lack of distinction was further supported by the previous safe haven-ministation director's inability to produce any attendance records or documentation on the safe haven-

ministration youth's participation. The recreational activities comprised of a weight lifting machine and a Sega Genesis game. A bicycle safety and repair program was in its early development.

However, under the leadership of the new safe haven-ministration director, there has been some success with developing unique activities that were distinguishable from the Club's activities and offered an added or more intense experience exclusively for safe haven-ministration youth. However, these activities were at an early stage of development and records related to the activities were scant or non-existent. Functionally, these unique activities have been equated to privileges and have become desirable to those children and youth that were not enrolled in the safe haven-ministration.

Over ten volunteers, including parents also have been recruited by the safe haven-ministration director to assist in conducting several activities for the youth. According to the Tenant Council representative, a parent volunteers on Saturdays to make sure that the safe haven-ministration is open for the book club. One parent had expressed to the safe haven-ministration staff that she liked working with youth. Soon, she began volunteering at the center and helped chaperone field trips and assisted with programs and membership. She also developed good working relationships with the police officers and ended up volunteering for two years. The Boys and Girls Club staff was so impressed with her that they hired her to assist with youth at the teen center that will be established soon. All the interviewees attributed the safe haven-ministations accomplishments to the director's knowledge and skills working with youth and his network of resources from within the community.

During the safe haven-ministrations last year, a more organized afterschool-tutoring program was developed for safe haven-ministation youth. It was referred to as the 'Home Work Club' Tutoring took place in the safe haven-ministation unit across from the Club. The tutoring period was usually staffed by the safe haven-ministation director, one of the safe haven-ministation officers, and volunteers from within the community. Occasionally, the Boys and Girls Club's unit director or a parent would assist. The tutoring was provided using a self-paced framework in which children were expected to enter and complete their homework with relative independence. When children needed specific help, or when problems were detected, one-on-one attention was provided. However, it was unclear that an adult presence was always consistent. According to all the interviewees, there was a policy that safe haven-ministation children and youth were not allowed to participate in Club activities unless they had first reported to the Home Work Club. However, mechanisms did not seem to be in place to assure that this rule was followed. Computer games were used to reward youth for getting their homework done on time.

It also is unclear exactly how many safe haven-ministation participants actually took advantage of the Home Work Club although the safe haven-ministation director indicated that between 20 to 50 children participated. Approximately 20 safe haven-ministation youth participated on a daily basis. Both adult and youth interviewees reported specific instances in which a safe haven-ministation child sought one-on-one tutoring and improved school performance as a result.

A Saturday book club was also developed to stimulate academic development. Adults and children praised this attempt to promote learning. The safe haven-ministation director

reported that approximately 25 children participated in this program throughout its life, 15 of who were reported to be safe haven-ministation children and youth. His statement was supported by the police officers.

Mentoring, as defined by the interviewees at this site, was a broadly defined set of activities which included providing one-on-one assistance, guidance, or encouragement to a youth on one or many occasions, within a short time-span or over the course of time, or specifically within an agreed upon framework of mentoring for a specific problem or within the casual course of contact with a youth. The definition of mentoring also included a state of being in which there is an assertion that just being present and providing children with a positive image and warm support could have a positive impact on the children and youth.

Reports on the structure of the mentoring program ranged from reports that mentoring was done in groups (e.g., rap sessions) to reports that adults were assigned from five to seven youth. However, it should be noted that those who reported individual mentoring had significant difficulty naming the youth they mentored. Given the functional definition of mentoring used by this community, many of the adults who took the time to work or volunteer at the Boys and Girls Club were often considered mentors. There was no mention of special training or guidance provided to mentors. All of this considered, it was difficult to determine the precise mentor to safe haven-ministation child ratio or the precise amount of time spent mentoring. However, seven of the youth interviewed referred to at least six adults (the safe haven-ministation director, the two safe haven-ministation officers, the Boys and Girls Club's unit director; one staff member and one volunteer) that seemed to have regular and substantive contact with the safe

haven-ministation youth. A parent stated that the police officers have also helped youth complete job application forms. The safe haven-ministation director was overwhelmingly cited as the most prominent and powerful mentor figure among all of the adults who had contact with the safe haven-ministation.

The recreational activities of the safe haven-ministation also were further developed under the new safe haven-ministation director and were widely praised. However, it also should be noted that the recreational activities are among those activities in which participation was most fluid between safe haven-ministation and non-safe haven-ministation participants. All the adult interviewees reported that the recreation component provided a positive outlet for the energy and interests of the children and youth in the community, in addition to serving as an alternative to negative, anti-social behavior that would be exhibited without the outlet. Many pointed out that children and youth now have a variety of alternative activities that have helped reduce the loitering on street corners and around the housing development.

Combined recreational activities for safe haven-ministation and non-safe haven-ministation participants often took place in the Boys and Girls Club building and around the city of Baltimore. They included board and table games, field trips, movies, neighborhood sport games (e.g., soccer, lacrosse, street hockey), organized team sports (e.g., basketball, football), and access to the weight room located in the Boys and Girls Club.

The safe haven-ministation director was reported to be the principal organizer and coach for the neighborhood sports. He organized sport teams and received much praise for his efforts.

The safe haven-ministation officers and community volunteers also provided significant assistance to the director, especially for the neighborhood sports.

In addition, the safe haven-ministation director also developed recreational activities specifically for the safe haven-ministation children and youth. However, non-safe haven-ministation children were never completely excluded and always participated in the activities, but in lesser numbers than found for the combined activities listed above. The activities included video games in the safe haven-ministation facility (50 children total on a revolving basis almost daily); a bicycle club (30 safe haven-ministation children and youth participated); sewing class and drill activities (12 female safe haven-ministation participants), and safe haven-ministation field trips (30 safe haven-ministation children and youth participated on an as-planned basis).

Community Equity Policing. The two police officers assigned to the safe haven-ministation were given different types of responsibilities due to their different personalities and styles. While one officer was viewed as a very strict disciplinarian and did most of the arrests, the other was considered more approachable and a better counselor. It appeared to the evaluation team that the latter police officer maintained a stronger relationship with the safe haven-ministation director and was more involved in safe haven-ministation activities, such as accompanying the youth on field trips. The former was credited with the increased sense of security among residents.

The police officers reported that they have become better at community equity policing through their experiences and participation in the safe haven-ministation program. One police

officer indicated that he became better skilled at helping parents resolve disputes with their children and among the children themselves. The strategy to divide the patrolling and youth outreach responsibilities according to each police officer's strengths worked well. One of the two police officers enjoyed working with the youth so much that he started to teach the youth activities that he liked doing, such as trail biking and lacrosse. He also went on to coach basketball and tutor the youth. The officer was so excited about his work that he submitted a request to remain at the safe haven-ministation.

Interviewees praised the dedication, commitment, and skills of the two police officers assigned to the safe haven-ministation. Both officers were consistent in arriving at the safe haven-ministation during designated hours and carrying out their responsibilities. They assisted at the safe haven-ministation until it closed for the evening and then they began their regular patrol. Therefore, they were seen as a consistent presence in the community. Adult interviewees stated that the officers arrival to the safe haven-ministation was always met with much anticipation and excitement by all the children and youth, regardless of whether they were safe haven-ministation participants or not. In addition to being a strong, but compassionate presence, the two officers involvement with the children in recreational activities, afterschool tutoring, and safe haven-ministation specific activities like the discussion groups and individual mentoring was highly lauded. The two officers also assisted the safe haven-ministation director in event planning and chaperoning. While one officer reported that he was involved in the safe haven-ministation activities, the majority of the seven youth who were interviewed indicated that they did not know that the officer was associated with the safe haven-ministation. They saw him as a law enforcer that kept the neighborhood safe. Their perception may be due to the safe haven-ministrations approach to separate the officers responsibilities according to their strengths the

officer perceived as the law enforcer patrolled the neighborhood and made arrests, while the other officer spent more time tutoring and working with the youth. Both officers were long time residents of the community and one actually grew up in Flag House Courts. Therefore, in addition to their personal commitment, both were excellent informational and contact resources.

Over the course of the Flag House Courts safe haven-ministation project, there have been cases of homicide within the development. In the summer of 1997 a child was found murdered. Such incidents affected the community's sense of safety, particularly among the youth. These incidents may have had some effect on the youth's willingness to initially accept the community police officers into the neighborhood in order to make their community a safer place.

HOW WAS THE REPLICATION MANAGED AND HOW WERE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

The safe haven-ministation program began in October 1995 with the commitment of resources from the Housing Authority of Baltimore City, the Baltimore Police Department, and the Maryland Boys and Girls Club. The safe haven-ministation occupied a housing unit directly across from the Boys and Girls Club. The Baltimore Police Department and the Housing Authority provided for two police officers who were responsible for the housing development and the immediate surrounding area. The safe haven-ministation had access to the equipment (e.g., computers and recreational supplies), space, and administrative supplies at the Club.

The safe haven-ministation program struggled during the first two years to establish itself as an independent organization separate from the Boys and Girls Club. It encountered several barriers, including:

- Lack of clarity regarding staffing roles and responsibilities for safe haven-ministation and Boys and Girls Club staff;
- Lack of a structured relationship between the safe haven-ministation and the Boys and Girls Club with clear reporting procedures and accountability;
- High staff turnover in the safe haven-ministation director position as a consequence of the organizational and management tribulations;
- Lack of support from the Tenant Council, which perceived the safe haven-ministation as a competitor; and
- Distrust by the residents of previous directors who were not from within the community.

The safe haven-ministation staff included a program director and two police officers. However, the Boys and Girls Club's unit director considered himself the safe haven-ministation program director. He regarded the designated program director as the youth outreach coordinator even though this individual was accepted by the Eisenhower Foundation as the safe haven-ministation director. Consequently, there was no clear staffing responsibilities and based on the interviews, the lack of clarity resulted in poor management, tension, and not letting the current director do what he was supposed to do. The interviewees also attributed the high turnover in the director position (the current director was the third to be hired since the safe haven-ministation started) to the lack of distinct staff roles and the unit director's interference in the safe haven-ministation process.

Due to the turnover, the safe haven-ministation has not been perceived as a stable or central entity in Flag House Courts. Seven youth and two parents who were interviewed gave different dates for when the safe haven-ministation started. Most of the youth associated the opening of the safe haven-ministation with the time that the current director was hired. Further, they could barely recall the previous safe haven-ministation directors or the activities that the safe haven-ministation conducted before the current director was hired. They did, however, report that the previous directors did very little for the safe haven-ministation program. Some of the youth even stated that the previous safe haven-ministation director always expressed annoyance when they tried to attend the safe haven-ministation after school -- a direct violation of Eisenhower principles. Two parents admitted that they had no idea what the safe haven-ministation program was until the current director was hired.

According to the safe haven-ministation director and police officers, the Boys and Girls Club further complicated matters by implementing a bureaucracy that requires extensive paperwork, such as monthly reports and a tedious process for accessing petty cash. The bureaucracy was not only complex, but it was inconsistent and ambiguous. Consequently, the safe haven-ministation director had to spend more time than necessary to find out what procedures he had to follow to accomplish the tasks. Some of the interviewees who were familiar with Boys and Girls Club's requirements agreed. However, the program staff reported that financial and quarterly reports were always timely and complete.

The safe haven-ministation did not establish its own community advisory board as required by the Eisenhower Foundation. Instead, it considered the Tenant Council as its advisory

board. However, the Tenant Council could not fulfill its duties as an advisory board because there was tension between the Council and the Boys and Girls Club unit director. A Tenant Council representative reported that at the beginning of the program, the Council felt that the safe haven-ministation was conducting activities similar to those conducted by the Tenant Council and for the very same youth in Flag House Courts. One safe haven-ministation staff member disagreed with this opinion. Upon further investigation, the evaluation team learned that this contradicting opinion was one of the major barriers to collaboration between the Council and the safe haven-ministation. The other barrier was the Council's disappointment that each time a new safe haven-ministation director was hired, he or she was not from within the community or was not familiar with the local culture.

When the present safe haven-ministation director was hired, the collaboration between the safe haven-ministation and the Council began to develop. The present director grew up in the area and was familiar with the community and its residents. He also brought with him his network of community resources. His ability to work closely with the Tenant Council improved the coordination of activities and reduced duplication. As a result of better collaboration, the Tenant Council began to assume the responsibilities of a safe haven-ministation advisory committee, and indicated strong interest to work with the director to sustain and continue the safe haven-ministation program. According to the safe haven-ministation director, the support that he got from the Tenant Council far exceeded the support he got from the Boys and Girls Club.

A part-time consultant was hired by the Boys and Girls Club to assist the safe haven-ministation director with some of the administrative tasks, such as writing reports. None of the

interviewees discussed the participation of partners that were supposedly involved in 1997 (e.g., with Greater Baltimore Medical Center, Crazy John Community Department Store, Youth Entrepreneurship Program, and a local grocery store). This suggested that the partnerships were most likely not sustained.

During the safe haven-ministrations last year, several new relationships were developed with community organizations, such as Sister to Sister, which provided 2 volunteers to work with the safe haven-ministrations female youth participants in developing skills to help them with their transition into womanhood; Mind, Heart and Body, which provided a health educator; and R.O.O.T. Of, which provided a volunteer to help manage a reading program. According to the safe haven-ministration director, these relationships were established through the Tenant Council and the Boys and Girls Club. According to the Sister to Sister representative, the safe haven-ministration director contacted her for assistance when he realized that there were insufficient activities for girls.

Despite several attempts, the safe haven-ministration did not appear to have strengthened its partnership with the Maryland Boys and Girls Club. According to all the interviewees, it appeared that the Boys and Girls Club claimed ownership of the safe haven-ministration and controlled its growth. When the safe haven-ministration program funds concluded in August 1998, the safe haven-ministration director was not included in any decision-making about the safe haven-ministrations future. His ambiguity was echoed by other interviewees (Boys and Girls Club staff members and parents) who also had no idea what was going to happen to the safe haven-ministration when the funds ended.

The safe haven-ministation director did not have a direct linkage to the Baltimore Police Department or the Baltimore Housing Authority. Instead, all communication from the two agencies flowed through the Boys and Girls Club, or through the police officers. This structure exacerbated the above ownership issue and reinforced the perception that the safe haven-ministation was a Boys and Girls Club program.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

The Eisenhower Foundation was able to raise more resources during the first two years for Baltimore than for some of the other sites. As a result the safe haven-ministation was able to repair the housing unit allocated for the safe haven-ministation. (This was supposed to have been financed by the public housing authority.) The safe haven-ministation staff received technical assistance and training from the Eisenhower Foundation through several methods: workshops that covered issues such as program planning, youth development, grant writing, staff development, media planning, and continuation planning; site visits from the evaluation staff that provided opportunities for the safe haven-ministation to get advice on ways to monitor the program and progress of the youth; regular telephone calls with the Eisenhower Foundation program director to address issues and trouble-shoot; and assistance in submitting proposals to foundations and government agencies and to leverage local funds.

One participant stated that the workshop in Washington, DC in 1997 on evaluation was most helpful because it focused on the outcomes and clarified program expectations. Some of the participants emphasized that the Foundation had communicated clearly its programmatic

guidelines and expectations to the Boys and Girls Club, but that the information was not transferred adequately to the rest of the safe haven-ministration staff. One police officer was appreciative of site visits to other safe haven-ministrations during some of the workshops, which enabled them to see what a safe haven-ministration was supposed to be like.

One of the interviewees recalled that the Foundation provided technical assistance in resolving the tension between the safe haven-ministration, the Tenant Council, and the Boys and Girls Club. When the Foundation learned of the conflicts that had resulted in the lack of a structured safe haven-ministration, the Foundation national director convened a meeting with all three groups. The meeting helped decrease some of the tension and forced the Boys and Girls Club's unit director to relinquish some of his control. However, when a new safe haven-ministration director was hired, the same conflicts recurred.

WHAT DID THE OUTCOME EVALUATION SHOW?

PRINCIPAL FINDINGS

As a result of the safe haven-ministrations activities since its inception and particularly during the last year, the following outcomes were described by the interviewees:

- Youth's reading skills and school performance improved;
- Youth's behavior towards adults improved;
- Youth's felt that they could turn to the safe haven-ministation director and police officers for any type of assistance ranging from helping them with their homework to resolving family disputes

A survey of youth who participated at the Flag House Courts safe haven-ministation showed improvement for the youth in many areas, but not to a statistically significant degree. Youth at the safe haven-ministation showed more improvement than youth at a comparison site in their ability to get their homework done on time, and their level of volunteer work. They also showed significantly more improvement than the youth at the comparison site by engaging in fewer anti-social behaviors. They reported significantly more decreases in drug and alcohol use and in engaging in disorderly conduct.

The involvement of the safe haven-ministation police officers had an impact in reducing crime, according to Flag House Courts residents, the officers, and local crime data. Although the dramatic drop in crime at Flag House Courts clearly is the result of the reduced population; there is evidence that the safe haven-ministation made the neighborhood safer. Police officers began working at Flag House Courts as early as 1993, two years before the safe haven-ministation

opened. Crime reports dropped at Flag House Courts in 1993 and 1995, followed by a slight rise in 1995. Then, in 1996, the first year of the safe haven-ministation, which opened at the end of 1995, crime reports increased dramatically and then began to drop again.

YOUTH OUTCOMES

The new safe haven-ministation director was able to develop six new activities that were consistent and occurred on a frequent basis; develop a collaborative relationship with the Tenant Council; recruit over ten volunteers and parents to assist in various tasks; and establish mentoring relationships with majority of the youth. The adult interviewees attributed his accomplishments to several factors, including his familiarity with the community since he grew up in the neighborhood; his ability to access community resources from within the neighborhood to recruit volunteers from different organizations (e.g., Mind, Heart, and Body; Sister to Sister; and R.O.O.T. Of); and his strong commitment to the youth in Flag House Courts.

The youth's reading skills and school performance improved according to the police officers, volunteers, and parents. According to one of the police officers, the safe haven-ministation staff members visited Lambard Middle School three times a week to talk to teachers about the Flag House Court youth. Their statement was supported by the ten youth that were interviewed. They claimed that their grades improved as a result of the help they were getting at the safe haven-ministation. They said that otherwise, there was no one to help them at home. One youth stated that his grades went from 4's and D's to 1's and A's as a result of the safe haven-ministation's afterschool tutoring program.

