Program Guide

The Youth Safe Haven-Police Ministation Best Practice Model

Individual and Community Change That Works

The Eisenhower Foundation
Washington, DC

2010
First Edition

Table of Contents

Acknowledgements

The Youth Safe Haven-Police Ministation model reported on these pages has been financially supported by many institutions and individuals since the Eisenhower Foundation began to develop it in the early nineteen eighties.

In America, we owe extended gratitude to the United States Department of Justice – as well as to the United States Departments of Education, Health and Human Services, Housing and Urban Development and Labor.

We wish to deeply thank Senator Barbara A. Mikulski, the late Senator Edward M. Kennedy and Senator Tom Harkin.

We convey sincere appreciation to Senator Thad Cochran, Congressman Elijah Cummings, Congressman James Clyburn, Congressman Michael Capuano, Senator Judd Gregg, former Senator Ernest Hollings, Congressman Steny Hoyer, Congresswoman Marcy Kaptur, Senator John Kerry, Senator Herb Kohl, Senator Frank Lautenberg, Senator Robert Menendez, Congresswoman Gwen Moore, Senator Patty Murray, Congressman Donald Payne, former Congressman Ralph Regula, Congressman Mike Rogers, Senator Richard Shelby and Congressman Frank Wolf.

Among national private funders in the United States, we are most grateful to the Florence V. Burden Foundation, the Annie E. Casey Foundation, the DeWitt Wallace Reader's Digest Fund, the Ford Foundation, the W.T. Grant Foundation, the IBM Corporation, the W.K. Kellogg Foundation and the Metropolitan Life Foundation.

Our local matching partners in America have included the Morris and Gwendolyn Cafritz Foundation, the Cleveland Foundation, the Enterprise Foundation, the Samuel S. Fels Fund, the Fund for New Jersey, the Boston Globe Foundation, the Girard Bank, the Morris Goldseker Foundation, the Gordon Fund, the Guggenheim Foundation, the George Gund Foundation, the Hechinger Foundation, the Godfrey M. Hyams Trust, the Local Initiatives Support Corporation, the Minneapolis Foundation, the New York City Partnership, the New York Community Trust, the Philadelphia Foundation, the Prudential Insurance Company, the Public Welfare Foundation and the Victoria Foundation.

This work would not have been possible without the wisdom and guidance of the National Police Agency of Japan in Tokyo and the Embassy of Japan in Washington, DC. Over the years, the Foundation has worked with several Ambassadors, National Police Agency senior leaders at the highest levels and extremely capable National Police Agency representatives at the Embassy of Japan in Washington, DC. These representatives have included Mr. Hideshi Mitani, Mr. Shinichi Uematsu, Mr. Goro Aoki, Mr. Maomasa Yoshida and Mr. Kazuya Hara.

In the nineteen eighties and nineties, our delegations of American police chiefs and nonprofit inner city organization leaders to Japan and our later implementation of programs in America were financed by the Center for Global Partnership of the Japan Foundation, the Hitachi Corporation, the Hitachi Foundation, the Keidanren (the Japanese Federation of Economic Organizations), the Matsushita Corporation, the Mitsubishi Corporation, the NEC Corporation, the Sony Corporation, the Toshiba Corporation and the U.S.-Japan Friendship Commission. The Eisenhower Foundation is deeply grateful.

This program guide was written by Alan Curtis, President of the Foundation. D.J. Ervin, Foundation Director of Field Operations, wrote portions of the program guide and researched much of the material.

Executive Summary

This Program Guide is designed to assist local nonprofit 501(c)(3) managers, civilian staff, police, volunteers and other community stakeholders in replicating the Eisenhower Foundation's Youth Safe Haven-Police Ministation best practice model, which we refer to in short as the Safe Haven-Ministation program. The Program Guide will be used as a reference during in-person training and technical assistance with individual sites and at national cluster workshops, where all replication sites are brought together to learn one another.

The Eisenhower Foundation Safe Haven-Ministation combines the American notion of a safe place for inner city youth to go after school with the Japanese notion of a small, friendly, open neighborhood police ministation, called a "koban."