On the other hand, the parents interviewed reported that some of the children's improved grades could be due to the change in teachers at the City Springs Elementary School during the last year. The change had a positive effect on the children's abilities. The parents agreed that for the other schools, the youth's improvements could be attributed to the safe haven-ministation. The youth that who interviewed were all in middle or high schools.

Seven youth also discussed their special relationship with the current safe haven-ministation director as someone they can talk to and ask for help with their homework. One youth stated that the safe haven-ministation director and sometimes the Boys and Girls Club unit director would calm him down when he got angry and helped him learn how to control his temper. He described the safe haven-ministation as a place to go. The other youth nodded in agreement. The youth also stated that they felt comfortable going to the police officers when they experienced domestic violence. All the adult interviewees supported the youth's description by stating that one of the safe haven-ministation's major accomplishments was providing a safe place for the youth.

According to the youth, the safe haven-ministation taught them how to speak properly and respectfully to adults when they wanted something. A volunteer agreed that the youth have displayed better manners since the safe haven-ministation began. A parent reported that two of her children were out of hand and the safe haven-ministation director worked closely with them to improve their social skills. Another parent attributed his daughter's improved self-esteem to the safe haven-ministation's efforts. Three interviewees acknowledged that the safe haven-

ministration provided positive role models for the children and youth. Two youth who were interviewed said that their perception of police officers improved.

A good example of the importance of the program is a sixteen-year-old youth who caught the attention of the staff at the safe haven-ministration because sometimes he would come to the safe haven and at other times he wouldn't. After a while, this youth just stopped coming altogether. After this youth dropped out of sight, the safe haven-ministration staff wondered about him. Soon thereafter, the youth appeared once again and this time, he was with his mother who was seeking help because her son was not attending school. After talking with the youth and meeting with his teachers, the safe haven-ministration staff found out that the youth had failed for the year. A decision was made that the youth might do well at a military academy. Upon completion, he would receive his GED and driver's license. The youth is now attending Military Youth Corps Freestate Challenge Academy in a 26-week course.

Results of a youth survey. Youth were interviewed at the safe haven-ministration at the beginning of their participation and again one year later. To see if positive youth outcomes could really be attributed to the safe haven-ministration program, youth were also interviewed at a comparison site without a safe haven-ministration at the same times as the youth at the safe haven-ministration were interviewed.

Youth who participated at the Flag House Courts safe haven-ministration showed improvement over the course of one year of participation in many areas, and improved more than a comparison group in some ways. Often, however, the improvements were not statistically

significant, particularly the before and after measures (referred to in the Tables 6.2 and 6.3 as pre and post test) for the safe haven-ministation participants. The type of activities and structure of the program appeared to have an impact on the type and degree of improvement demonstrated. The focus of the program was on recreational activities, which were intended to attract youth to participate. However, there was no definite strategy on how to get youth participating in recreational activities to participate in other activities.

Differences between youth tested at the beginning of their program participation and youth tested after one year of participation. The youth surveyed after one year of participation at the safe haven-ministation did not show statistically significant improvement over the course of the year, although in some areas they did show some improvement (see Table 6.2 for the significance of key measures). According to youth and parents interviewed during a site visit to Flag House Courts safe haven-ministation, grades were improving for participants. Survey results show that overall, self reported grades were higher for the participants after one year of participation, but not at a statistically significant level. The same is true for getting homework done. Youth surveyed after a year of participation were more likely to get their homework done on time than they were before they joined the safe haven-ministation, but not statistically more likely.

The lack of measurable improvement in other areas may be a result of the nature of the activities at Flag House Courts safe haven-ministation, and of the transition at Flag House Courts itself, as residents moved out and vacant apartments were left behind. Some behaviors measured may not have been targeted by the safe haven-ministation activities. For example, a key component of change in other cities has been a distinct mentoring program at the safe haven-

ministration. At Flag House Courts, most youth reported that the best thing about their safe haven-ministration is having fun. This is consistent with the site visit observation that recreational activities were the focus of the program (e.g. video games and field trips). The site visit also revealed that the mentoring program for safe haven-ministration youth was not really distinct from the overall Maryland Boys and Girls Club program. Most importantly, the mentoring program was not structured for one-on-one relationships, which build trust with adults, but on group activities.

A close look at the surveys revealed that in almost all areas survey scores showed some improvement for the youth after one year of participation, although the improvement in many cases is very minor. This means that for all youth surveyed, on average, behaviors improved. The survey results indicated the summary, or average, effect of the program on youth. Some individual youth may have improved markedly while others less so.

Differences between youth surveyed at the safe haven-ministration and those surveyed at a comparison site. The greatest differences occurred between youth who were at the safe haven-ministration for one year, and youth surveyed at the same times at the comparison site at O'Donnell Heights public housing development. The comparison group was matched for gender and age.

The youth who had participated at the safe haven-ministration for one year were better off than their comparison group counterparts on most measures. Table 6.3 shows in what ways the safe haven-ministration participants scored better than the comparison group at both survey times.

Time 1 is at the beginning of the safe haven-ministation program and Time 2 is one year later. The final column on Table 6.3 indicates whether the youth who participated at the safe haven-ministation showed more improvement compared to the group surveyed earlier than did the comparison group.

The youth at the Flag House Courts safe haven-ministation significantly increased in their ability to get their homework done on time and their level of volunteer work compared to their counterparts at O'Donnell Heights. The youth participating at the safe haven-ministation also showed more improvement than the youth at the comparison site on a number of anti-social behaviors. They reported significantly more decreases in:

- drug and alcohol use, and
- engaging in disorderly conduct

The safe haven-ministation youth improved more than the comparison youth, but not to a statistically significant level, in the following (see Table 6.3):

- self-esteem
- grades
- helping neighbors
- cleaning their neighborhood.

They were less likely, but not statistically significantly less likely:

- to engage in anti-social leadership
- carry a weapon
- damage property
- break into cars

One area in which the youth at the safe haven-ministation appear to do significantly worse than their comparison group counterparts is stealing. Because youth participating in the safe haven-ministation said they were unlikely to steal even before they joined the safe haven-ministation, and because they were less likely to steal than the comparison youth to begin with, they actually show statistically less improvement in stealing than the comparison group. This should not be misinterpreted to mean they steal more than the comparison group, or more than they used to. Actually, the safe haven-ministation youth reported very little stealing before they joined the safe haven-ministation, although it was not statistically significant, and they were no more likely to report stealing than the comparison youth. So, the comparison youth improved more than the safe haven-ministation youth, because they were much more likely to report stealing during the first survey (Time 1 on Table 6.3). The safe haven-ministation participants, overall, reported that they were very unlikely to steal at all.

TABLE 6.2

BALTIMORE			
SAFE HAVEN-MINISTATION PRETEST vs. SAFE HAVEN-MINISTATION POST-TEST			
Variable	Mean	Standard deviation	P < ¹
Future outlook scale	9.64 Pretest 9.96 Post-test	1.73 1.50	.935
Antisocial leadership scale	9.63 8.48	2.97 1.81	.719
Drug and alcohol use scale	5.22 4.47	1.84 1.05	.390
Self-esteem/Self-efficacy scale	41.67 43.33	5.01 4.43	.205
Grades	2.03 1.95	1.03 0.84	.180
Clean your neighborhood	2.02 2.00	0.92 0.91	.025
Help neighbor	2.92 2.85	1.13 0.96	.868
Get homework done on time	2.31 3.10	0.75 0.88	.383
Do volunteer work	2.46 2.71	1.19 1.10	.478
Importance of high school diploma	2.83 2.90	0.44 0.37	.159
Steal	1.55 1.36	0.86 0.79	.205
Carry weapon	1.50 1.33	0.86 0.61	.830
Damage property	1.69 1.67	0.90 0.90	.285
Break into car	1.20 1.22	0.60 0.72	.076
Disorderly conduct	1.88 1.79	0.97 0.78	.195
Cheat	1.81 1.38	0.99 0.76	.522
Beat someone up	2.37 2.49	1.04 1.03	.391
Fearful traveling to and from school	1.21 1.17	0.52 0.66	.588
¹ Controlling for age and gender			
P values of <.05 are significant			

TABLE 6.3

**SUMMARY OF THE OUTCOME EVALUATION
OF THE BALTIMORE SAFE HAVEN-MINISTATION**

IMPACT MEASURE	PARTICIPANTS WERE BETTER OR WORSE THAN COMPARISON GROUP AT:		DID THE PARTICIPANTS IMPROVE OR WORSEN COMPARED TO NON- PARTICIPANTS BETWEEN TIME 1 AND TIME 2:
	TIME 1	TIME 2	
Future outlook	Better	Worse	Worsened
Self-esteem/Self-efficacy	Better	Better	Improved
Not engaging in antisocial leadership	Worse	Worse	Improved
Not using drugs and alcohol	Worse	Better	Improved **
Grades	Worse	Worse	Improved
Get homework done on time	Worse	Better	Improved **
Clean your neighborhood	Worse	Worse	Improved
Help neighbor	Same	Better	Improved
Do volunteer work	Worse	Better	Improved **
Not beat someone up	Worse	Worse	Worsened
Not carry a weapon	Worse	Worse	Improved
Not steal	Better	Same	Worsened **
Not damage property	Worse	Same	Improved
Not engage in disorderly conduct	Worse	Better	Improved **
Not break into car	Worse	Worse	Improved
Not cheat on tests	Better	Better	Worsened
Not be fearful traveling to school	Better	Same	Worsened

** Statistically significant Group x Time difference, $p < .05$

See Appendix for the statistical basis for this table.

What youth liked best about the safe haven-ministation program. Most of the youth who participated in the safe haven-ministation activities valued a number of opportunities provided by the program (see Table 6.4). Fewer than 5 percent of the youth had nothing good to say about the program. Approximately two-thirds of the youth rated doing fun things and a place to be with friends' highest.

At least half of the youth appreciated having a safe place to go, someone to go to for help and advice, getting help with school work, feeling better about themselves, and having a chance to visit colleges. More than half also liked having a chance to become a leader and help younger kids. A similar number valued the positive effects of the program on their community. Half of the participants liked activities to improve their neighborhood and bring the neighborhood together.

Only about one-third said that getting their parents involved or getting to know the police officers was one of the best things about the program, and that response helps interpret some of the findings from the youth surveys. Although the safe haven-ministation had many positive components, and had attracted new adult volunteers in the last year, forming strong relationships with adults and police mentoring were not strong features of the program.

There were several reasons that strong relationships did not occur to a larger degree. First, the program did not develop a strong relationship with the Tenants Council, which is the link to the residents and adult community. As a result, there were not enough links between the programs and adult residents at Flag House Courts. Secondly, there was a high staff turnover

within the program, and a good program director was hired within the last few months. Thirdly, the safe haven-ministation took a deliberate approach to having only one of the two police officers develop relationships with youth, while the other focused on traditional police work.

TABLE 6.4

BALTIMORE	
	Percent who selected
Doing fun things after school	67.4
Having a place to go to be with my friends	62.8
Helping me become a leader	60.5
Having a place where I can go and feel safe	58.1
Giving me a chance to visit colleges	55.8
Being able to help younger kids	55.8
Having someone I can go to for help and advice	53.5
Getting help with my school work	53.5
Helping me feel better about myself	53.5
Having activities that make my neighborhood better and look nicer	51.2
Bringing the people in my neighborhood together	51.2
Having other people from outside the safe haven-ministation come to	39.5
Going on trips, like concerts, hiking trips, and youth conferences	39.5
Having my parents involved in the safe haven-ministation program	37.2
Getting to know the safe haven-ministation police officers	34
I don't know	11.6
There is nothing good about the safe haven-ministation program	4.7

Youth suggestions for improving the safe haven-ministation program. Most of the youth surveyed were able to recommend improvements to the safe haven-ministation program (see Table 6.5). Eighty-eight percent said they would like to see it open for longer hours. However, staffing and organizational issues prevented the safe haven-ministation from staying open more. Almost three-quarters would like to have more fun things to do after school. The recreational component of the program clearly appealed to the youth, who would like to see even more of it. However, many youth commented on the need for other components as well. Over 69 percent would like to go on more educational trips and almost as many (65 percent) would like to have more chances to learn about college and to have more adults come to the safe haven-ministation to speak.

Half said they would like to have more people to talk to about their problems and more people to help them with school work. This is consistent with their desire to have more adults, such as their parents get involved in the program. More than half of the youth would also like more opportunities to be a leader and to help the neighborhood. While half of the youth said they liked being able to feel better about themselves, two-thirds sought more such opportunities.

These recommendations for improvement seem to be a response to both the strengths and weaknesses of the program. Most youth did report having fun, helping their neighborhood, and chances to become a leader, and to help younger kids. They also reported they would like more of these things. On the other hand, a relatively small percentage of youth reported involvement by parents, getting to really know the police officers, or having outside speakers. They recommend more contact with adults and more educational opportunities.

TABLE 6.5

BALTIMORE	
	Percent who selected
Have the safe haven-ministation open for longer hours	88
Having more fun things to do after school	74.4
Going on more educational trips	69.8
Having more chances to do things that make me feel good about myself, like helping little kids	65.1
Having more chances to learn about college and to listen to adults outside the safe haven-ministation (i.e., college students, mayor)	65.1
Having more chances to be a leader	58.1
Having more adults, like parents, get involved in the program	53.5
Do more things to help my neighborhood	53.8
Have more people to talk to me about my problems	51.2
Have more people to help me with my schoolwork	48.8
Have more police officers to make my neighborhood safer	39.5
I would not change the program	18.6
I don't know	11.6

COMMUNITY-WIDE CRIME AND DRUG OUTCOMES

All the interviewees reported that the safe haven-ministation provided an avenue for the police officers' to participate more intensively in community affairs and to strengthen their relationships with the residents and youth. As a result, the police officers were able to eliminate loitering and drug activities at each corner of Flag House Courts, which was once a common sight. Now, one could actually see children playing at those corners. Parents said that they no longer have to look over their shoulders when they go to the local stores. One of the police officers believed that they have earned the trust and respect of the residents as a result of their community equity policing efforts. He always gave out his pager number readily. The officer works at a local store and sometimes brought clothing or toys for the children. This gesture showed the parents that he really cared about the community. He recalled one incident when residents refused to talk to a detective that was investigating a shooting near Flag House Courts. An eyewitness told the officer to contact her and gave the information to him. The Boys and Girls Club unit director described also how a youth that was being beaten up on the school bus had run to the safe haven-ministation and waited until a police officer came to report the incident.

Three adult interviewees reported that the presence of the police officers at the schools when the children and youth were getting out of school provided a safe passage from the schools to Flag House Courts. The police officers described how they had to break up fights after schools when they first started the chaperoning service. The police officers were contacted directly by the schools because it was the Flag House Courts youth that were causing trouble.

The police officers reported that as time went by, they dealt more and more with family disputes and less with violent crimes (e.g., rapes, homicides, and shootings). Their report was supported by the youth who were interviewed who stated that they go to the police officers whenever they had family problems. One of the officers described how he refused to let a youth participate in a field trip because he disrespected his mother. During the second site visit, the evaluation team observed the police officer facilitate an argument between two mothers complaining about each other's child.

In general, the police officers indicated that the housing development has become a safer place since the safe haven-ministation. There have been decreasing instances of serious assaults and violence against the youth. One police officer stated that a few years ago, he was sure that he would be shot whenever he entered a building.

According to the police officers, the safe haven-ministation's existence enabled the parents to see the police officers as concerned civilians who were part of the safe haven-ministation and not as police officers. This helped strengthen their relationships with the parents. One police officer reported that not conducting police business in the safe haven-ministation and hanging around in the neighborhood when he was in civilian clothes helped downplay the police image and win the residents' trust.

The involvement of the safe haven-ministation police officers had an impact in reducing crime, according to Flag House Courts residents, the officers, and local crime data. However, it is necessary to supplement crime statistics with the experiences of the officers and residents because Flag House Courts began to be demolished in 1996, reducing the population and increasing the number of vacant apartments. Table 6.6 and Figure 6.1 both show a marked decrease in Index crime in Baltimore after 1996, the first year the safe haven-ministation was open. However, families began to be moved out of Flag House Courts in 1996, and by 1998, fewer than half of the development's units were occupied. By the end of 1999, all residents were scheduled to be relocated, and renovation under the Department of Housing and Urban Development's HOPE VI was to begin by 2000. The process appears to be delayed, leaving remaining residents in a deserted development with a lot of disrepair.

Although the dramatic drop in crime at Flag House Courts clearly is the result of the reduced population; there is evidence that the safe haven-ministation made the neighborhood safer. Police officers began working at Flag House Courts as early as 1993, two years before the safe haven-ministation opened. Figure 6.1 shows that after a rise in Index crime in 1992, Index crime dropped at Flag House Courts in 1993 and 1994, followed by a slight rise in 1995. Then, in 1996, the first year of the safe haven-ministation, which opened at the end of 1995, crime reports increased dramatically and then began to drop again. Figure 6.2 shows the decrease in crime at Flag House Courts and the comparison area of O'Donnell Heights after the first year of program operation in 1996. Figure 6.1 also compares the number of reported crimes at Flag House Courts with the number of reported crimes at the comparison area – however, the precipitous drop shown for 1997 and 1998 occurred in the context of the demolition of the housing and the relocation of families.

The increase in Index crime in 1996 follows the theoretical framework presented in Chapter 2 of this report when police officers gain the trust of the community and actively seek community involvement, the increase in engagement of local residents resulted in a rise in the number of crimes they reported. Index crime then dropped sharply. This confirms the increase-and-then-decline hypothesis of Chapter 2.

TABLE 6.6

NUMBER OF INDEX CRIMES FOR THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, AND THEIR SURROUNDING PRECINCT			
BALTIMORE	PRE-PROGRAM ANNUAL AVG. 1992-1995	BASE YEAR 1996	POST-PROGRAM ANNUAL AVG. 1997-1998
NUMBER OF INDEX CRIMES			
Target Neighborhood	173.5	263	70
Comparison Neighborhood	254.75	190	208
Surrounding Precinct	12,301	12,637	8855*
City	82,572	87,546	75,044
Precinct Minus Target and Comparison Neighborhoods	11,872	12,184	8,577
City Minus Precinct	70,271	74,909	66,189
CHANGE FROM PRE-PROGRAM YEARS TO BASE YEAR			
Comparison Neighborhood			-25.4%
City Minus Precinct			-7.6%
CHANGE BETWEEN BASE AND PROGRAM YEARS AVERAGE			
Target Neighborhood**			-73.4%
Comparison Neighborhood			+9.5%
Precinct Minus Target and Comparison Neighborhoods			-29.6%
City Minus Precinct			-11.6%
* Precinct data is for 1998 only □ 1997 unavailable			
** Target neighborhood experienced significant loss of housing units in 1997 and 1998			
Source: Baltimore Police Department			

FIGURE 6.1

(Note: no crime data available for the precinct for 1997, therefore lines representing precinct and city minus precinct are interrupted between 1996 and 1998.)

NUMBER OF INDEX CRIMES REPORTED IN THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, TARGET PRECINCT, AND THE CITY OF BALTIMORE 1991-1998

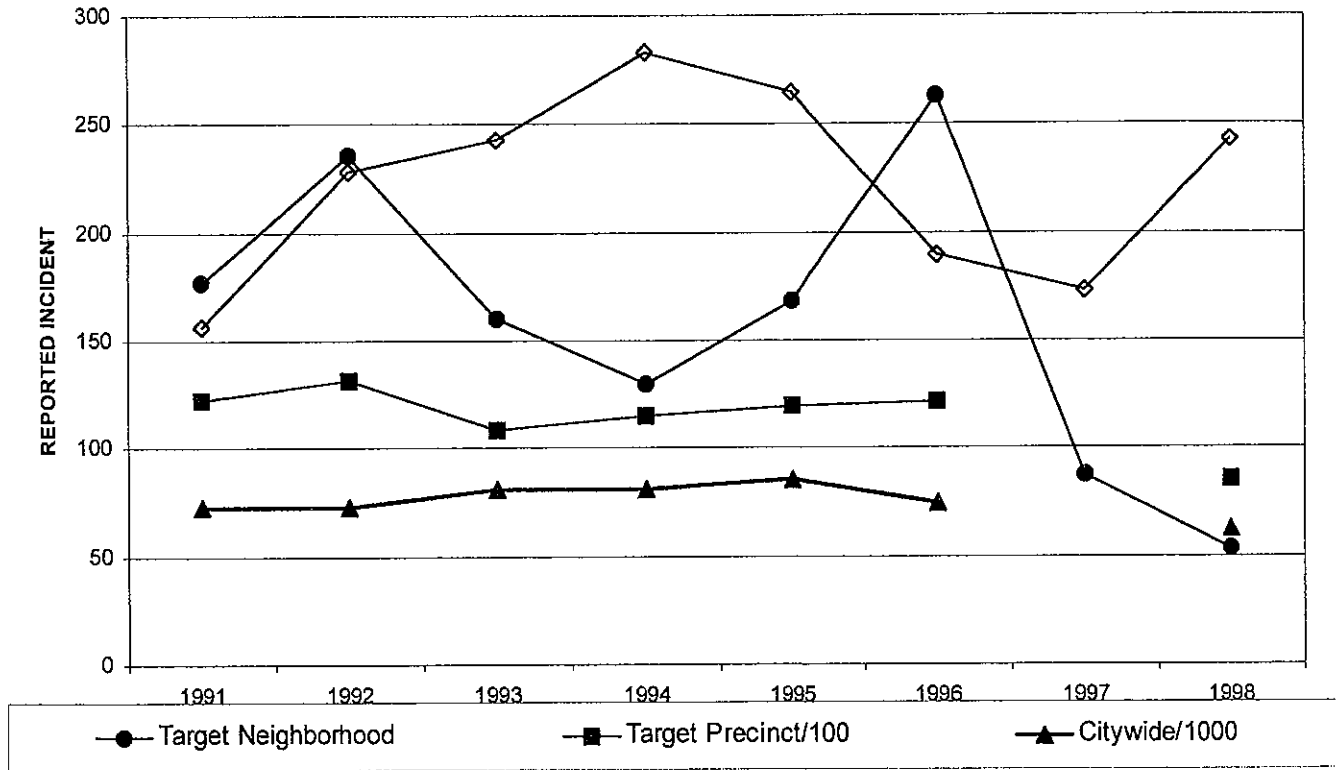


FIGURE 6.2

CHANGE IN REPORTED INDEX CRIMES IN TARGET AND COMPARISON NEIGHBORHOODS, PRECINCT AND CITY OF BALTIMORE -- PROGRAM'S BASE YEARS (1996) VS. PROGRAM YEARS 2 AND 3 (1997-1998) ANNUAL AVERAGE

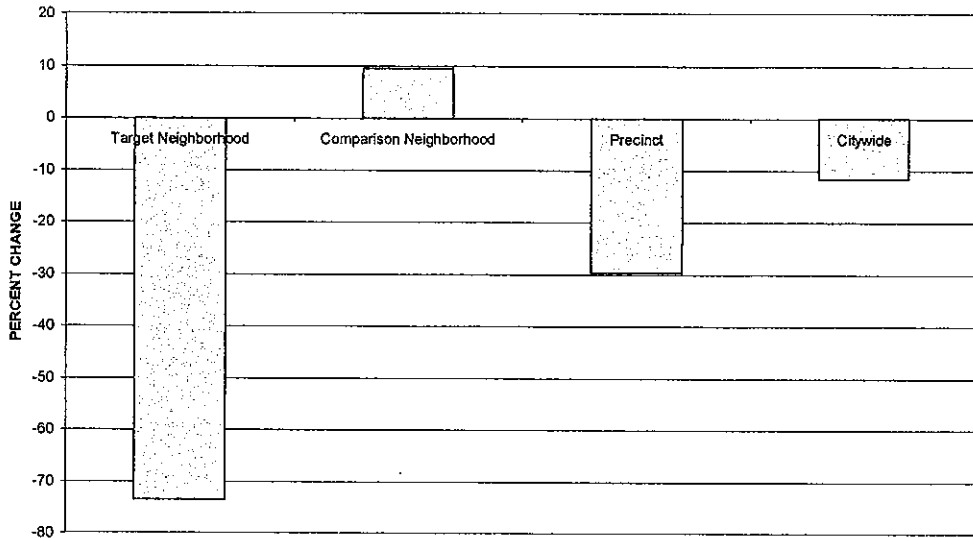
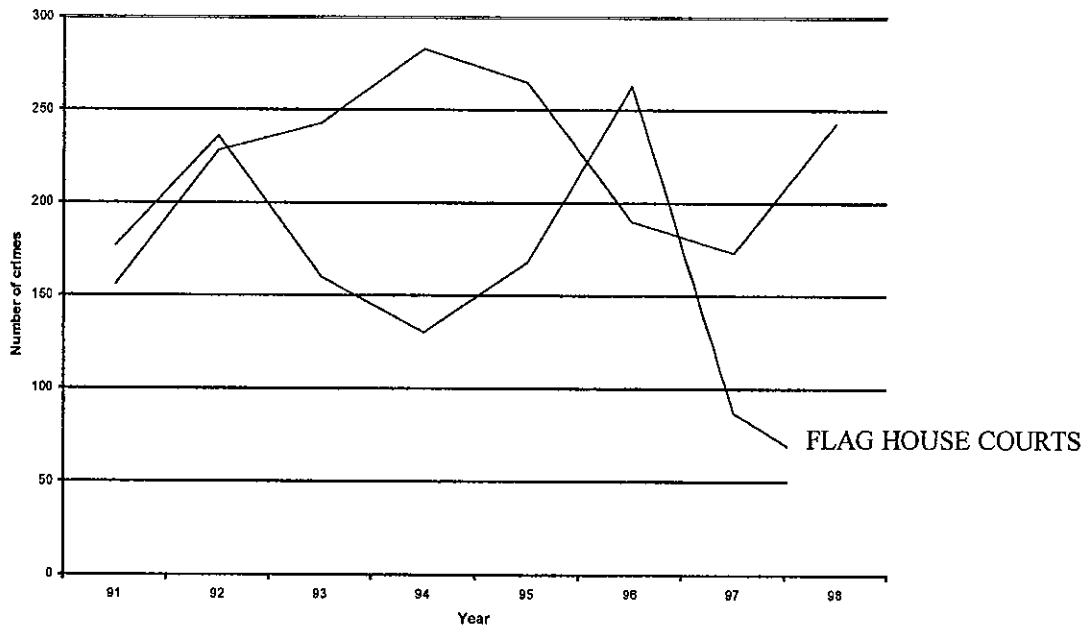


FIGURE 6.3

NUMBER OF INDEX CRIMES AT FLAG HOUSE COURTS AND A COMPARISON AREA



OTHER COMMUNITY-WIDE OUTCOMES

Based on the information provided by the interviewees, it did not appear that the safe haven-ministation had any other impact on the larger community. Its major effects were on the youth and the safety of the neighborhood, as described above. This was most probably due to the lack of organization during the first two years and the transient nature of Flag House Courts.

THE MOST LIKELY EXPLANATIONS FOR THESE OUTCOMES

The Baltimore Police Department conducts a Police Athletic League program. One of the police officers for the safe haven-ministation participates in the program. According to the Boys and Girls Club's unit director, while the Police Athletic League program also works with youth, it does not support the more comprehensive youth development approach used by the safe haven-ministation model. This police officer's participation in the Police Athletic League program enhanced his capacity to serve as a mentor for the youth in Flag House Courts. As a result of his positive relationships with the youth, the youth were more likely to talk to him about their problems and any undesirable activities going on in the neighborhood. In contrast, the second police officer played the role of an enforcer. This strategy that the safe haven-ministation implemented worked well to help decrease crime, while enabling youth to perceive police officers in a more positive way.

The Boys and Girls Club served the needs of all the youth. As a result of the safe haven-ministation's initial struggles in identifying an appropriate leader who could recruit more volunteers or mentors, the safe haven-ministation itself did not have the capacity to focus intensively on a smaller group of youth. It appears that the specific activities of helping youth

with homework and getting more individual attention on school work benefited the youth at the safe haven-ministation, as evidenced in their improved school performance.

The effect of the presence of the police officers followed our Chapter 2 hypothesis of Index crime increase-and-then-decrease. According to the experiences of the residents and staff, many of the decreases are attributable to the efforts of the police, however the demolition of the housing units is largely responsible for the dramatic continued decrease in crime reports.

LESSONS LEARNED

At a very basic level, the Flag House Courts safe haven-ministation did indeed have the core components of an effective safe haven-ministation. During the last year in comparison to previous years, the safe haven-ministation had a director who was committed to the community and its youth, and, with the trust and support of the Tenant Council, was able to develop activities and establish a structured environment. Volunteers from within the surrounding area were available. Parents also volunteered for various tasks, from tutoring to opening the safe haven-ministation office.

The safe haven-ministation and Boys and Girls Club have different strengths and goals. According to the parents, both organizations are essential to the development of youth, but the safe haven-ministation was a better model for working with older youth. The safe haven-ministation program provided structure and leadership development opportunities. It also had a better capacity for working more intensively with older youth, who required more guidance and discipline.

According to some of the interviewees, the safe haven-ministation enhanced the Boys and Girls Club's capacity by providing more activities and focused attention on the more troubled youth. In contrast, the Boys and Girls Club provided additional recreational space for the safe haven-ministation. The safe haven-ministation provided an excellent venue for adult and youth residents to get to know the police officers and develop a positive perception of them. The Boys and Girls Club's unit director felt that the safe haven-ministation's separate location enabled it to have an identity independent of the Club. Based on the interviewees' responses and the evaluation team's observations, the separation was advantageous in creating an independent image of the safe haven-ministation. However, the inconsistent and ambiguous relationship and staffing responsibilities between the safe haven-ministation and the Boys and Girls Club created barriers for developing and implementing activities. The staff turnover in the director position delayed the safe haven-ministation process.

All the interviewees reported that the safe haven-ministation's success during the last year can not only be attributed to the safe haven-ministation director's knowledge and skills in working with youth, but the fact that he was raised in Flag House Courts. As a result, it took less time for the residents to trust him.

There were many territorial issues during the start-up of the safe haven-ministation program among the initial partners due to each partner's lack of experience in working with one another and across each other's area of expertise.

The biggest challenge for the safe haven-ministation will be whether it can sustain itself without the support of the Boys and Girls Club. It was apparent during the interviews that the Boys and Girls Club had no plans for maintaining the current safe haven-ministation as it was. The adult interviewees and safe haven-ministation staff members were unclear about the future directions for the safe haven-ministation. The Boys and Girls Club unit director intimidated that the Boys and Girls Club intends to maintain the basic safe haven-ministation program model, but it will be integrated into the upcoming Teen Center. Based on the information collected by the evaluation team, it will be questionable whether the Boys and Girls Club or the unit director will be able to discern and cultivate positive agents of change in the Flag House Courts community under the current Maryland Boys and Girls Club administration.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER HUD FUNDING ENDED?

All funding provided by HUD via the Milton S. Eisenhower Foundation for the replication ended in Flag House Courts in August 1998. However, the other partners - the Baltimore City Police Department, the Baltimore Public Housing Authority, and the Maryland Boys and Girls Club - remained in place to continue programming for youth.

The Maryland Boys and Girls Club assigned the civilian director at the Flag House Courts safe haven-ministation the responsibility for continuing operation of the program, but modified the program slightly. The Maryland Boys and Girls Club changed the name of the program to safe haven-ministation Teen Center, added a program called Goals for Growth and expanded the age group served to nineteen.

The Maryland Boys and Girls Club also expanded the program space by combining the existing space with a vacant two-bedroom apartment, resulting in an eight-room safe haven site. Recognizing the value of the evaluation process, the Maryland Boys and Girls Club instituted the evaluation at all of its sites throughout Baltimore. The main difference to the program was the loss of the police officer, who was recalled to other duties six months after program funding ended. The Housing Authority police officer is still assigned to the safe haven-ministation. Also, the safe haven-ministation director is now only part time.

The Maryland Boys and Girls Club applied for new funding sources to keep the program running, and has received a twelve month grant from the national office of the Boys and Girls Club and a grant from the Bureau of Justice Administration to operate a summer program at the safe haven-ministation Teen Center. The vision for the newly named safe haven-ministation Teen Center remains the same as it was for the safe haven-ministation, and the Maryland Boys and Girls Club continues to seek funding. At present, staffing and training are underfunded, and the program is not yet at an optimal level.

Flag House Courts will be a transient community for at least another year. It is scheduled to be torn down by late 1999 and early 2000, and new construction will occur shortly thereafter. A new and bigger Boys and Girls Club facility will be built in another location. It will serve the needs of youth that will reside in Flag House Courts and the surrounding community.

7 LITTLE ROCK

YOUTH INVESTMENT AND POLICE MENTORING: THE SECOND GENERATION

SUMMARY

The safe haven-ministation program at Hollinsworth Grove, a public housing development located in east Little Rock, began in 1995 with commitment from the Tomberlin Community Development Center, the Little Rock Housing Authority, and the Little Rock Police Department. The program overcame a very difficult beginning and has changed its perception in the community “from a threat to a resource,” according to the program director. According to the safe haven-ministation program staff, this allowed for increased volunteer involvement and better community relations, and partners and resources have increased since the beginning of the program.

The program’s core activities were reportedly community equity policing, mentoring, after-school tutoring, and recreational activities that also provided educational opportunities. Mentoring, after-school tutoring, and activities occurred on a regular schedule, but in a loosely structured form. One of the activities that safe haven-ministation members are most proud of included community service. The youth helped the elderly and improved their relations between the youth and the senior residents of Hollinsworth Grove.

The program succeeded in reducing crime in the neighborhood substantially, but was less successful in building a rapport with the community. The police officers reported that they did not initially have the support of the police department, and there were hostilities early on in the

program between residents and safe haven-ministation staff that had long term negative effects on the perception of the community by the police officers.

The safe haven-ministation staff reported several improvements to the program over time. The program director and a police officer reported significant improvement in youths' behavior and school achievement. These changes in the youths' behavior and school achievement were verified by ministation staff and the youth participants themselves. However, the safe haven-ministation staff were not able to administer the questionnaires for the youth outcome surveys and therefore no independent assessment of youth outcomes are available.

The program funding ended in September 1998 and the program became greatly reduced after that. Currently, the site still has an after-school program, but police presence has been diminished significantly. New resources and a new focus for the program to attract funding are being considered.

Overall, the evaluation team was not able to independently confirm the reports of the program staff concerning the operation of the program and the youth outcomes over the last year, as there were problems in communication with the site, particularly after funding was reduced.

WHERE WAS THE REPLICATION LOCATED?

Hollinsworth Grove is a public housing development located in east Little Rock. It contains 425 one-story units and has a population of 140 families with an average of three children per family. Approximately 70 percent of the adult population is single mothers in their

late teens or early twenties. According to the residents that were interviewed by the evaluation team during a site visit, the community is isolated from the rest of the city. The residents tend to keep to themselves and were generally reluctant to engage in any community activities. Further, east Little Rock had a reputation of being crime-infested and was considered an unsafe place for youth and adults. One dominant gang was reported to be in the area. There is a curfew for youth under 18 years old. On weekdays, the curfew is from 10 p.m. until 5:00 a.m. and on weekends, the curfew is from 12:00 a.m. until 5:00 a.m.

The safe haven-ministation is located in one of the corner units. The space contains offices for the safe haven-ministation director and an open area for youth activities. A reception desk is located right by the door of the safe haven-ministation.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

The safe haven-ministation program began in September 1995 with the commitment of resources from national and local organizations. The Eisenhower Foundation provided \$44,275 in the first year of the program, combining funds from the Center for Global Partnership and the Department of Housing and Urban Development. The Eisenhower Foundation continued to channel funds from the Department of Housing and Urban Development in Years Two and Three, providing \$32,000 and \$34,000 in each of these years, respectively.