The Eisenhower Foundation funds indigenous nonprofit organizations to replicate the model locally, at the grassroots. The program director is a civilian. Local police are asked to partner. The replications are located in low income or working class neighborhoods. The Eisenhower Foundation undertakes careful, scientific, pre-post, control-comparison group evaluations. The evaluations provide yearly feedback to program managers, who then are asked by the Foundation to make "midcourse corrections" based on what works, and what doesn't work.

In other words, the Foundation links good science to good management.

Our priority on assessing "what works" reflects the Eisenhower Foundation's mission to raise the sophistication of evaluation in the field to next level.

The goals of the best practice model are to create constructive change over time among participating youth (aged roughly six to thirteen), as well as to create constructive community and economic change in the neighborhood surrounding the Safe Haven-Ministation.

At a minimum, the Eisenhower Foundation requires that civilians and police serve as mentors and advocates for participating youth on a one-on-one and group basis, play a major role as homework tutors, lead sports and recreational activities, and communicate information on health and nutrition. In addition, healthy snacks must be provided by civilians, and police are asked to undertake problem oriented community policing in the neighborhood surrounding the Safe Haven-Ministation.

The Eisenhower Foundation has replicated variations on the Safe Haven-Ministation model in over thirty locations for over twenty years. This Program Guide provides many examples of what has been done. We include three in-depth case studies of past success in three very different settings – San Juan PR, Dover NH and Columbia SC. New sites are encouraged to build on these and other narratives from past successful sites, reflect on the lessons that we have learned, follow the specific tasks in the workplan that is included, and innovate new strategies that respond to local needs, creativity and opportunity.

Figure 1
Youth Playing At An Eisenhower Foundation Fundraiser
At the Mayflower Hotel in Washington, DC

This is not a narrow "top down" "how to manual." The Program Guide challenges local implementers of the model to reflect on our accumulated experience and then "bubble up" locally appropriate solutions within the Foundation's program and replication framework.

All sites should recognize that Safe Haven-Ministations are just one of the scientifically proven best practice models being replicated by the Eisenhower Foundation. Other models include Full Service Community Schools, the Quantum Opportunities Program for inner city high schoolers, the Argus Learning for Living job training and job placement model for high school dropouts, and the Argus model for exoffender job training and placement. Whenever possible, the Foundation is seeking to cluster such multiple solutions to multiple problems in the same inner city neighborhoods. We call these Eisenhower Safe Haven Investment

Neighborhoods. The Foundation encourages sites to help us expand their work into such comprehensive, geographically-identified multiple solutions, which can build on one another. During the present recessionary times, with fewer and fewer resources for the truly disadvantaged, such synergy is all the more necessary.

I. Introduction

In the nineteen-eighties, the Eisenhower Foundation merged the American concepts of after-school youth safe havens, youth mentoring and community advocacy with the Japanese concept of a neighborhood-based police ministation out of which officers work, prevent crime and assist citizens in the surrounding community.

The Foundation calls this the Youth Safe Haven-Police Ministation model or Safe Haven-Ministation for short.

Replications of the Foundation model are operated by a 501(c) (3) grassroots nonprofit organization and led by civilians. A Safe Haven-Ministation can be located in the headquarters of the nonprofit organization, a community center, public housing, or other low income housing. The location also can be a school – in which case the Foundation seeks to leverage the Safe Haven-Ministation presence to create a Full Service Community School.

Eisenhower Foundation Youth Safe Haven-Police Ministations are most active after school (from about 3:00 pm to about 8:00 pm), when children and youth (aged about six to thirteen) are most likely to be unsupervised, need help with homework get into trouble. Programs continue throughout the Summer.

Figure 2
A Hard Working Safe Haven-Ministation Student

The Safe Haven-Ministation is a place to go, a secure and friendly anchor point in an often threatening inner city environment. The Safe Haven Ministation integrates youth mentoring, youth advocacy, tutoring for school improvement, life and social skills training, sports, recreation and health education. Homework help, personal support, respect, constructive opportunities, supervision and discipline are provided by paid civilian adult mentor-advocates, and adult tutors. The same is provided by carefully trained "near peers" (youth who are slightly older than the participants who they mentor, advocate for and tutor), and by carefully trained volunteers. Healthy snacks are given to kids, who often are poorly nourished. Many youth initially come for the food – and then later start participating more fully in mentoring, advocacy, tutoring and other Safe Haven-Ministation activities.