The safe haven-ministation also received in-kind contributions from the Little Rock Police Department and other local agencies that included salaries, youth advocate, supplies, furnishings, computer, copier, air conditioning unit, utilities, and space. The total value of in-kind contributions was \$120,653 in Year 1, \$120,653 in Year 2 and \$120,652 in Year 3.

The program director position is supported by the Eisenhower Foundation in partnership with the U.S. Department of Housing and Urban Development. The Little Rock Police Department provided two police officers who were responsible for the public housing development. The Housing Authority provided a unit within Hollinsworth Grove for the safe haven-ministation. The local sponsoring community organization is the Tomberlin Community Development Center, which provided additional space at the Center for program activities. The Bethesda Baptist Church, where the program director also is a pastor, provided vans to transport the youth on field trips within the community and between the Community Development Center and Hollinsworth Grove. (The Community Development Center is located about a five to ten minute drive from the safe haven-ministation).

TABLE 7.1
HUD BUDGET SUMMARY

	HUD Year 1 9/95-8/96	HUD Year 2 9/96-8/97	HUD Year 3 9/97-8/98	TOTAL
<u>GRANTS VIA THE EISENHOWER FOUNDATION</u>	\$44,275 ¹	\$32,000 ²	\$34,000 ³	\$110,275
<u>LOCAL IN-KIND</u>	\$120,653 ⁴	\$120,652	\$120,652	\$361,957
<u>TOTAL</u>	\$164,928	\$152,652	\$154,652	\$472,232

¹ This figure includes \$30,000 from the United States Department of Housing and Urban Development, as well as \$14,275 from the Center for Global Partnership.

² This figure represents HUD funding only.

³ This figure represents HUD funding only.

⁴ The local in-kind figures refer to in-kind services from the local police department and other local agencies that include salaries, youth advocate, supplies, furnishing, computer, copier, AC unit, utilities, and space.

REPLICATION ACTIVITIES

The Program In A Nutshell. The safe haven ministation was established in September 1995 in Hollinsworth Grove. Its initial local partners were the Tomberlin Community Development Center, the Little Rock Housing Authority, and the Little Rock Police Department.

The program overcame a very difficult beginning and has changed its perception in the community “from a threat to a resource,” according to the safe haven-ministation program director. Some community residents had perceived the safe haven-ministation to be initially a threat because they felt that the police officers were being nosy and wanted to know about their personal business, according to interviewees from Hollinsworth Grove. When the evaluation team visited the safe haven-ministation

site in 1997, the state of relations between the safe haven-ministation and community was poor. In terms of capacity, the program staff felt that they increased their knowledge and skills in working with the Hollinsworth Grove community. This eventually allowed for increased volunteer involvement, increased number of partners, increased resources, and better relations during the last year of the program, according to the self-report of the staff. The evaluation team was not able to arrange a second site visit, and could not confirm what happened in the final year, 1998.

The program's core activities were community equity policing, mentoring, after-school tutoring, and recreational activities that provided educational opportunities. Mentoring, after-school tutoring, and other activities were provided on a regular schedule. The safe haven-ministation program director reported difficulties in recruiting adult mentors from within the community because he felt that they were not appropriate role models for the youth. Therefore, he felt the need to reach out beyond the Hollinsworth Grove community to recruit mentors. During a visit to the site in 1997, the evaluation team observed that the mentors available were limited to staff of the Tomberlin Community Development Center. Youth also participated in community service activities, which were geared primarily toward helping the elderly and which helped to improve relations between the youth and the senior residents of Hollinsworth Grove.

Youth Development. The safe haven-ministation provided mentoring, after-school tutoring and recreational activities that also provided educational opportunities for the youth. Activities for the youth also occurred at the Tomberlin Community Development Center. These

activities at the Center were open to both the youth from Hollinsworth Grove as well as youth from other neighborhoods in Little Rock. On the other hand, activities at the safe haven-ministation were limited only to Hollinsworth Grove youth. The safe haven-ministation office was open all day and sometimes until 8:00 p.m. for afterschool activities.

There were approximately 45 to 60 youth that took advantage of activities at the safe haven-ministation. According to the safe haven-ministation program director, a core of about 25 youth participated in mentoring activities on a consistent basis. The safe haven-ministation did not have a structured mentoring program. There were no specific activities that mentors did with their mentees. Adults that served as mentors (i.e., the director, police officers, and staff members of the Tomberlin Community Development Center) were available for the youth whenever needed.

After-school tutoring activities occurred at the safe haven-ministation. Teachers from the school district as well as members of the program staff served as tutors to approximately ten kids who came for about one hour every day.

Other activities for the safe haven-ministation included a computer lab (about 25 children used it on Wednesdays and Fridays); a mobile library which includes computers with internet access as well as books (used by a core group of about nine kids every Wednesday); basketball and softball teams; field trips to museums, movies, other parts of Little Rock to provide a familiarity with the entire city; and talks regarding alcohol and drug abuse. Youth in the program also participated in community services like cleaning homes and yards, and assisting

with picking up medication. The director feels this helped to reduce the fear and improved relations among the youth and the elderly of the community.

The formation of additional partnerships provided the program with additional funds, use of facilities, or human resources for certain activities. The Little Rock Athletic Club provided liberal use of their facilities for program activities. The University of Arkansas provided computer training for the program's youth and offered a pool of college students that could serve as mentors. As mentioned before, the Bethesda Baptist Church provided transportation services. The Family Youth Services Agency provided GED training, counseling, and parent education to the parents in Hollinsworth Grove. They have helped eight parents from the community in the past three years and all had positive outcomes. In addition, the Little Rock Junior League of Women recently made a five-year commitment, which includes a \$100,000 grant and 22 volunteers. The Department of Human Services, described as the "backbone" of the program by the director, has contributed \$400,000 toward a child care center (located across the street from the Tomberlin Community Center), the hiring of community teenagers to mentor youth, and a food program. Finally, because of the safe haven-ministation's efforts, the Little Rock School District awarded the program a "Partners in Education" plaque.

Community Equity Policing. The police officers at the safe haven mini-station were previously responsible for staffing the Alert Center in the neighborhood surrounding Hollinsworth Grove. The city of Little Rock funds approximately eight Alert Centers across the city. Each Center serves as "informational and resource booths" for residents in the surrounding neighborhoods. Consequently, one of the safe haven-ministation police officers

was already familiar with the residents of Hollinsworth Grove. They also completed the training provided by the Community Officer Policing Program (COPP).

Despite the officers' previous knowledge, it was a gradual process for them to adapt to the community and their roles, as well. The officer interviewed stated that, at first, he was in what he described as "arrest mode." Another police officer felt that in order to make the neighborhood a safer place, their first task was to be in that mode to demonstrate to the residents that they would not stand for any unlawful activities.

When the Foundation's evaluation team visited the safe haven-ministation slightly more than a year after its inception, there was a great deal of tension between the community and the safe haven-ministation. The staff felt they were doing the best for the youth of the community and didn't understand why the parents (especially the single mothers) were reluctant to get involved with the safe haven-ministation. Staff reported that some of the parents reprimand their children for speaking to or acting friendly toward the police officers. The staff attributed the hostility to some of the parents' involvement in drug activities and therefore, not wanting their children "snitching." Other interviewees said the residents felt the safe haven-ministation staff was too "nosy." The police officers stated that they were not surprised by the parents' attitudes because Hollinsworth Grove had been a low-income, high-crime community, and that it should be expected that any program affiliated with the police would get a poor reception.

One of the police officers described the gradual change in his attitude and approach. He had initially placed the emphasis on his job as a law enforcer. He learned that, to successfully

reach the residents, he had to also focus on communication and talking to people “human to human.” In addition, rather than just arresting delinquent youth, he would speak to their parents. These activities, along with the outreach discussed above (e.g. helping with jobs), helped to get the people to see the officer as part of the community and not a threat. He boasts that 75 to 80 families have signed a petition to have him returned to the development after the Little Rock Police Department expanded the police officers’ duties to a larger geographic area and the officers reverted to operating out of an Alert Center again.

Another difficulty that had to be overcome for the police officers was their lack of support, initially, from the police department. They said that their peers had viewed them as “babysitters.” In the most recent interview, the officer said that he felt that his peers eventually changed their attitudes about the program when they saw that it was effective.

Another police officer who was selected to be a part of the safe haven-ministation found it hard to temper her hard line toward police duties by showing more compassion and working toward trying to establish positive dialogue with the residents. She regularly thought that the problems the community had would take time, resources, and patience. The Eisenhower Foundation program director was concerned that the officer would not work well for the safe haven-ministation and that he would have to go back to the Chief of Police for another police officer. The Eisenhower Foundation program director reported that as the police officer began to see positive things happen with some of the youth and as she witnessed some of the parents whom she originally felt did not care come and ask for help or volunteer their services, her attitude changed. She even established a number of programs for the young girls and developed

relationships with a number of parents, according to the Eisenhower Foundation program director.

HOW WAS THE REPLICATION MANAGED AND HOW WERE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

The safe haven-ministation program began in September 1995 with the commitment of resources from national and local organizations. The program director position was supported by the Eisenhower Foundation in partnership with the U.S. Housing and Urban Development department. The Little Rock Police Department provided for two police officers who were responsible for the public housing development. The Housing Authority provided a unit within Hollinsworth Grove for the safe haven-ministation. The local sponsoring community organization, the Tomberlin Community Development Center, provided additional space for program activities. The Bethesda Baptist Church, where the program director was a pastor, provided vans to transport the youth.

The structure of the program was developed by the initial partners (i.e., Tomberlin Community Development Center, Little Rock Housing Authority, and Little Rock Police Department) and the Eisenhower Foundation. The program should consist of four major components: community equity policing, mentoring, after-school tutoring, and recreational activities. Due to the proximity of the Tomberlin Community Development Center (about a five to ten minute drive between the two sites) and the safe haven-ministation and the director's involvement in both programs, there was some confusion about children's participation across

the programs. The director reported that both sites were open to all children living in Hollinsworth Grove and that the same children utilize both programs. The police officer interviewed thought that there was almost no overlap; that the kids who used one program did not participate in the other. The director's report was consistent with the findings of the evaluation team during a site visit to the safe haven-ministation.

The safe haven-ministation staff included the program director and two community police officers. The safe haven-ministation director also served as the executive director of the Tomberlin Community Development Center. As a result, he utilized the Community Center's staff to assist in organizing and coordinating activities for the safe haven-ministation youth. He was responsible for managing the daily activities, mobilizing and allocating additional resources, and supervising staff. The two police officers were primarily responsible for maintaining the safety of Hollinsworth Grove and other community equity policing activities. The director played a very visible role and all the staff members and police officers reported directly to him.

The Tomberlin Community Development Center's Board of Directors also served as the advisory board for the safe haven-ministation program. The program director described a youth advisory council of approximately 20 youth in their middle to late teens from Hollinsworth Grove and other neighborhoods in Little Rock that supported the safe haven-ministation activities. The evaluation team was unable to confirm the existence of the council with the youth that were interviewed during a site visit, nor was the team able to obtain any archival documents that supported its existence.

The program director reported that the process of building the safe haven-ministation's capacity by mobilizing funds and seeking support from organizations, particularly public agencies, taught him a great deal about the city's political structure. The weak support from the city forced him to reach out further to acquire additional resources from private organizations, and as a result increased its capacity to work collaboratively with other groups that included the Little Rock Junior League of Women, the Little Rock Athletic Club, the University of Arkansas Little Rock, the Little Rock School District, Bethesda Baptist Church, AmeriCorp, Johnson Companies, Family Youth Services Agency and the Department of Human Services. These partners provide funds, facilities for recreational activities and speakers. The director noted that due to the uniqueness of the police officers being part of the program and the backing of a national foundation such as the Eisenhower Foundation, he was able to leverage resources he would not have been able to otherwise.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

The safe haven-ministation staff received technical assistance and training from the Eisenhower Foundation through several methods: workshops that covered issues such as program planning, youth development, grant writing, staff development, media planning and continuation planning; site visits from the evaluation staff that provided opportunities for the safe haven-ministation to get advice on ways to monitor the program and progress of the youth; regular telephone calls with the Eisenhower Foundation program director to address issues and trouble-shoot; and assistance in submitting proposals to foundations and government agencies and to leverage local funds. The safe haven-ministation hosted one of the Foundation's

workshops in Little Rock. As a result, participants from other safe haven-ministations had the opportunity to visit the safe haven and observe how it is operated.

The Eisenhower Foundation program staff felt that the Foundation played an essential role in assisting the safe haven-ministation during its planning of the grand opening event for the safe haven. The mayor, the police chief and the president of the Foundation all spoke, were interviewed by electronic and print media, toured the development and demonstrated public and private unity. Little Rock was the only site where both the mayor and the police chief came to the grand opening. The Foundation helped the safe haven director plan the media for this event which mobilized very large numbers of youth, public housing residents, government officials, police department staff, and others.

Through its technical assistance and workshops the Foundation also helped the safe haven-ministation develop a detailed plan for garnering media coverage, which resulted in several newspaper articles and television stories about the grand opening event and the safe haven-ministation. According to the Foundation's program staff, the safe haven-ministation benefited from the technical assistance that helped them identify and train police officers appropriate for the safe haven-ministation. As described previously, the Foundation's evaluation team learned that while the technical assistance was helpful, the police officers continued to struggle with gaining the community's trust.

The site selection process in Little Rock proved to be complicated. A local government agency in Little Rock sought to be the lead organization for the replication. This conflicted with

the Foundation's requirement that a non-profit youth or community development organization fill that role. Still eager to be part of the initiative, the Little Rock government and police identified what they saw as a suitable nonprofit organization. The Foundation accepted this choice. However, throughout the program, there were tensions between the city agency that wanted to be the lead agency and the nonprofit selected to fill a void.

In addition to the above technical assistance, the Foundation's program and evaluation staff suggested strategies that would help the safe haven-ministation build a sense of community in Hollinsworth Grove and develop stronger relations with residents. The safe haven-ministation director found the suggestions helpful, but there was no evidence that the strategies were implemented.

The program director also failed to comply with the requirements of the youth survey (below). In retrospect, the Foundation evaluation technical assistance staff probably needed to provide more help and consider taking over the data collection.

WHAT DID THE OUTCOME EVALUATION SHOW?

PRINCIPAL FINDINGS

Staff interviewed at the safe haven-ministation reported many positive changes for the youth. They particularly felt that problems with school improved and that good relationships were formed with adults. It appeared that some youth with serious problems benefited from their participation at the safe haven-ministation. However, there is not a great deal of evidence, beyond the process information collected from staff interviews, on which to base solid

conclusions about the effectiveness of this program. The safe haven-ministation staff were unable to properly implement the youth surveys even with the assistance of the Foundation's evaluation and program staff. Initially, the director adequately administered questionnaires and returned them to the Foundation. The Foundation received from the staff of the safe haven-ministation staff surveys that did not meet the evaluation guidelines during the post test survey of youth. The director eventually did not respond to the Foundation's attempts to correct the surveys or collect the agreed upon additional information. See Chapter 2 of the Evaluation Report for a description of data collection and analysis issues.

Interviews with staff and other informants revealed that the community originally had little trust in the program and, often, strongly discouraged their children from participating in it. It was a long process and took great persistence on the part of the staff. According to the safe haven-ministation director, their efforts eventually paid off and they earned the trust of the community.

According to all the interviewees, Hollinsworth Grove prior to the safe haven-ministation experienced very little sense of community, high crime, and was characterized by fear for the adults of the community. Official crime reports confirmed the opinions of those interviewed--the Hollinsworth Grove safe haven-ministation definitely contributed to a decrease in crime in the neighborhood. Crime in the safe haven-ministation neighborhood was 27.6 percent lower in 1995, when the safe haven-ministation opened, than it was in 1993 and 1994, and remained at approximately the same level through 1998.

YOUTH OUTCOMES

As mentioned before, any outcomes that are described here were based on information provided by informants during interviews with the evaluation team. Participants in the interviews reported that the safe haven-ministation had positive impacts on the youth in terms of their educational attainment, behavior, and relationships with adults beyond their immediate families.

The director said that nine children in the program had been expelled from school at the start of the program, but seven of them have returned since. Of the children who regularly participated in the tutoring and computer lab programs, the director reported that their grade point averages increased from a pre-program average of 1.85 to about 2.9 now.

Both the director and the police officer described the youth at Hollinsworth Grove as being out of control at the beginning of the program. They were doing “anything and everything.” The behavior of the youth have changed since the program began for several reasons. Among the strategies that created positive changes was a zero tolerance curfew during school hours. School-age children were not allowed to be outside their home if they were not in school. This policy was strictly enforced. The program and especially the police presence made it clear that certain behaviors would not be tolerated in the neighborhood and they feel largely successful in reducing those behaviors.

At first, only the younger children were forming positive relationships with the police officers. Staff reported that eventually, the program broke through to the older youth and they

feel that positive relationships were formed on this level, as well. Primary factors in this transformation were gaining the trust of the parents who had been discouraging their children from socializing with the police and the successful recruitment of a former gang leader into the program.

The positive outcomes were not easily achieved. The community originally had little trust in the program and, often, strongly discouraged their children from participating in it. It was a long process that required great persistence on the part of the staff.

COMMUNITY-WIDE CRIME AND DRUG OUTCOMES

The community has become safer according to those interviewed. While the community had been dominated by crime before, it is now a place where seniors can sit outside and young children can play in much greater comfort and less fear.

According to all the interviewees, Hollinsworth Grove prior to the safe haven-ministation experienced very little sense of community, high crime, and was characterized by fear in the adults of the community. Truant children were engaged in delinquent activities around the development. Loud music was constantly being played and adults did not feel comfortable outside their apartments.

Much of this has changed, according to those interviewed. Residents feel more safe and welcome to be out of their homes and walk through the community. The interviewees reported a great increase in sense of community now.

The staff also spoke of the residents gradually seeing the positive results of the presence of the program such as the reduced crime and the police officers helping in other areas. These include taking kids to school when they missed the bus, helping parents find jobs, etc. They stressed the importance of persistence, which eventually wins the approval of the community. The police officer said that crime has increased since he was removed last September, even though there is no crime data that confirms his statement. He is upset by his relocation and feels that crime would fall back down if he were reassigned to the safe haven-ministation.

Official Index crime reports confirm the reports of those interviewed that Hollinsworth Grove safe haven-ministation definitely contributed to a decrease in crime in the neighborhood. Index crime in the safe haven-ministation neighborhood was 27.6 percent lower in 1995, when the safe haven-ministation opened, than it was in 1993 and 1994, and remained at approximately the same level through 1998 (see Table 7.2). This was a slightly larger decrease than that which occurred in the comparison neighborhood, and slightly greater than citywide changes.

As can be seen in Figure 7.1, crime was on the rise in the Hollinsworth Grove community between 1993 and 1994, and dropped dramatically during the first year of the safe haven-ministation in 1995. Residents interviewed at Hollinsworth Grove said that certain criminal activities had declined dramatically. Adults, especially senior residents reported feeling safer in the neighborhood. Loitering, loud music playing, and other delinquent behavior, which dominated Hollinsworth Grove prior to the program, were reported almost eliminated. Youth

truancy and delinquency during school hours were dramatically reduced according to those interviewed.

The immediate decrease in crime when the safe haven-ministation opened does not follow the hypothesis in Chapter 2 of an initial increase in crime reports at the start of the program, followed by decreases in subsequent years. Figure 7.2 shows that crime reports did not go down significantly from the base year (program start) of 1995 to the next years.

This can be explained by looking at the safe haven-ministation program at Hollinsworth Grove more closely. At this site, the police did not really practice “community equity policing” until, at least, a year into the program. They reported that they did finally change their ways and switched from “zero tolerance” “arrest mode” to a communicator and helper role that also included law enforcement. Therefore, the basis for an initial increase in crime reports, which is the engagement and trust of the community, did not occur at this site at the start of the program, and only developed gradually, if at all.

After the police officers left the safe haven-ministation in September 1998, crime began to rise again, and as Figure 7.1 shows, 1998 is the first year since the safe haven-ministation opened to begin to show crime increasing.

TABLE 7.2

NUMBER OF INDEX CRIMES FOR THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, AND CITY OF LITTLE ROCK				
LITTLE ROCK	PRE-PROGRAM ANNUAL AVG. 1993-1994	BASE YEAR 1995	PROGRAM YEARS 2 THRU 4 ANNUAL AVG. 1996-1998	
NUMBER OF INDEX CRIMES				
Target Neighborhood	171.5	124	124.3	
Target Precinct	NA	455	455	
Comparison Neighborhood	120	90	100.3	
City	27,571.5	22,525	20,588.3	
CHANGE FROM PRE-PROGRAM YEARS TO BASE YEAR				
Target Neighborhood				-27.6%
Comparison Neighborhood				-25%
City				-18.3%
CHANGE BETWEEN BASE YEAR AND PROGRAM YEARS AVERAGE				
Target Neighborhood				+0.3%
Target Precinct				0%
Comparison Neighborhood				+11.5%
City				-8.6%
Source: Little Rock Police Department				

FIGURE 7.1

REPORTED INDEX CRIMES AT THE TARGET AND COMPARISON NEIGHBORHOODS AND CITY OF LITTLE ROCK 1993-1998

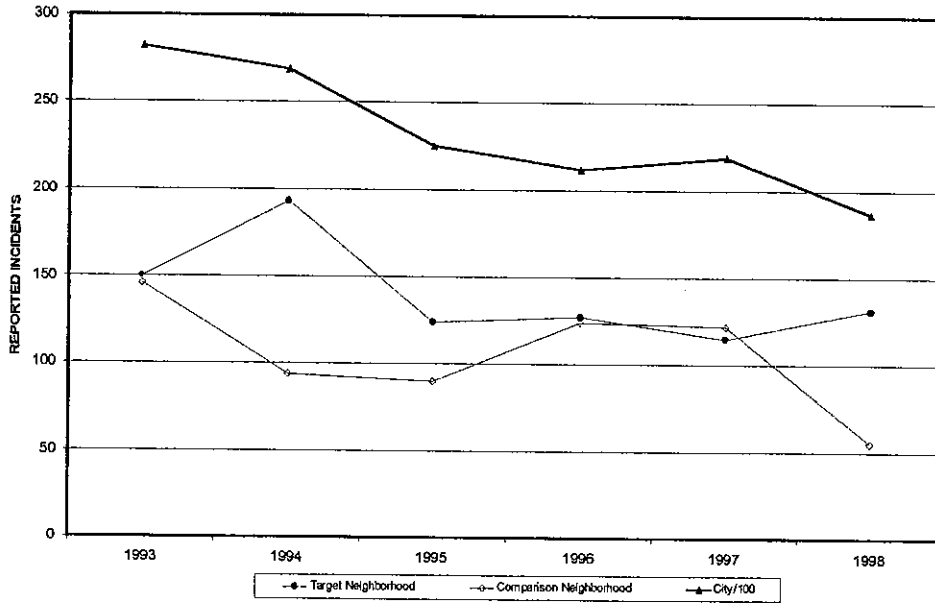
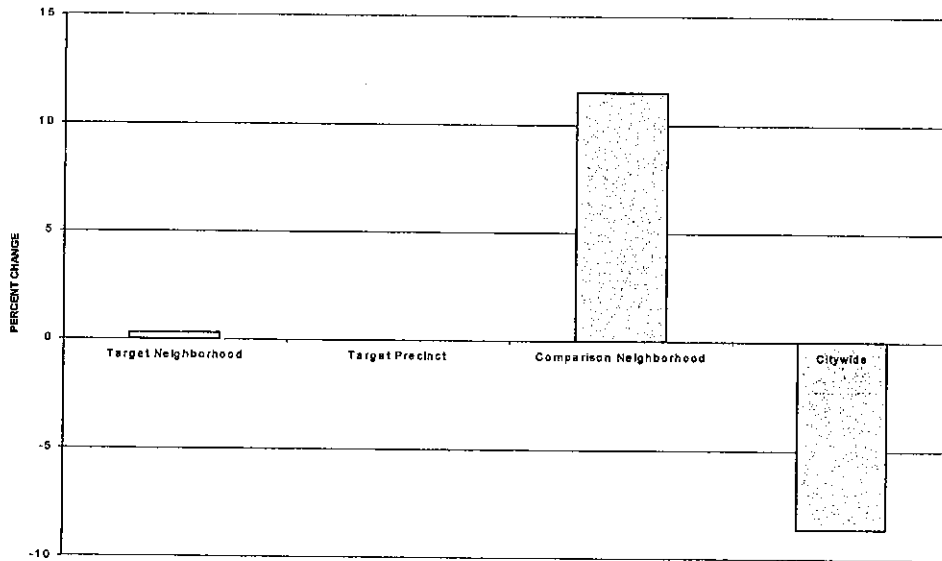


FIGURE 7.2

CHANGE IN REPORTED INDEX CRIMES AT THE TARGET AND COMPARISON NEIGHBORHOODS, TARGET PRECINCT AND THE CITY OF LITTLE ROCK -- PROGRAM'S BASE YEAR (1995) VS. PROGRAM YEARS 2-4 (1996-1998) ANNUAL AVERAGE



OTHER COMMUNITY-WIDE OUTCOMES

Besides reduced crime and youth development improvements, the interviewees felt the program had additional impacts on the community. The director stated he feels the community has come together as a whole. The police officer was proud that adults benefited by increased success in finding jobs, acquiring GEDs, and anger management skills as a result of outreach efforts by program staff. The director feels the program was able to reverse a trend that had the Hollinsworth Grove community headed toward utter despair. While such outcomes were perceived by the safe haven-ministation director, there has been no documented evidence that supports his opinion.

The Eisenhower Foundation program director reported one particular success story about a young lady that came to the safe haven-ministation with one of her friends. The young lady was a teen mother and a school dropout. She had no intentions of “wasting her time” on the youth safe haven programs, but insisted that she had to get a job to support herself and her baby. The young lady continued to come to the safe haven-ministation and the assistant to the director of the safe haven would not give up on getting her to come into the program. Finally, one day, the assistant convinced the young lady of the value of a GED education in her desire to get a job and to take the GED. This young lady also enrolled in an early childhood training program.

THE MOST LIKELY EXPLANATIONS FOR THESE OUTCOMES

The presence of police at Hollinsworth Grove appears to be the most likely explanation for a large drop in crime reports the first year they were there. Because the police presence was

combined with a program that had a reputation for “no-nonsense” and “bad behavior was not tolerated”, according to an interviewee, crime began to decrease immediately.

The police officers’ strict enforcement had a price, which was the length of time it then took for the officers to develop relationships with community residents. Those interviewed indicated that the trust of the community was not forthcoming initially, and was hard won over time. Therefore, the first year of the program was not characterized by an increase in community engagement with the police, and therefore an increase in crime reports. At Hollinsworth Grove, the combination of the features of the program, despite the lack of trust by the community, and the lack of community equity policing appear to have brought about a decrease in crime without a concomitant increase in community participation.

LESSONS LEARNED

The safe haven-ministation staff cited the following factors as contributing to the program’s effectiveness:

1. The uniqueness of the program in that it involved police officers, which helped the director secure many more outside resources that he might have otherwise
2. The additional resources, in terms of funding, facilities, and human resources, that were obtained through collaboration with other groups
3. Changing police role from strictly law enforcement to being a part of the community
4. Motivation received from Eisenhower Foundation during difficult times

The process appears to be a gradual interactive one. Police officers began operations. Residents started feeling safer. They were more free to be outside and interact with each other as well as the safe haven-ministation staff, which led to an increased sense of community and greater communication. This led to greater opportunities for the safe haven-ministation staff, particularly the police officers, to provide other assistance beyond law enforcement. These activities helped to begin a gradual trust-building process between the safe haven-ministation staff and police officers and community residents. Parents slowly began supporting the program and youth benefited by increased access to the program. As youth participated in the program as opposed to deviant behavior, community again grew stronger. This whole process supports the idea of persistent, well informed, efforts gradually eroding barriers to the success and the process gaining a momentum of its own.

The staff reported that they learned that when a program like the safe haven-ministation comes to a high-crime community such as Hollinsworth Grove was at the beginning, that patience is a must. Establishing relationships with the members of the community took continued effort and time for the staff to gain the trust of the residents. They report three main strategies that were effective: finding staff who are sensitive to the population being served, keeping a consistent effort to gradually win the trust of the community, and the importance of true “community equity policing.”

Safe haven-ministation staff attributed their success primarily to the following factors:

- The persistence of the staff
- The increased capacity to reach out and communicate with the community

through technical assistance and training provided by the Eisenhower Foundation

- A switch from “arrest mode” to community equity policing by the officers
- Strong institutional support from a variety of agencies, particularly the Department of Human Services

Nonetheless, the safe haven-ministation in Hollinsworth Grove was unable to meet its full potential due to several reasons. The safe haven-ministation did not appear to have implemented the replication fully, despite the programmatic technical assistance and training that were provided by the Eisenhower Foundation, particularly regarding ways to engage the community further. Based on the evaluation team’s observations, the safe haven-ministation program director did not provide competent leadership in delegating responsibilities to his staff, following up with his staff, and reaching out to the community. The program director also did not comply with the evaluation guidelines and failed to submit complete information to substantially support the staff’s opinions about the program’s impacts. The initial mutual distrust between the safe haven-ministation staff and the community hindered the potential of the safe haven-ministation program right from the beginning.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER HUD FUNDING ENDED?

The program director of the safe haven-ministation program at Hollinsworth Grove in Little Rock has applied for funding from the local and federal governments and from local foundations. Since program funding ended in 1998, there has not been enough money to keep

staff, and programmatic adjustments included curtailing the program and focusing on afterschool hours only. The police officers are there at a diminished level and mentoring had to be terminated.

However, the program space is still operational, and the director, program administrator and mentor, Linda Washington, continue to provide services in-kind. A 5 year grant for \$75,000 was obtained to conduct a Women's Mentoring Program with 20 women volunteers to assist women in the transition from welfare-to-work. That program is scheduled to begin in June 1999. In the past, the program was awarded \$20,000 for the youth summer jobs program for two years.

Some other funding opportunities were pursued but not successful. Approval for a three year AmeriCorps contract was contingent on the police remaining at the site. When the police were returned to regular duty, the AmeriCorps contract was terminated. Overall, lack of funding and the loss of the police officers have severely hampered the program. The Little Rock Police Department did not become a strong supporter of the program, although the officers were given outstanding awards before the City Council.

The program has developed a safe haven-ministation Board which has raised \$10,000 and is seeking new resources. Two proposals for Family Preservation and the Arkansas Division of Early Childhood Education are pending. The new Board believes that working with the Welfare Reform Personal Responsibility Act of 1998 in the form of child care provided by the safe haven-ministation for mothers seeking employment and training, will provide funding that will allow the program to become self-sufficient.

8 WASHINGTON, D.C.

SUMMARY

The safe haven-ministation at the Paradise at Parkside private, low income housing development in the Anacostia neighborhood of Washington, DC began in 1995 with commitments from the Metropolitan Police Department; the Telesis Corporation, a national, for-profit housing and economic development company; and the Home Corporation, a non-profit subsidiary of Telesis. Initially, three police officers staffed the safe haven-ministation.

Within Paradise at Parkside, there were several other services in addition to the safe haven-ministation, including a community center and a learning center. The community center conducted tutoring and recreational activities. The learning center conducted computer activities. Security officers were employed through CT Management, the housing management company hired by the Telesis Corporation. These services were provided as match by the Telesis Corporation. Each service had its own manager, with overall coordination by the housing management office.

The safe haven-ministation's core activities were mentoring, after-school tutoring, recreation, and community equity policing. A few of the safe haven-ministation activities were unique and open only to safe haven-ministation youth participants. However, by work plan design, the safe haven-ministation conducted many of its activities in conjunction with the community center located a few doors down. As a result, youth who participated regularly in

safe haven-ministation activities were given priority, but participation was open to any youth interested.

Positive youth outcomes were reported by parents and youth -- especially better relationships with adults, improved behavior, and higher self-esteem. Most observers had praise for the safe haven-ministation activities and its impact on the youth. A few observers gave examples of how activities such as the mentoring and recreational activities had improved youth self-esteem and increased pro-social behavior.

Index crime at the safe haven-ministation followed the hypothesis of increase-and-then-decline. In 1995, the year the safe haven-ministation opened, Index crime reports increased by almost ten percent, then decreased by over 14 percent in 1996 and 1997. Later, police began being removed from the program, and crime started to increase again.

The initial police chief was sensitive and supportive. He visited the San Juan model, but later resigned. An acting chief headed the police department for a number of months. Then a new chief was appointed, but soon he resigned under pressure. Neither the acting chief nor the new chief had been to Japan. Neither supported the program. Without their leadership, the local commander began to pull the three assigned police off their safe haven-ministation assignments during Year 2. By Year 3, only one full time officer and one half time officer were left. Even these officers often were pulled out for other work. By the end of the program all officers had been pulled out.

Unsurprisingly, the turmoil within the Washington, DC Metropolitan Police Department made it difficult for civilian staff to coordinate and manage. After HUD funding ended, the safe haven-ministation closed. However, the Eisenhower Foundation and the Telesis Corporation are seeking meetings with the new mayor and the new police chief to re-establish the promise shown by the program in years 1 and 2, before most of the police disruptions began.

WHERE WAS THE REPLICATION LOCATED?

Paradise at Parkside is a large privately rehabilitated housing development located in the Anacostia neighborhood of northeast Washington, D.C. It contains 590 apartment units and has an estimated population of approximately 1,800. Of the 1,800, about 11 percent are youth ranging from ages 1 to 18 years. The housing development is owned by the for-profit, Telesis Corporation, and managed by C T Management, Inc.. Within the grounds of Paradise at Parkside are the C T Management, Inc. office, a community center, a learning center, and a security office. There are cameras installed in each complex for security purposes. The grounds are well kept and within a fenced in area. There is a playground in the middle of the complex.

One of the most attractive features of the \$20M Paradise at Parkside rehabilitation effort was the creative way in which Telesis brought financing partners together. One funding source, the AFL-CIO Housing Investment Trust, invested \$10M in return for a guarantee that all construction workers would be union members. Other financing included \$6M from Consumers United, \$3M from the Washington, DC, Department of Housing and Community Development,

\$4.5M from HUD, and \$500,000 from the federal Department of Health and Human Services. The Federal and National Mortgage Association provided financial services.

Paradise renovation costs averaged approximately \$30,500 per apartment -- an amount in sharp contrast to the \$130,000 per-unit cost to the federal government and the District of Columbia government to renovate the nearby Kenilworth-Parkside public housing complex, which was held up by HUD from 1988 to 1992 as perhaps the best federal example of tenant management and ownership. A group called the Paradise Cooperative hopes eventually to convert the complex to cooperative ownership by residents.

The founder of Telesis is a savvy, nontraditional developer. Telesis has been able to integrate social development with physical development to create solutions to multiple problems. Employment training and classes on life skills, such as budgeting and home ownership, are conducted by the greater Washington Mutual Housing Association. A day-care center and after-school tutoring for children are available to residents. Some Paradise residents work at construction and property-management jobs at the development.

In its 1998 report to HUD on best practices, the Center for Visionary Leadership had these observations on the success of Telesis and Paradise at Parkside:¹

Telesis set up the Home Corporation, a 501(c)(3) nonprofit community development organization. After meeting with residents about their fears, needs, and aspirations, Home Corporation rehabilitated hundreds of vacant public housing units, landscaped the common areas, planted trees, and installed recreational facilities. Soon, the Chauncy Spruell Community

Center and Paradise Day Care Center, which opened next door to Paradise, became host to a wide variety of community-based events and support groups for the residents.

The combined effect of housing rehabilitation, resident home ownership, socio-economic changes, and improved safety and security has given the housing development a new name: Paradise at Parkside. Today, more than 70% of the residents living in the converted development's 600 housing units are paying market-rate rent, while the remaining 30% are either in assisted or subsidized housing. Because the three types of units are mixed together, however, none of the residents know the financial status of any of their neighbors.