When it comes to both youth and the community, a Safe Haven-Ministation seeks to increase the positive and reduce the negative. More specifically, the goals of Safe Haven-Ministations include more positive behavior among participating children and youth (like improved grades), evidence that children and youth are growing up and developing in constructive ways (showing, for example, more social skills and better time management) and less negative behavior (like lower truancy, drop out, delinquency, crime and drug use rates).

Police officers are trained by the Foundation to assist civilians as mentors to and advocates for youth. These officers also undertake problem-oriented policing, based in the neighborhood surrounding the Safe Haven-Ministation. To determine the problems, police consult with neighborhood residents – beginning with the parents and the extended family of the youth who attend the Safe Haven-Ministations. Police ask program participants about what the youth perceive to be the neighborhood's problems. Police then strive to solve the problems, secure the neighborhood and provide safe passage for Safe Haven-Ministation participants from school, to the program location, and on to home.

The goals of the police involvement include reduced crime, drugs and fear in the area surrounding the Safe Haven-Ministation. The goals include, as well, increased parental and other resident support for police mentoring at the Youth Safe Haven-Police Ministation. The Foundation has found that, if families and community residents feel better about police, they are more likely to cooperate with the civilian and police mentors and advocates who are trying to improve the grades of their kids and keep the kids out of trouble.

Figure 3
Police Mentoring At the Providence Safe Haven-Ministation

It is possible for the police involvement to secure neighborhoods for economic development, increase property values, and improve the quality of life in the neighborhoods.

In sum, the Eisenhower Foundation Safe Haven-Ministation model is designed to create constructive individual, community and economic change.

The Eisenhower Foundation has replicated and evaluated over thirty variations of the Safe Haven-Ministation model over twenty years. There have been many positive evaluation findings. Yet not all programs have succeeded, at least in part. This too is helpful, because we can learn as much from failure as from success. Many lessons have been learned over the years (as discussed in Section III). The initial evaluations of the Safe Haven-Ministation program

appeared in the late nineteen nineties – at about the same time that the evaluation of the Weed and Seed program appeared. As Section VI shows, these Safe Haven-Ministation evaluations more consistently showed success in terms of serious crime reductions than the Weed and Seed evaluations. The Safe Haven-Ministation program has been included as a best practice model in a report published by the U.S. Department of Housing and Urban Development.

II. Why Are Youth Safe Havens and Police Ministations Promising Strategies?

To better inform practitioners who are replicating Youth Safe Haven-Police Ministations, we want to share some of the early-on practical experiences and research findings that encouraged the Foundation to develop the model.

Youth Safe Havens

In 1992, a report by the Carnegie Council on Adolescent Development concluded that federal policy focuses primarily on intervening with young people *already in trouble* – not on preventing them from keeping out of trouble in the first place. Accordingly, and especially mindful of impoverished high-risk neighborhoods, the Carnegie report concluded, "Americans must rebuild a sense of community in their neighborhoods. The nation cannot afford to raise another generation of young adolescents without the supervision, guidance and preparation for life that caring adults and strong organizations once provided in communities."

Overseen by a task force that included Eisenhower Foundation Trustee and Yale Professor of Child Psychiatry James Comer, as well as former Eisenhower Foundation Vice Chair Joy Dryfoos, the Carnegie report looked at how young adolescents spend their waking hours. The Task Force found that young adolescents commit about sixty percent of their time to essentials – like school attendance, eating or paid employment. Fully forty percent of time is discretionary. Much of discretionary time is spent alone. Young people from poor families spend more time home alone and unsupervised than young people from wealthy families.

During the school week, such unsupervised time usually is between about 3:00 pm and 8:00 pm. This is when youth can get into trouble. Yet surveys show that young people do not want to be left to their own devices. They want more regular contact with caring and respectful adults; protection from crime, drugs and gangs; and greater access to constructive opportunities, including contributions to their communities.

The Carnegie findings encouraged practitioners, including the Eisenhower Foundation, to create secure places where young people in poor communities can go to more positively occupy their time after school and during the Summer.

As they evolved from the Carnegie report, new variations on after school safe havens sought to reduce negative behaviors by high risk young people – behaviors like delinquency, crime, drug use and truancy.

The Carnegie report was published at a time when the field of "positive youth development" was emerging. The notion of positive youth development persuaded the Eisenhower Foundation to better pursue ways in which Safe Haven-Ministations would not just reduce negative behaviors but also would increase positive behaviors – like improving grades, graduating from high school, going on to post-secondary education, becoming advocates for younger kids, and becoming leaders in the community.

Given the focus of the Eisenhower Foundation on the inner city, we believe that the concept of positive youth development must focus more on the realities facing the truly disadvantaged. Nonetheless, our experience over decades strongly reinforces the assertion that poor, urban minority youth want to develop themselves in positive ways – if they are given the opportunity to do so. But opportunity is a big "if." The children and youth with whom the Foundation works typically face many blocked opportunities. Their family situations may not be supportive. Their schools may be dysfunctional. Their immediate communities may have unemployment rates of well over fifty percent. Consequently, the Foundation believes that positive youth development can only be successful for poor urban minority youth if inequalities are significantly reduced in the immediate communities where young people live – and in the broader American economy, society and polity.

Figure 4
Police Can Effectively Mentor and Advocate for Youth

Police Ministations – Japanese Kobans and Problem Oriented Community Policing

Now we turn from the Youth Safe Haven part of the Eisenhower Foundation model to the Police Ministation part.

For the Eisenhower Foundation, the physical space used for the Youth Safe Haven that we began to develop in response to the above Carnegie Task Force findings also is utilized as a neighborhood police ministation. For all practical purposes, the Foundation considers a police ministation simply to be a workplace location where police officers, specially trained by the Foundation, mentor and advocate for youth in partnership with the nonprofit, 501(c) (3) organization that has the lead in the program. The workplace is the center where the youth come after school. It is not any manner of formal police substation.

Japanese Kobans. For its notion of a police ministation, the Foundation has built on the remarkable success in Japan of neighborhood policing ministations, which are called "kobans." There are about 1,200 kobans in Tokyo alone. Figures 5 to 7 illustrate how kobans in Japan can have many different appearances. The Eisenhower Foundation has taken over twenty American police chiefs to Japan to observe the koban system.

In Japan, one officer usually stays at the ministation. A partner undertakes foot patrol, or uses a standard white frame police bicycle. The territory patrolled ranges from a few blocks to a few square miles, depending on the population. The officer on foot patrol is treated like a friend and neighbor. This is reflected in the respectful term that Japanese use for police officers – OH-mawari-san, or Honorable Mr. Walking Around.

Every home, apartment building and business is known to Mr. Walking Around. This is crucial – because Japanese cities usually do not have street names or house numbers that proceed in any logical sequence. Unless a person knows the neighborhood, it often is necessary to find a specific building by inquiring at the nearest koban.

Kobans serve other functions as well. They are the local lost and founds. On rainy days, umbrellas are lent out by police. Officers pass the word to neighborhood residents when someone is ill, has a baby, or is admitted to a prestigious college.