Formerly, Paradise housed one of the District's largest outdoor drug markets. Afraid to leave their homes, residents locked themselves in, and children were scarcely seen outdoors. A youth remembers that, when he was eight years old, the area was controlled by thugs "going around beating up people", and he never dared to ride his bike around the courtyard.² However, concentrated efforts by Telesis and Paradise residents moved drug dealers out. All of this occurred before we began the safe haven-ministation replication.

HOW MUCH WAS SPENT AND WHAT ACTIVITIES WERE CARRIED OUT IN THE REPLICATION?

FUNDING LEVELS

Funding during each year of the program is detailed in Table 8.1. The Eisenhower Foundation provided \$32,775 in the first year, combining funds from the Kellogg Foundation and the Center for Global Partnership. The Eisenhower Foundation continued to channel funds from the Department of Housing and Urban Development in Years 2 and 3, providing \$35,450 and \$34,000 in each of these years, respectively.

The safe haven-ministation also received in-kind contributions from the Washington D.C. Police Department and other local agencies that included salaries, telephone, fax, space, police radios, supplies, printing, copying, postage/delivery, fringe benefits, utilities, and youth advocates. The Telesis Corporation also matched in-kind services. The total value of in-kind contributions was \$175,932 in Year 1, \$152,666 in Year 2 and \$82,800 in Year 3.

TABLE 8.1

HUD BUDGET SUMMARY

	HUD Year 1 9/95-8/96	HUD Year 2 9/96-8/97	HUD Year 3 9/97-8/98	TOTAL
<u>GRANTS VIA THE EISENHOWER FOUNDATION</u>	\$32,775 ¹	\$35,450 ²	\$34,000 ³	\$102,225
<u>LOCAL IN-KIND</u>	\$175,932 ⁴	\$152,666	\$ 82,800	\$ 411,398
<u>TOTAL</u>	\$208,707	\$188,116	\$116,800	\$513,623

¹ This figure includes \$18,450 from the Kellogg Foundation as well as \$14,325 from the Center for Global Partnership.

² This figure represents HUD funding only.

³ This figure represents HUD funding only.

⁴ The local in-kind figures refer to in-kind services from the local police department and other local agencies that include salaries, telephone, fax, space, police radios, supplies, printing, copying, postage/delivery, fringe benefits, utilities, youth advocate and early intervention.

REPLICATION ACTIVITIES

The Program in a Nutshell. The program was designed to integrate the existing functions of the learning center and the community center with complementary advocacy, near-

peering, counseling and community equity policing from the new safe haven-ministation closely.

Youth Development. The safe haven-ministation was located in an attractive new row house. Upon entering a common hall/staircase, police and youth walked into a two-floor unit. Civilians were trained as advocates (following the San Juan model), mentors, near-peers and counselors. Police were trained as mentors. The unit was a few doors down from the large community center, with a playground in front of it, as well as a few doors down from the learning center, housed in another unit. Youth were recruited for involvement in the safe haven-ministation program. As part of the program, they had access to the community center and learning center.

After-school tutoring and computer learning activities were conducted primarily by the safe haven-ministation's administrative assistant in the learning center from approximately 3:30 to 6:00 p.m. Volunteers helped with the tutoring (including one community center staff member and two parents). In the summer, four additional aids helped youth and adults with computer skills. Attendance at the tutoring sessions was good; however, safe haven-ministation staff did not keep records to indicate the number of safe haven-ministation youth participating in this activity.

Mentoring and advocacy were a broadly defined set of activities. They included one-on-one assistance, guidance, encouragement to youth, and outreach with parents. Such work was done over a short time-span or within an agreed-upon timeframe to address a specific problem.

Advocacy and mentoring were carried out individually or in groups. Two advocacy and

mentoring groups -- the Male Outreach group and the Girls Leadership group -- were led by a male police officer and a female police officer, respectively.

The safe haven-ministation advocates and mentors included the safe haven-ministation program director, safe haven-ministation administrative assistant, safe haven-ministation officer(s), two male volunteers and two female volunteers. Boys received group mentoring from the safe haven-ministation's Male Outreach program and girls received group mentoring from the Women R Us group and the Girls Leadership group. However, specific attention to girls suffered because the female police officer assigned to the safe haven-ministation was reassigned and could no longer lead the groups. (See below.) Each mentor or advocate met with each group weekly and with each child assigned to him/her at least once a month (including Saturday or Sunday, if needed).

Safe haven-ministation youth participated in a range of education, pre-employment training and recreational activities. Activities included field trips to museums, camping and hiking trips, dance troupes, photography classes, and video games. Safe haven-ministation youth were able to take advantage of recreational activities and organized sports offered by the housing development's recreation center.

The safe haven-ministation staff members had collaborative relationships with several organizations in the area -- including the Circle of Hope, Marshall Heights Neighborhood Association and Boys and Girls Club of Greater Washington. The safe haven-ministation helped co-sponsor several events outside of Paradise at Parkside with some of these organizations.

However, the relationships appeared to be sporadic and did not extend beyond co-sponsorship of events.

During the second year of the program, the safe haven-ministation staff members and other organizations such as Women R Us and Circle of Hope provided instruction for photography and began African dance classes.

Community Equity Policing. Initially, the safe haven-ministation had three police officers who patrolled the neighborhood and participated in mentoring activities. The police officers worked in shifts to ensure coverage at all times. Because of the police officers' stable presence in the community, residents began to look for the safe haven-ministation police officers first when there was a problem before calling the police department. Persons interviewed as part of the Eisenhower Foundation evaluation consistently mentioned the police officers as mentors frequently observed working with the youth.

All observers (including safe haven-ministation staff, youth, parents, and service providers) consistently praised the community equity policing component of the safe haven-ministation. A member of the community for 25 years reported that, prior to the safe haven-ministation, someone was killed every summer. The safe haven-ministation brought police presence, which reduced the number of drug activities and vandalism. The police officers also helped settle conflicts between parents and youth. Because of greater trust by youth in the safe haven-ministation police officers, youth were less hesitant to inform the police officers of

inappropriate behaviors or activities at Paradise. As a result, the police officers were able to intervene proactively, before such activities led to adverse consequences.

All observers reported that the police officers were knowledgeable in ways to deal with the youth at Paradise. Police officers were able to gain the respect of the youth, while simultaneously enforcing the law.

Telesis held a grand opening buffet luncheon for the ministration safe haven. This event, in the community center, brought together the police chief, president of the Eisenhower Foundation, president of Telesis, police officers, residents and civic leaders. A considerable amount of media attention ensued -- including an interview with the president of the Eisenhower Foundation on the CBS early morning program that showed footage of the safe haven-ministration, as well as articles in the *Washington Post* and *Washington Times*. According to the *Washington Times*, for example, here is how police initially interacted with civilian staff and youth:³

The staff at the Parkside koban say they have become role models, surrogate parents and even friends with the children and residents in the complex.

"Since I've been here, I've seen lots of children," says Officer Mona Lynch, one of the three resident officers at the koban.

"The basic problem with children is that they don't see the other side of policing. The only thing they see of police is when [officers] are swinging a stick or coming to lock them away," she says. "The thing is to let children know they have a friend."

Another koban officer, William Jackson, grew up in Parkside and came back after earning his badge to keep an eye on his old stomping grounds. Today, he tutors kids, organizes basketball games and chaperones trips to Baltimore as a way of giving something to the community that was not there before.

"Lots of children here want to do well, but their parents don't have the skills," Officer Jackson says. "That's had an impact. Growing up here, I didn't have anyone to tutor me."

Indeed, Wilbert Hines, 13, could hardly be stopped as he hurried to a tutoring session on his bike recently, with a folder stuffed with science and English homework under his arm.

"The tutors help us out with our homework," he says. "I like math best. It's fun. And the problems they give you are hard, and that's fun, too."

"They look at us as they grow up and think of us as role models," says Officer Richard Saunders, the third koban staffer. "We want to keep that concept as the next generation comes to replace us."

"I remember saying to myself, 'I could never live here or raise a family here,' says Officer Saunders. "You never saw people just hanging out. Now I do live here. It seems like a happier place to be."

Besides organizing activities, like summer camps and Sega video game tournaments, the officers and the counselors at the koban help both the children and their parents with resumes. The koban sponsors computer training seminars and helps people of all ages apply for jobs.

"We want these kids to be able to compete in today's society and come out as taxpayers," says Alonzo Patterson, an advocate coordinator who promotes self-esteem programs and helps with job training. "We're people who have come out of here and done something productive with our lives."

At Parkside, kids know better than to utter a four-letter word on the basketball court. The neighborhood may be the only one in the city where cursing is a crime.

"We holler at them out the window," says Officer Lynch.
"They know us very well."

After this good start in Year 1, and at a time when the three officers were still learning counseling and mentoring skills from Eisenhower Foundation trainers, high level police support started to diminish. The initial chief of the Washington, DC Metropolitan Police was sensitive and supportive. He visited the San Juan safe haven-ministation model, assigned the original three police and encouraged their ongoing training. However, the police chief then resigned. An acting chief headed the police department for a number of months, but refused to meet with the Foundation on the replication. A new chief was appointed. He initially showed support for the program in writing, but soon seemed to lose interest -- apparently because of personal problems that eventually forced him to resign.

During what, therefore, became a leadership void during Year 2 and Year 3 of the replication, district commanders took more power. During Year 2, the commander for the district where Paradise was located reassigned all three officers out of Paradise. The Foundation's national program director fought the action, and the officers were reinstated at Paradise. However, they still frequently were pulled off for temporary assignments. During Year 3, the district commander again reassigned the officers, and the Eisenhower Foundation national program director again fought to reverse the decision. This time, only one full time officer and one half time officer returned to Paradise -- and they again often were pulled out for temporary duties. By the closing month of HUD funding, no officers remained at Paradise.

HOW WAS THE REPLICATION MANAGED AND HOW WERE STAFF TRAINED AND TECHNICALLY ASSISTED?

MANAGEMENT

The turmoil within the Washington, DC Metropolitan Police Department made it difficult for civilian staff to coordinate and manage the program. The original civilian program director departed, and the second program director did the best he could under difficult circumstances.

The program director was responsible for managing the advocacy, counseling, mentoring, afterschool tutoring, and recreational components of the program; mobilizing and allocating additional resources; and supervising the staff. The safe haven-ministation's administrative assistant was responsible for the daily administrative duties and for managing the afterschool tutoring and computer learning activities.

The safe haven-ministation office was open to the residents from 9 a.m. until 9 p.m. The safe haven-ministation staff worked in shifts to provide office coverage. During the first year of operation, there were two additional individuals who assisted in the daily administrative tasks. These two individuals lived in the community, and they received a small stipend for their services. Office coverage appeared to decline when police officers were pulled out by their commanders.

The safe haven-ministation was requested by CT Management to coordinate its activities with the management office, the community center and the learning center. The CT Management site manager held regular meetings with the safe haven-ministation program

director and the community center's director. The site manager expected the safe haven-ministation program director to report directly to her, particularly with regard to program expenses and to keep her informed of events.

EISENHOWER FOUNDATION TECHNICAL ASSISTANCE AND TRAINING

The safe haven-ministation staff received technical assistance and training from the Eisenhower Foundation through several methods: workshops that covered issues such as program planning, youth development, grant writing, staff development, media planning, and continuation planning; site visits from the evaluation staff that provided opportunities for the safe haven-ministation to get advice on ways to monitor the program and progress of the youth; regular telephone calls with the Eisenhower Foundation program director to address issues and trouble-shoot; and assistance in submitting proposals to foundations and government agencies and to leverage local funds. When new staff came on board in midstream, the Foundation arranged for them to visit the model San Juan site. In Years 2 and 3, a great deal of time was spent in negotiations with the district commander to reinstate officers who had been pulled out.

The Eisenhower Foundation helped to leverage local resources from the Telesis Corporation to provide space for the safe haven-ministation. Paradise at Parkside also was one of only two sites that was able to provide officers with subsidized housing so that they could live and work in the neighborhood they patrolled.

The safe haven-ministation program director, the administrative assistant, and at least one police officer attended all training workshops. Some of the technical assistance and training

provided by the Eisenhower Foundation seemed to be helpful. But more follow up back home probably was necessary. For instance, the administration of the youth survey was difficult and problematic for the staff, even though the survey looked straightforward enough during a workshop. In retrospect, more evaluation technical assistance was needed for the youth surveys.

The safe haven-ministation's second program director reported that, while he had the knowledge to implement program activities and to develop collaborative linkages with organizations outside and within Paradise, he was less informed on ways to monitor and document the progress of the safe haven-ministation and its participating youth. He therefore was pleased that the Eisenhower Foundation included Paradise as a site funded by the Dewitt Wallace Readers' Digest Fund, as part of Eisenhower work to improve training for youth workers. He had opportunities to attend Eisenhower youth worker training. This helped him become a more effective manager.

WHAT DID THE OUTCOME EVALUATION SHOW?

PRINCIPAL FINDINGS

Index crime first increased and then decreased, confirming the hypothesis of increase-and-then-decline. However, as police support lessened, Index crime began to move back up in 1997. Police were not able to supply data for the target or comparison neighborhood for 1998, so we do not know what happened to Index crime in the target neighborhood in the last year of the program.

YOUTH OUTCOMES

Most observers had praise for the safe haven-ministation activities and its impact on the youth. A few observers gave examples of how advocacy, mentoring and recreational activities had improved a few youth's self-esteem and increased pro-social behavior. One parent cited the improvement she saw in her son's behavior and attributed the improvement to the mentoring relationship her son had developed with the safe haven-ministation administrative assistant. Another observer noted an improvement in the attitudes and behaviors of girls associated with the mentoring group, and, subsequently, noted a return to disrespectful and unruly behavior once the mentoring group was discontinued. A youth observer described how his relationship with his mentor provided opportunities to participate in field trips and to discuss a variety of life issues, such as drugs.

The safe haven-ministation provided one youth with the opportunity to help develop a presentation and conduct a workshop. That youth went to college and returned during his summer vacation in 1997 -- to assist the safe haven-ministation program director and teach art as a near-peer. This particular youth was already doing very well in school and, according to him, the safe haven-ministation gave him an opportunity to enhance his leadership skills.

Index crime reports in the Paradise at Parkside neighborhood where the safe haven-ministation was located followed the pattern hypothesized in Chapter 2 of increased reports during the first year of the safe haven-ministation (1995), and decreases thereafter. Index crime began to rise slightly again in 1997, as the district commander pulled out the officers. Table 8.2

shows that crime increased by 9.5 percent in 1995, from the previous three-year average, and then fell by over 14 percent over the next two years. (See also Figure 8.1).

During the years when the safe haven-ministation was in full operation (1996 and 1997), and following the first year when crime reports increased, Index crime was six percent lower than it had been before the safe haven-ministation opened. (See Table 8.2). This was a slightly greater decrease in crime than was seen for the comparison area and its precinct. (See Figure 8.3). Crime reports decreased about the same in the safe haven-ministation neighborhood as in the larger precinct, but less than citywide in 1996 and 1997. However, crime reports decreased more in the target neighborhood than in the precinct or the city between the first year of the program and the subsequent two years of 1996 and 1997. (See Figure 8.2). Police did not cooperate with the Foundation's requests for data during the last year, so we do not know what happened to Index crime in the target neighborhood in 1998.

OTHER COMMUNITY OUTCOMES

This safe haven-ministation emphasized its commitment to the whole community; including parents, extended families, and especially young adult men. It provided an annual Easter parade, outdoor concerts, outdoor cookouts, and community clean-ups consistent with this emphasis. Observers lauded these activities and reported good attendance by not only residents of Paradise at Parkside, but also residents of the surrounding neighborhoods and developments. Observers differed in their opinion about the safe haven-ministation's value to the Paradise community. Some observers felt that the safe haven-ministation benefited the community.

Others reported that residents often complained that the safe haven-ministation staff members were never around when they needed them.

According to one observer, the safe haven-ministation helped foster a sense of community at Paradise at Parkside. She described a weekly rap session that was led by one of the police officers that allowed residents (predominantly women) to talk freely about their community and children. Up to 11 mothers attended the weekly sessions.