Figure 5
Kobans in Japan

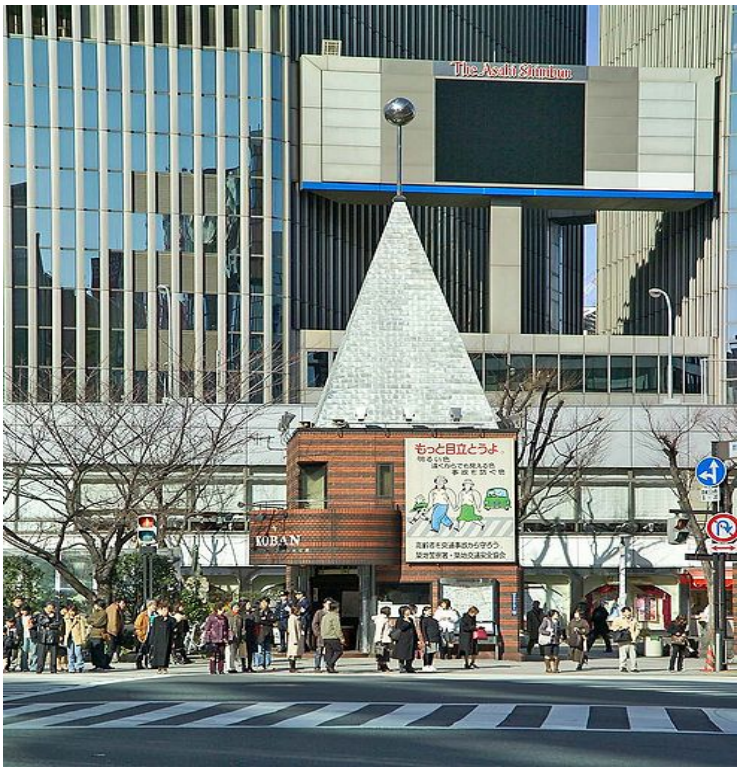


Figure 6
More Kobans in Japan

Figure 7
And Even More Kobans in Japan

Most such Japanese ministations are non-residential. However, there also are residential kobans – at the outskirts of big cities and in rural areas. A police officer lives in the ministation with his wife and children. During the first day of his assignment, the officer typically will walk door-to-door with his wife. He introduces himself and his wife. They invite residents over to their house for tea. The wife acts as an assistant to the police officer and receives a stipend from the National Police Agency. Typically, the officer and his wife know each of the families in the patrol area by name. This can mean 300 or more families.

Japanese kobans, then, are highly accessible physical locations from which police operate. Residential or nonresidential, the kobans provide security anchors for their neighborhoods. Kobans are within a ten minute walk of most residents in a neighborhood.

Several times each year, koban officers make home visits to each residence in the patrol area. The officer sits with the home owner and inquires about experiences that are related to crime. Police give tips on crime prevention. They keep detailed records on each household and everyone in it.

Japanese police also undertake some mentoring of neighborhood youth. Probably the most popular form is the teaching of martial arts. Such teaching is not done out of the kobans – which are too small. Rather, it is undertaken at district police stations – which are about the same size as typical American precinct stations. Japanese police believe that martial arts instill self-control and improve self-esteem among young people.

The Japanese police officers who undertake this work are far better trained than in the United States. For example, American police typically are trained for five to eight months before they begin work. In Japan, police cadets with college degrees (and there are many) are trained for about twelve months. Cadets with high school diplomas are trained for about eighteen months. This training is accompanied by a more enriched experience compared to American police. For example, Japanese police are taught English and become computer-literate. Optional police training academy courses include tea ceremony and flower arrangement.

When the Eisenhower Foundation has taken American police chiefs to see such Japanese academy training, the Americans often are amused at such courses – initially. However, Japanese police supervisors then explain to the Americans that the courses instill a respect for Japanese culture. The Japanese believe that officers on patrol should understand the values of the residents in their neighborhoods. Often, this explanation motivates American police chiefs and commanders to better sensitize cadets at police academies back home to the cultures of the different ethnic and racial groups that live within any given neighborhood beat.

Japan has crime rates far lower than what western nations have come to accept. For example, in recent decades, the murder rate in Japan has been around nine times lower than in the United States. Japan also has far fewer forcible rapes and robberies per capita – and far fewer police officers, judges and prisons per capita. Kobans help explain some of the tremendous disparities in crime between Japan and the United States, in our view.

The Foundation does not require strict adherence to the Japanese koban model. We ask local police simply to work in a proactive, preventive way at the neighborhood level in coordination with the civilian-led Safe Haven. The Foundation then encourages American police to create American variations on Japanese themes that fit local, grassroots circumstances, needs and opportunities.

As the koban Figures 4 to 6 suggest, there is great potential for encouraging grassroots citizen-police partnerships to physically design their Safe Haven-Ministation to create structures that reflect local culture and creativity.

Problem Oriented Community Policing. Some koban-based policing is problem-oriented in Japan – and we ask police in our Safe Haven-Ministations to follow this example.

In problem-oriented community policing, the concept is not to react to crime after it occurs, which is what most American police do, but to prevent crime before it occurs by solving the problems that can lead to crime.

There is good U.S.-based evidence that problem-oriented community policy works. One classic example was a comparison group demonstration evaluated in 1989 by the Police Executive Research Forum in Newport News, Virginia. A housing project in Newport News was transformed from being widely regarded as the worst crime area in the city into one of the safest. Initially, the burglary rate was the highest in the city. A beat officer interviewed the residents and found that they were worried about the burglaries. The officer spent time investigating the

reported burglaries. He also spent time with city agencies – the fire department, the public works department, and the housing department – to investigate the buildings. The police chief allowed the officer to invest his time in this work, rather than in conventional police patrols. The evaluation by the Police Executive Research Forum showed that, over a two-year period, the burglary rate dropped by thirty-five in the public housing project. The outcomes were statistically significant.

In contrast to problem-oriented community policing, there is minimal scientific evidence that "zero tolerance" policing works to reduce crime. Zero tolerance also often results in poor police-community relations and reduced trust by citizens in police, especially in the poor, minority, inner city and neighborhoods where the Foundation works.*

*The belief in the effectiveness of zero tolerance policing is widespread in the media and among many public officials. But no one has in fact ever shown that such policing is necessary to reduce crime.

The counterevidence is stark, and obvious. Many cities across the country have enjoyed sharp drops in violence *without* resorting to the heavy-handed and needless methods adopted by some urban police departments. That includes a number of cities which have indeed innovated with their police, but in ways that have *improved* relationships among youth, police and the community. Boston, Columbia, South Carolina and San Diego are good examples. There also are cities in which the police have done virtually *nothing* new, but which have also enjoyed striking drops in violent crime. One example was East St. Louis, Illinois in the 1990s. From 1991 to 1996, homicide declined more rapidly in East St. Louis than in New York City – even though East St. Louis did not introduce zero tolerance and New York City did. The sharp homicide drop in East St. Louis occurred at a time when the police were so deeply in debt that police layoffs were common. Many police cars did not have functioning radios, and many cars were idle because there was no money for gas.

This isn't to write off everything claimed by the zero tolerance ideology. Some police tactics, notably the strong emphasis on crime analysis and the targeting of resources on guns and drug gangs, appear to have been a significant part of the story. But, as University of California criminologist Elliott Currie has concluded, what is too often forgotten, especially in the media's treatment of these issues, is that there is little evidence that rousting "squeegee men" or harassing homeless people has anything whatever to do with reducing serious crime.

Zero tolerance policing is focused on "order maintenance," including the notion that permitting minor misdemeanors, such as loitering and vagrancy, to go unpunished only encourages more serious crime. Yet, in the words of University of Arizona Professor Bernard Harcourt in his book *Illusion of Order*:

> It is fair to conclude from the existing social-scientific data that neighborhood disorder is not significantly related to homicide, burglary, physical assault, rape, or purse-snatching/pocket-picking victimization when antecedent neighborhood characteristics (such as poverty, stability, race, and collective efficacy) are held constant….
>
> …At most, we can conclude that there may be some connection, not between disorder and "serious crime," but rather between disorder and robbery. And even here I am being generous…[T]he bare correlation between disorder and robbery itself – however weak or strong – is not proof of a *casual* relationship between the two, nor is it proof that the casual *mechanism* is the *social meaning* of disorder.

Figure 8
Police In Group Mentoring In Providence

In its account of some of the Foundation's replications in Washington, DC, the *Guardian* newspaper of London stressed how the Eisenhower Foundation's Safe Haven-Ministation replications reject reactive, zero tolerance policing:

> The neighborhoods of northeast Washington DC are among the most violent. In the sprawling apartment complex of "Paradise at Parkside" the police have turned not to aggressive zero tolerance measures pioneered in New York City but to the ultimate in community policing, whose origins lie in Japan.
>
> Three police officers live and work in a so-called Koban, a ministation located in one of the apartment blocks, in an area which five years ago was one of the city's most notorious drug markets. Officer William Jackson, born and bred in the low-income area, has

returned with his wife and young family to take part in a radical experiment, designed as he says to “put the neighbor in the hood.”

One of seven pilot schemes across the US, the idea is for the police to serve the whole community as neighbors, friends and mentors rather than merely responding to crisis calls. Under the supervision of a civilian director, they run a range of early intervention and youth work activities targeted specifically at 50 eight-to 17-year-olds at risk of becoming offenders.