TABLE 8.2

NUMBER OF INDEX CRIMES FOR THE TARGET AND COMPARISON NEIGHBORHOODS, THEIR SURROUNDING PRECINCTS, AND THE CITY OF WASHINGTON, D.C.			
WASHINGTON, D.C.	PRE-PROGRAM ANNUAL AVG. 1992-1994	BASE YEAR 1995	PROGRAM YEARS 2 - 3 ANNUAL AVG. 1996-1997
<u>NUMBER OF INDEX CRIMES</u>			
Target Neighborhood	144.3	158	135.5
Target Precinct	5,490.7	5,621	5,316
Comparison Neighborhood	130.3	145	127*
Comparison Precinct	7,971.7	7,768	8,111*
City	66,294.7	67,907	59,413.5
Target Precinct Minus Target Neighborhood	5,346.3	5,463	5,180.5
Comparison Precinct Minus Comparison Neighborhood	7,841.3	7,623	7,984*
City Minus Precincts	52,832	54,518	47,334
CHANGE FROM PRE-PROGRAM YEARS TO BASE YEAR			
Target Neighborhood			+9.5%
Comparison Neighborhood			+11.3%
Target Precinct Minus Target Neighborhood			+2.2%
Comparison Precinct Minus Comparison Neighborhood			-2.8%
City Minus Precincts			+3.2%
CHANGE BETWEEN BASE YEAR AND PROGRAM YEARS AVERAGE			
Target Neighborhood			-14.2%
Comparison Neighborhood			-12.4%
Target Precinct Minus Target Neighborhood *			-5.2%
Comparison Precinct Minus Comparison Neighborhood *			+4.7%
City Minus Precincts			-13.2%
* Comparison Neighborhood and Precinct data based on 1996 only, 1997 unavailable Source: Washington, D.C. Police Department			

FIGURE 8.1

NUMBER OF INDEX CRIMES REPORTED IN THE TARGET NEIGHBORHOOD, COMPARISON NEIGHBORHOOD, TARGET PRECINCT, AND THE CITY OF WASHINGTON, D.C. 1992-1997

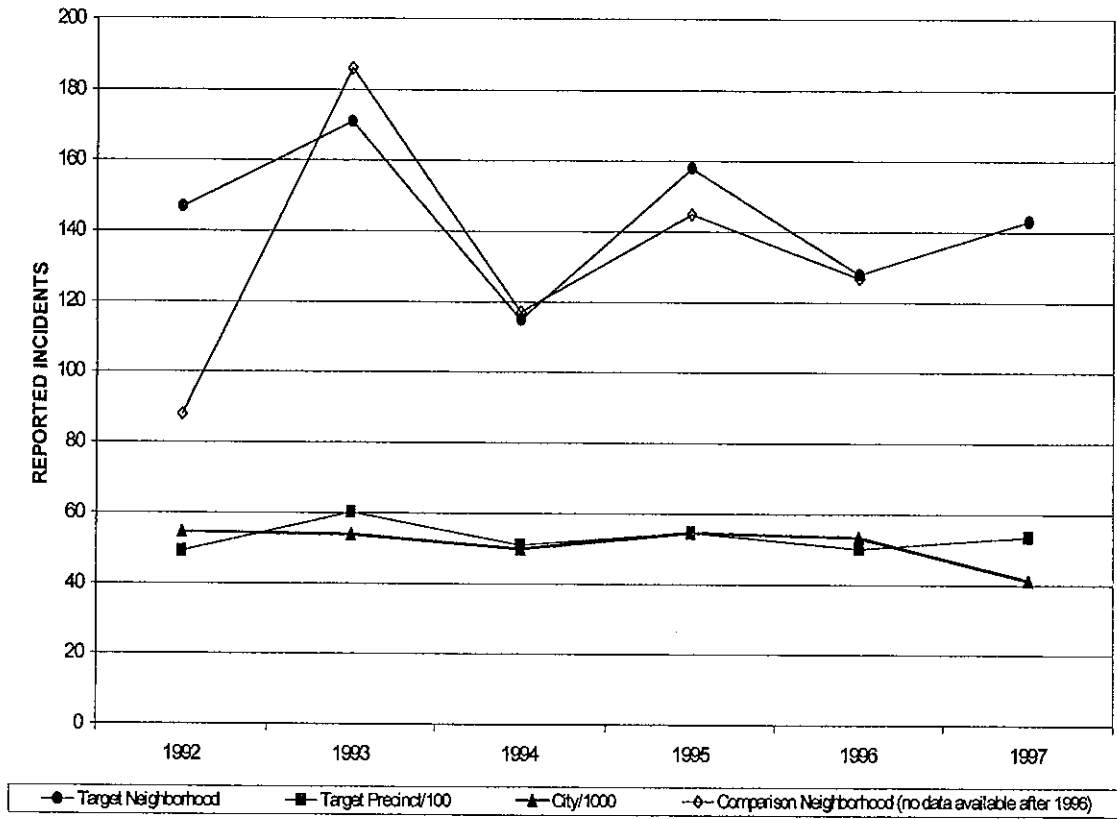


FIGURE 8.2

CHANGE IN REPORTED INDEX CRIMES AT THE TARGET NEIGHBORHOOD, TARGET PRECINCT, AND THE CITY OF WASHINGTON, D.C. -- PROGRAM'S BASE YEAR (1995) VS. PROGRAM YEARS 2 & 3 (1996-1997) ANNUAL AVERAGE

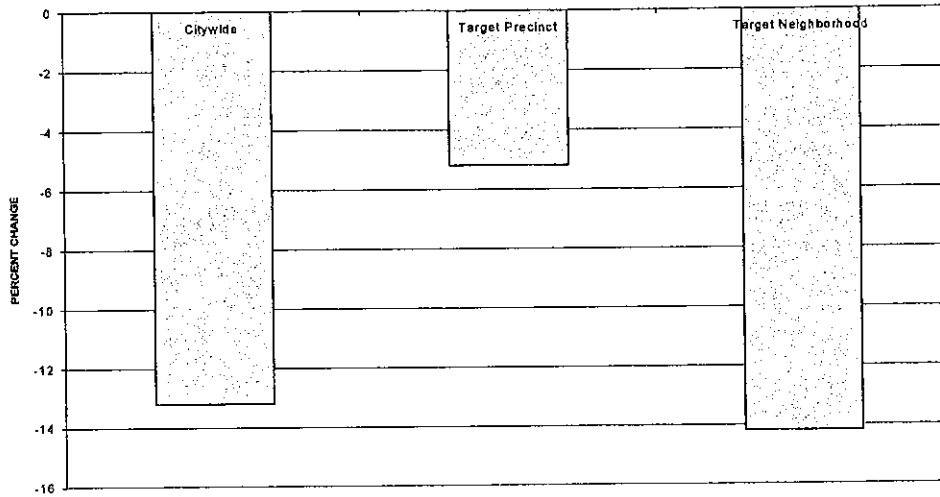
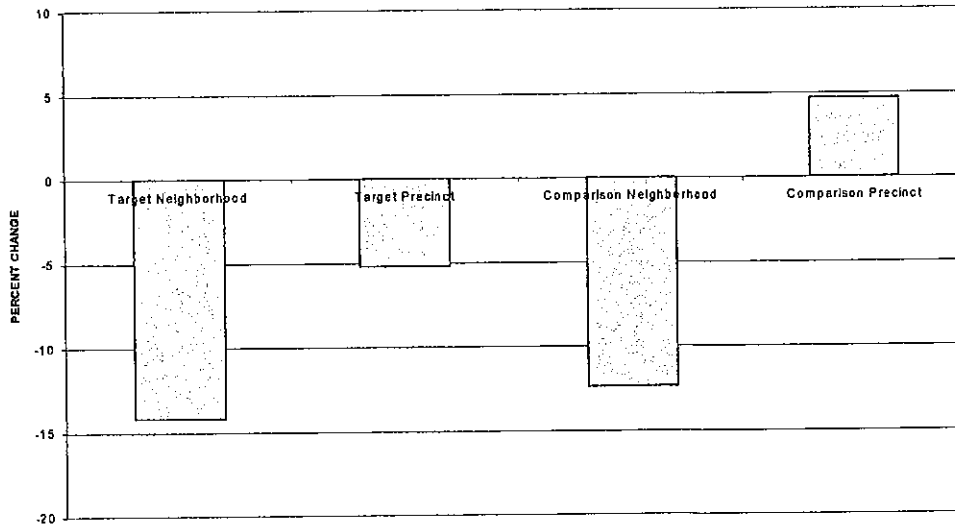


FIGURE 8.3

CHANGE IN REPORTED INDEX CRIMES AT THE TARGET AND COMPARISON NEIGHBORHOODS AND THEIR SURROUNDING PRECINCTS -- PROGRAM'S BASE YEAR (1995) VS. PROGRAM YEARS 2 & 3 (1996-1997) ANNUAL AVERAGE *

* Comparison data based on 1996 only, 1997 data unavailable



THE MOST LIKELY EXPLANATIONS FOR THESE OUTCOMES AND LESSONS LEARNED

The presence of the three police officers was considered important by everyone interviewed, and they attributed greater safety and positive relationships the youth formed with them to their dedication. After the police presence was reduced, Index crime reports began to rise again, for the first time since the program started. Hence, interviews and official statistics support the view that the role of the police at Paradise at Parkside was instrumental in creating a safer neighborhood.

The police presence which created a safe place for youth and residents alike encouraged organizations and individuals from outside Paradise at Parkside to visit and help conduct activities. As a result, there were more youth development opportunities for youth. The limited number of staff and the resulting limited capacity of the safe haven-ministation was a barrier in enabling the program to reach out to all the youth and provide more individualized attention. More funding by the Eisenhower Foundation for more civilian staff would have helped. Information provided by parents and youth suggested that, for those youth who spent a large amount of time working closely with the safe haven-ministation staff, behavior and attitudes improved.

One of the components that contributed to the safe haven-ministation's initial success was the subsidized housing available to the police officers in order to secure their vested interest in the community. Their presence made the community feel safe, which in turn made the property owners feel secure and helped leverage outside resources.

HOW WAS THE REPLICATION ABLE TO CONTINUE AFTER HUD FUNDING ENDED?

After HUD funding ended and the police pulled out, most, but not all of the program was discontinued. However, the Eisenhower Foundation is seeking meetings with the new mayor and the new police chief to re-establish the promise shown by the program in Year 1, before the district commander began pulling out the police officers.

FOOTNOTES TO CHAPTER 8

1. Center for Visionary Leadership (1998:252).
2. Jakes (1995).
3. Jakes (1995).

9 CONCLUSION

INTRODUCTION

The replications at the six cities represented diverse experiments with implementation of a set of principles described in the Introduction. The process evaluation documented the ways in which the programs were carried out, and the role that initial resources, commitments, program management, and activities played in achieving the desired outcomes of positive improvements in the lives of youth, and greater safety in the immediate neighborhood of the safe haven-ministation.

The outcome evaluation sought to find measurable evidence of the impact of the program on youth and crime reporting in the community. Overall, the findings demonstrate that the program works, and works best when it is fully implemented with good screening and training of staff and volunteers, and when the community policing component really engages the trust of the community.

The remainder of this chapter summarizes the key findings across all six cities, and concludes with some lessons and recommendations derived from the evaluation.

OVERVIEW OF THE PROGRAM'S IMPACT ON CRIME

The program's hypotheses related to crime were twofold: 1) the presence of police at the housing development, and the mentoring role of police in working with at-risk youth would work together to reduce neighborhood crime, and 2) the community policing approach, which involves

an active role for the community and day-to-day contact with police officers, would result in an initial increase in the number of reported crimes, as the community started trusting the police officers and bringing problems to their attention.

These hypotheses were tested by the following methods:

Reports of index crimes were analyzed by comparing an average of the reported crime for the years prior to the program with crime reports in the program's first year (called the "base" year), and then the first year was compared to the average of the subsequent program years. Averages were used instead of individual years to mitigate the possibility of anomalies in any given year, and to show the effectiveness of the program over the entire program period.

The base year was considered to be 1995 in Columbia, Memphis, Little Rock, and Washington, D.C, which is the year the safe haven-ministation opened, and some of those sites had community policing in place at the housing development, in some cases even before the opening of the safe haven mini-station. In Baltimore, the base year used is 1996 because the program got off to a slow start and 1996 was the first year the program was fully operational. In San Juan, 1994 was considered to be the base year, as it was the transition year after the first three years of funding from the Department of Justice.

In all six cities, the first hypothesis was confirmed: there were decreases in reported crimes during the years of the program. The second hypothesis was confirmed in all six cities also, but under differing contexts. In Columbia, Washington, D.C., Baltimore, and San Juan crime reports increased during the first year of the program's operation (referred to in the

preceding chapters as the base year). In Baltimore and Columbia, the increases in the first program year were dramatic (over 50%). In San Juan and Washington, D.C. the increases were more modest. All of these cities continued to follow the hypothesized trend, and showed fairly steady decreases after the initial year.

This hypothesis was most clearly confirmed in Columbia, where the opening of the safe haven-ministation and the arrival of the police officers coincided with a significant rise in crime reports. It was also confirmed somewhat in Baltimore, but the evidence is less clear there, because between 1996, the first program year, and 1998, more than half of the housing units were demolished. However, there was an enormous drop in crime reports (over 70%) between the base year and the subsequent program years. Some, or most, of this drop may be a function of lost population.

In Washington, D.C., crime reports went up almost 10% in the first year of the program, and then down an average of 6% for the remainder of the program. With 1994 serving as the base year in San Juan, we also see some support for the hypothesis. Crime reports went up somewhat in 1994, and then dropped substantially in 1995 through 1998.

In Memphis and Little Rock, we did not see an initial rise in crime. Crime reports decreased starting in the base year, and continued through the end of the program. However, in Memphis, like Baltimore, the loss of population confounds the explanation for reduced crime reports.

The entire population in the Memphis target neighborhood was relocated by 1998. Both housing developments, in Memphis and Baltimore, were slated for renovation under the Department of Housing and Urban Development's HOPE VI program. This made any look at crime reports in Memphis after 1996, when the area was de-populated, meaningless. It is important to note that in both Memphis and Baltimore, residents felt much safer as a result of the presence of the safe haven-ministation, and were able to relate substantive changes in their community in terms of decreased drug activity, loitering, and quality of life crimes.

In both Memphis and Little Rock, the context in which the program was implemented indicated that an increase should not be expected in the first program year. In Memphis, at LeMoyne Gardens, there was a Community Action program at the development with two police officers in a mini-precinct for at least a year before the safe haven-ministation opened. So, by the time we measured the first program year of the safe haven-ministation, community policing had already been in place in Memphis.

In Little Rock, according to those interviewed and the evidence of a visit to the program by the evaluation staff, community policing did not really get practiced at the start of the program at all. Although there was a police presence, there was no community involvement or trust, and in fact the presence of the police was associated with an atmosphere of "no-nonsense" and greater clamping down on bad behavior. As a result, the Little Rock site was successful in reducing crime, but did not fully implement a community policing component.

Comparison neighborhoods were selected in each city and crime reports were analyzed in the same way as for the target neighborhoods. However, several comparison neighborhoods had community policing, or some other activity which effected their crime levels. Therefore, the comparison sites are other housing developments with similar demographic composition to the target neighborhood which differed from the target neighborhood in that they did not have a safe haven-ministation.

In all five sites where crime reports were collected for comparison sites (no comparison site was studied in San Juan), the target neighborhood did better. In each case, during the program years, the target neighborhood showed a greater reduction of crime than the comparison neighborhood. However, as noted above, the crime decreases in Memphis and Baltimore occurred concurrently with a significant population loss, and therefore we cannot say how much crime reduction can be attributed to the safe haven-ministation.

Looking at the comparison sites versus the target neighborhoods, we found that in Columbia both neighborhoods had about the same number of crimes in 1995 – the first program year. However, the target neighborhood had a 20 percent decrease in crime reports during the years 1996 through 1998, whereas the comparison site had a 20 percent increase in crime reports. In Baltimore, crime reports decreased in the comparison neighborhood in the first program year (1996), while increasing over 50 percent in the target neighborhood. Then, in the program years, crime reports decreased in the target neighborhood and increased almost ten percent in the comparison neighborhood. In Washington, D.C., the comparison neighborhood followed the same pattern as the target neighborhood. Crime reports increased in the comparison

neighborhood in 1995, the first program year, by just over eleven percent compared to a nine percent increase in the target neighborhood. Then, as crime reports decreased in the target neighborhood they decreased in the comparison neighborhood also, but at a slightly lower rate.

In Memphis, crime reports decreased by 20 percent in the first year at the target neighborhood, and only four percent at the comparison site. In Little Rock, crime reports decreased at the comparison site in the first program year just slightly less than they decreased at the target neighborhood. However, for the remaining program years of 1996 through 1998 crime stayed at the 1995 level for the target neighborhood, while increasing over eleven percent in the comparison neighborhood.

YOUTH OUTCOMES

Two methods were used to determine if youth did, in fact, reap positive benefits through their participation in the safe haven-ministation. Youth, staff, parents, and police were interviewed at each site, and asked about the benefits to youth, and any changes youth experienced in behavior, grades, or attitudes. To determine more systematic impacts, each site was asked to participate in a survey of youth at the safe haven-ministation at two points in time – at the beginning of their participation and after one year. The goal was to identify changes that occurred over a year of participation. Three sites – Columbia, Baltimore, and Memphis – implemented the youth surveys. Washington D.C. and Little Rock did not completely implement the surveys, and San Juan was not included in the youth outcome evaluation. A comparison site, matched demographically with the housing development in which the safe haven-ministation was located, was selected in each city to test whether youth at the safe haven-ministation did

better than youth who did not have a safe haven-ministation. Columbia administered the pre and post test surveys to different youth, so we chose to use these surveys only for purposes of comparing youth at the safe haven-ministation with those at the comparison site, after controlling for age and gender. However, we did not report on differences between the youth in the pre and post tests directly, because although we can say that the youth at Time 2 did better than the youth at Time 1, we cannot say that the same youth improved.

The youth surveys covered the following areas: self-esteem, future outlook, academic achievement, positive behaviors, and negative behaviors. In addition, youth were asked what they like best about the program and how they would improve it. (See Chapter 2 of the Evaluation Report) for a full discussion of how the surveys were implemented and analyzed).

At all sites, staff and youth felt there were improvements for youth. They spoke mostly about improved relationships with adults, more respectful behavior, and better grades and attention to homework. In a number of cases, youth who were particularly in trouble in school, showed improvement as a result of individual attention.

Benefits, as measured through the youth survey, were found at all three sites in which it was implemented, but to differing degrees and in somewhat different areas. In all three sites which had a youth survey, some improvements were seen academically. The most striking difference across the cities was seen in lower reported drug and alcohol use. Drug and alcohol use was statistically significantly lower among program youth than comparison youth in Columbia and Baltimore, and significantly lower among the program youth in Memphis after

one year at the safe haven-ministation. In Baltimore and Columbia, youth at the safe haven-ministation were more likely than comparison youth to get their homework done on time. In Memphis, grades improved over the year, although not statistically significantly. The Memphis comparison site also had a Boys and Girls Club, which is a possible explanation for the lack of statistical significance between the comparison and safe haven-ministation.

Of the two sites which did have before and after measures (Memphis and Baltimore) the differences over the year were more dramatic in Memphis. At the Memphis safe haven-ministation, youth improved at a statistically significant level in their future outlook, volunteer work, cleaning of the neighborhood, and in reduced drug and alcohol use. In Baltimore, where the program did not have well-defined mentoring and focused more on recreation, improvements were less pronounced.

In Columbia, the youth in the safe haven-ministation program improved more than the comparison youth in getting homework done and doing volunteer work. They also showed statistically significant declines in many delinquent behaviors and anti-social leadership.

Overall, the strength of the each component at the safe haven-ministation sites was related to the strength of the outcome demonstrated. However, all the programs were successful to some extent in better academic measures and lower drug and alcohol use.

FEATURES OF PROGRAM IMPLEMENTATION THAT AFFECTED YOUTH OUTCOMES

Role of mentoring

The type of mentoring appears to have made a difference in the type of youth outcomes. One-on-one mentoring, in general, appears to have resulted in more positive youth outcomes. The areas that mentoring addressed, such as doing homework, or building trusting relationships with adults, or doing work in the community seemed to result in effects in these areas.

Programs focused on recreation also had some positive outcomes for youth, and were enjoyed by youth, but did not produce the improvements in grades that the mentoring programs produced.

Community policing

The relationship the police established in the community appears connected to the type of crime change. In all cases, the presence of police leads to a drop in reported crimes. However, in those safe haven-ministations where the police also took the time to engage the community and build trust, such as by working at the site when off-duty in civilian clothes, or helping families and youth with non-police problems, the drop is preceded by an initial substantial increase in reported crimes. This is a common phenomenon in community policing, where community engagement leads to people coming to the police more often to report crimes, problems, and to assist in crime prevention.

Screening

The effectiveness of the personnel at each site, and the quality of the screening to pick the right type of person, can be somewhat tested by looking at the evidence. In sites where the police officers were selected because of a perspective toward community policing and community engagement, the increase in crime reports, as well as the testimony of the residents and officers, indicates that if the screening process was done well, these results occur. Likewise with mentoring, where staff and volunteers were well screened, the mentoring appears to have been more effective.

LESSONS LEARNED AND RECOMMENDATIONS

Implementation of the Youth Investment and Police Mentoring program through the creation of safe haven-ministations at six public housing developments in five cities has yielded some important lessons about what leads to success. Over the past three years, each of the sites has undergone transitions – some due to change within the housing development in which the safe haven-ministation operates, and some in the staffing and collaborative relationships of the program.

The experiences of the six sites, all following the same basic program design, principles, and vision but with unique situational differences has yielded an unusual depth of learning about what works and what doesn't work. Further, we can now build on the previous lessons of what works, and provide concrete examples of how particular components contribute to success or problems in meeting the program's outcomes.

In Youth Investment and Police Mentoring: Final Report, the Milton S. Eisenhower Foundation put forth an initial set of lessons learned in over a decade of experience with youth programs (Milton S. Eisenhower Foundation & The Corporation for What Works, 1998). These lessons formed the basis for the program design carried out by the sites studied for this report. The experiences reflected in this report exemplify the validity of those lessons, but also add more to our understanding of how to operationalize those lessons. Implementation over the past three years has also yielded some new lessons.

In the set of lessons presented in Youth Investment and Police Mentoring: Final Report, The Eisenhower Foundation itemized a “top 10” list of lessons. They are:

- 1. The issue is not whether we know what works, but how to replicate what works in practical ways.*
- 2. What works tends to create multiple solutions to multiple problems.*
- 3. Model programs that work have developed their institutional and staff capacity.*
- 4. Institutional and staff capacity of model and promising programs can be further increased through technical assistance.*
- 5. The mundane, day-to-day process of replication is as important as what is replicated.*
- 6. Small can be effective.*
- 7. Success can cost less than failure.*
- 8. The public must take the lead in financing replications to scale.*
- 9. Public policy is insufficiently based on scientific evaluation and overly based on political expediency.*
- 10. To help contain the influence of big money, we need to better communicate what works.*

(A full description of each lesson appears on pages 11 – 15 of Youth Investment and Police Mentoring: Final Report.)

New lessons

- 1. Program staff from the funder need to be hands-on*

The process of implementation should be followed closely by the program staff of the funder through regular site visits, not solely through reliance on submitted reports. Local

program staff should have assistance and training in how to develop appropriate tracking documentation. Both program staff from the funder and evaluators should work with the sites from the beginning of the program to establish statistics needed and to ensure a process is in place to obtain them.

Funders' program staff should also conduct regular site visits to check on implementation of the work plan as the program progresses, and assist local staff in addressing problems and changes as they arise.

2. Everyone involved should know and understand the program principles, and funders' program staff need to be clear on when to be flexible

Program staff from the funding organization need to take the time to know the strengths, weaknesses, and structure of each local program, and provide clear guidelines on which aspects of program implementation or structure can be handled differently to meet local needs. They also need to work with local staff to find flexible ways to address problems so that the principles of the program are not compromised but local situations are incorporated in how principles are enacted.

3. Institutional leadership and commitment are essential

In all five sites, success of the program depended on the commitment of the local institutional partners. The Police Departments and Housing Authorities in each city provided staff; in-kind resources such as space, equipment, and vehicles; attended meetings; and shared a commitment to the vision of the program.

Local programs also benefit from developing collaborations and linkages to other institutions that serve youth, such as local schools and colleges. Such affiliations serve as sources of volunteers and role models, and may be sources of additional funds.

4. Program leadership needs to be dedicated to the program and capable of generating enthusiasm in the community and among the partners

Good leadership of the program proved critical in many ways. At some times, the programs suffered from changes in the director, or from a director splitting their duties between the safe haven-ministation and another program, or from the wrong person in the job. At those times, it was harder to attract and keep youth participants, the community was less involved, and programmatic activities suffered. In each program, when a good director was in place, all aspects of the programs got on track.

5. Local police departments need resources to fully participate in the program

Local programs have relied on the commitment and cooperation of their Police Department. The role of the police officers staffing the safe haven-ministation/safe have is critical to the program, and the best programs have had the full support of the Police Department. Yet, other than being able to report a reduction in crime statistics for the safe haven-ministation neighborhood, the local police have not received tangible benefit.

Further, documentation and analysis of crime outcomes require that the Police Department provide multi-year data for the safe haven-ministation neighborhood, the surrounding precinct, a demographically matched comparison area and its precinct, and city-wide data. This has proved very burdensome on crime analysis units, who are

regularly producing internal priority reports, and try to fulfill program requests for data in addition. The result has been that the departments have needed many months to fulfill requests, can only fulfill them incompletely, or cannot fulfill them at all.

Police Departments, upon committing and allocating officers to the safe haven-ministration, need to also be apprised of, and provided resources for, ongoing data provision of statistics for the relevant areas. If police develop internal procedures to aggregate data for the local area on a regular basis, it will be far less burdensome than trying to fulfill requests for several years worth of data at one time, which often requires disaggregating and reaggregating data to fit the appropriate geographical areas to assess program impact.

6. Self-sufficiency planning should begin at the start of the program

As programs begin implementation, part of the planning process should include strategic planning for developing the commitments and resources the program will need after the initial funding cycle ends. Program staff from the funder should work with the sites from the outset of the program on developing a self-sufficiency plan.

7. The program and evaluation should begin at the same time

Evaluators should work with the program staff at the site, and with the funders' program staff to develop the evaluation process at the start of the program. Local staff, the funders, and the evaluators should agree on the desired outcomes, and on what type of information will be need to measure them. Evaluators need to work with program staff,

on-site to develop appropriate tracking systems, and to set-up and train local staff to conduct outreach, interviews, and other techniques that will provide high quality data to assess the impact of the program.

8. *Development of organizational and staff capacity doesn't happen overnight*

Local programs need institutional commitments and strong leadership as a basis for their organizational capacity. However, even with commitments and leadership in place, organizations evolve and develop capacity over time, as they gain experience, trust, and additional resources.

Safe haven-ministation programs work best when they have the staff capacity to recruit, screen, and train volunteers, and the organizational resources to provide guidance, supervision, training, and assistance to volunteers.

Program staff from funders need to work with the organizations as they change and evolve, rather than assume a fixed level of organizational capacity at the start of the program. However, organizations with multiple problems are unlikely to be able to fulfill their mission. Program staff from the funding organization need to work with each site to assess their capacity and their problems.

9. *Affiliation with larger, stable organizations can provide “protection” to local safe haven-ministation programs, particularly in times of crisis or change, but also create challenges to maintaining the vision of the program*

Earlier experience with youth investment and police mentoring provided the Eisenhower Foundation with evidence that small, grass-roots organizations can be more in touch with residents, and give local residents, including youth a real stake in program planning and outcomes. Their “on-the-ground” experience is more likely to lead to identification and solutions of real local problems than the programmatic solutions imposed by large national organizations. To counter the greater power and resources of large national organizations, we need to empower local organizations so that ownership of programs can remain local.

The experience of the safe haven-ministation program in the five cities described in this report provides evidence that one way to provide some shelter for small, local programs is for them to have the support of a larger organization. The safe haven-ministation programs in Baltimore and Memphis operated under the umbrella of the Boys & Girls Club, and in both cases the Boys & Girls Club have continued the program after the Department of Housing and Urban Development and Eisenhower Foundation funding ended. In Washington, D.C. and Little Rock, the programs either ended when funding ended (as in the case of Washington, D.C.) or floundered as they sought new ways to shape the program that would attract additional funding sources (as in Little Rock).

However, it is difficult to strike a good balance between local control and ownership of the program and the protection of a larger organization. In both Baltimore and Memphis, the program retains its director and both Boys & Girls Clubs are committed to the vision of the safe haven-ministation. However, they have altered the programs to fit their larger

programmatic needs, and do not maintain the same level of staffing. Further, the involvement of the police which is fundamental to the safe haven-ministation model has either ended or been curtailed, making it hard to fulfill the original vision.

Nonetheless, in spite of problems with continuing the program at the same level and in the same way, programs benefit by working within the umbrella of a larger organization *when that organization has a similar mission*, such as positive youth development. In addition to protection from loss of resources, it provides a “safe haven” for the program during a time of transition, such as a gap in funding. Boys & Girls Clubs have also provided access to additional programming, and additional youth that the local program may not have had the capacity to attract on its own.

10. Strong social cohesion and community involvement needs to be actively fostered by the program on an on-going basis

In smaller areas and rural areas which already have a strong sense of community, and relatively strong trust of the local police, a safe haven-ministation has a head start.

However, in areas where social cohesion is not strong, and there may be an active distrust of police, the safe haven-ministation program needs to actively work on outreach to develop the trust of the local residents, and ultimately their involvement.

Programs that are most successful, like the program in Columbia, seek ways to get to know the community and promote themselves as caring members of the community. In Columbia, the safe haven-ministation staff made a point of knowing the birthday of every resident and sending a card. They knocked on doors and introduced themselves. The

police officers assigned to the safe haven-ministation stayed on-site when they were off-duty to serve as mentors and talk to community residents.

Working to establish trust doesn't only need to happen at the start of the program, but needs to be explicitly incorporated into on-going program design.

11. Know local strengths and build on them

In Memphis and Baltimore, local Boys and Girls Clubs already operated at or near the sites of the safe haven-ministation program, and became umbrella organizations for the safe haven-ministation.

In Columbia, the Chief of Police strongly supported the program and made commitments for the Police Department. With strong leadership and police commitment, the Columbia program created an independent not-for-profit organization, Safe haven-ministation, Inc., which was able to expand the program into four additional sites in Columbia.

12. Technical assistance is important

The lessons above identify many ways in which the funding organization's program staff and evaluation staff can work closely with the local program. Regular site visits should be used to assist the program in assessing their own strengths and addressing problems, implementing the workplan, building their capacity, setting up documentation procedures, and establishing good communication between everyone involved.

Specific technical assistance should be provided to the program staff in evaluation techniques. As mentioned above, the evaluation staff should train sites in how to identify and measure outcomes, what types of information are needed, and how to set up a system to them. In addition, each site should receive technical assistance geared to capacity for self-assessment.

Appendix A

APPENDIX - STATISTICAL BASIS FOR YOUTH OUTCOMES

This table provides the statistical basis for Table 4.3 in Chapter 4 – Columbia, with the mean rating on each factor, and the computed F score at three levels: all youth in the program at both times (group), all youth pre-tested, regardless of program or comparison group (time), and the difference between means controlling for both the group and the survey time (group x time). The statistical significance of interest, and reported in Table 4.3 in Chapter 4, is of group x time, which represents the difference between safe haven-ministation and comparison youth, after accounting for any pre-existing differences between them as evidenced in the pre-test.

TABLE 1 - COLUMBIA CHANGE ON IMPACT VARIABLES FOR PROGRAM AND COMPARISON GROUPS			
	COMPARISON	PROGRAM	TOTAL
FUTURE OUTLOOK - TIME 1			
Avg. Rating	9.95	8.93	9.43
Std Dev	0.00 ¹	0.00	0.52
FUTURE OUTLOOK - TIME 2			
Avg. Rating	10.61	9.93	10.26
Std Dev	1.34	1.93	1.69
F (Time) = 5.67, 1, 53 D.F., P<.02			
F (Group) = 21.33, 1, 53 D.F., P<.000			
F (Group x Time) = NSD			
ANTISOCIAL LEADERSHIP - TIME 1			
Avg. Rating	8.68	8.02	8.39
Std Dev	0.00	0.00	0.33
ANTISOCIAL LEADERSHIP- TIME 2			
Avg. Rating	10.12	7.54	8.98
Std Dev	3.40	1.07	2.92
F (Time) = NSD			
F (Group) = 16.48, 1, 55 D.F., P<.00			
F (Group x Time) = 4.88, 1,55 D.F, P<.03			
DRUG AND ALCOHOL USE - TIME 1			
Avg. Rating	4.88	4.53	4.72
Std Dev	0.00	0.00	0.18
DRUG AND ALCOHOL USE - TIME 2			
Avg. Rating	4.89	4.037	4.50
Std Dev	2.135	1.925	1.63
F (Time) = NSD			
F (Group) = NSD			
F (Group x Time) = NSD			
SELF-ESTEEM / SELF-EFFICACY - TIME 1			
Avg. Rating			
Std Dev	38.31	37.71	38.04
	0.00	0.00	0.30
SELF-ESTEEM / SELF-EFFICACY- TIME 2			
Avg. Rating			
Std Dev	42.19	40.71	41.53
F (Time) = NSD	2.96	7.20	5.26
F (Group) = NSD			
F (Group x Time) = NSD			

This table provides the statistical basis for Table 5.3 in Chapter 5 – Memphis, with the mean rating on each factor, and the computed F score at three levels: all youth in the program at both times (group), all youth pre-tested, regardless of program or comparison group (time), and the difference between means controlling for both the group and the survey time (group x time). The statistical significance of interest, and reported in Table 5.3 in Chapter 5, is of group x time, which represents the difference between safe haven-ministration and comparison youth, after accounting for any pre-existing differences between them as evidenced in the pre-test.

**TABLE 2 - MEMPHIS
CHANGE ON IMPACT VARIABLES FOR PROGRAM AND COMPARISON
GROUPS**

	COMPARISON	PROGRAM	TOTAL
FUTURE OUTLOOK - TIME 1			
Avg. Rating	4.73	4.54	4.61
Std Dev	0.98	1.02	1.00
FUTURE OUTLOOK - TIME 2			
Avg. Rating	10.32	10.30	10.31
Std Dev	1.36	1.49	1.43
F (Time) = 8.21, 1, 55 D.F., P<.01			
F (Group) = NSD			
F (Group x Time) = NSD			
ANTISOCIAL LEADERSHIP - TIME 1			
Avg. Rating	8.91	7.87	8.34
Std Dev	2.47	1.78	2.16
ANTISOCIAL LEADERSHIP- TIME 2			
Avg. Rating	8.44	7.87	8.13
Std Dev	2.15	1.67	1.91
F (Time) = NSD			
F (Group) = NSD			
F (Group x Time) = NSD			
DRUG AND ALCOHOL USE - TIME 1			
Avg. Rating	7.42	6.85	7.09
Std Dev	1.35	0.62	1.02
DRUG AND ALCOHOL USE - TIME 2			
Avg. Rating	4.71	4.36	4.51
Std Dev	1.16	0.96	1.05
F (Time) = NSD			
F (Group) = NSD			
F (Group x Time) = NSD			
SELF-ESTEEM / SELF-EFFICACY - TIME 1			
Avg. Rating			
Std Dev	43.19	42.0	42.45
	2.99	5.10	4.40
SELF-ESTEEM / SELF-EFFICACY- TIME 2			
Avg. Rating			
Std Dev	44.55	43.61	43.97
F (Time) = NSD	3.45	4.77	4.27
F (Group) = NSD			
F (Group x Time) = NSD			

This table provides the statistical basis for Table 6.3 in Chapter 6 – Baltimore, with the mean rating on each factor, and the computed F score at three levels: all youth in the program at both times (group), all youth pre-tested, regardless of program or comparison group (time), and the difference between means controlling for both the group and the survey time (group x time). The statistical significance of interest, and reported in Table 6.3 in Chapter 6, is of group x time, which represents the difference between safe haven-ministation and comparison youth, after accounting for any pre-existing differences between them as evidenced in the pre-test.

**TABLE 3 - BALTIMORE
CHANGE ON IMPACT VARIABLES FOR PROGRAM AND COMPARISON
GROUPS**

	COMPARISON	PROGRAM	TOTAL
FUTURE OUTLOOK - TIME 1			
Avg. Rating	9.20	9.64	9.37
Std Dev	1.33	1.73	1.50
FUTURE OUTLOOK - TIME 2			
Avg. Rating	9.78	9.96	9.85
Std Dev	1.46	1.50	1.47
F (Time) = 8.21, 1, 55 D.F., P<.01			
F (Group) = NSD			
F (Group x Time) = NSD			
ANTISOCIAL LEADERSHIP - TIME 1			
Avg. Rating	8.59	9.63	9.06
Std Dev	1.58	2.97	2.35
ANTISOCIAL LEADERSHIP- TIME 2			
Avg. Rating	7.92	8.48	8.17
Std Dev	1.51	1.81	1.67
F (Time) = NSD			
F (Group) = NSD			
F (Group x Time) = NSD			
DRUG AND ALCOHOL USE - TIME 1			
Avg. Rating	4.44	5.22	4.78
Std Dev	0.76	1.85	1.39
DRUG AND ALCOHOL USE - TIME 2			
Avg. Rating	4.63	4.47	4.56
Std Dev	1.13	1.05	1.09
F (Time) = NSD			
F (Group) = NSD			
F (Group x Time) = NSD			
SELF-ESTEEM/ SELF-EFFICACY - TIME 1			
Avg. Rating			
Std Dev	39.29	41.67	39.98
	2.36	5.01	3.48
SELF-ESTEEM/ SELF-EFFICACY- TIME 2			
Avg. Rating			
Std Dev	39.36	43.33	40.53
F (Time) = NSD	5.03	4.43	5.15
F (Group) = NSD			
F (Group x Time) = NSD			