Sports, drama and music activities are all organized out of the Koban, which is also a safe haven where young people and their families can obtain counseling and advice. Woman police officer Mona Lynch runs a girls’ leadership project, encouraging young women to take control of their lives and thereby reduce the incidence of teen pregnancy. A fatherhood program aims to keep families together.

One underlying Koban theme is the need for responsiveness to the needs of the community. Two years ago, the Koban arranged daytime activities for a boy suspended from school. Today it provides the official suspension program for the two junior and one senior high school serving the area. Increasing rates of suspension means that up to 25 local pupils attend during the day.

Results from the pilot schemes are encouraging: emergency calls are much reduced. So too are arrests, although the downward trend in crime was underway at Paradise in Parkside before the Koban.

The Koban initiative was the idea of the Washington-based Eisenhower Foundation, which took a group of police chiefs to Japan and pulled together the funding needed to turn their enthusiasm for what they saw into action. The Federal Housing and Urban Development Agency has put in resources as have the local housing department and charitable funders.

III. What Past Examples of Success Does The Foundation Request That New and Existing Sites Follow?

The Eisenhower Foundation has replicated or is now replicating variations on the Safe Haven-Ministation model in places like Baltimore MD, Boston MA, Bronx NY, Brooklyn NY, Chicago IL, Cleveland OH, Columbia SC, Dover NH, Jackson, MS, Little Rock AK, Los Angeles CA, Memphis TN, Miami FL, Nashua NH, Newark NJ, Oakland CA, Philadelphia PA, Phoenix AZ, Providence RI, San Juan PR, Savannah GA, Somersworth NH, Toledo OH, Tuskegee AL, Washington DC – and other locations across the nation.

San Juan, Dover and Columbia were among the most successful, creative, original, thoughtful, resourceful, ambitious and sustained replications. They provide new sites with a wealth of ideas and many lessons to consider.

The Foundation therefore requires that new sites follow and build on the Foundation's experiences in San Juan, Dover and Columbia. That experience is summarized below, followed by an identification of the top ten lessons learned by the Foundation.

San Juan: Centro Sister Isolina Ferre

Our partner in San Juan was Centro Sister Isolina Ferre, a 501(c) (3) nonprofit organization founded by a Catholic nun, Sister Isolina Ferre, whose brother was a former Governor of Puerto Rico.

In his classic 1978 book, *Criminal Violence, Criminal Justice*, Charles Silberman called the work of Centro Sister Isolina Ferre "the best example of community regeneration I have

found anywhere in the United States." Founded in the 1960s in Ponce, the second largest city in Puerto Rico, Centro began to operate in San Juan, as well, in the late 1980s. Centro's founding premise was, "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."

Centro San Juan operated in the semi-rural Caimito neighborhood – characterized by a very high school dropout rate (averaging thirty percent), high unemployment of close to fifty percent among adults and eighty percent among youth, and extreme poverty. According to police reports, Caimito constituted one of the highest delinquency and drug dependence communities in San Juan. Caimito also was the most remote part of San Juan, and delivery of public services to Caimito lagged behind the rest of the metropolitan area. The school system was overloaded, and school violence was common.

The Eisenhower Foundation initially financed Centro to replicate the Safe Haven-Ministation program for three years in the early nineteen nineties. Funds came from the United States Department of Justice. Centro received $90,000 in year one, $75,000 in year two and $37,500 in year three. Centro performed very well, as we shall see, but the Department of Justice needed to make cuts in programs during years two and three because of budget constraints.

What Civilian Programs Did Centro Undertake In the Replication? Centro Caimito in San Juan created a beautiful, park-like campus. The campus included a residential police ministation, a central building with classrooms and administrative offices at the bottom of the palm-tree lined driveway that began with the ministation; 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 ministation at the entrance.

Beyond the Eisenhower Foundation's Justice Department resources, Centro raised local and national match funds to build the police ministation and run many programs.

In Caimito, Centro operated ten interrelated programs with a staff of fifty six. All programs complemented the youth development and community development goals of the Safe Haven-Ministation. During the day, staff at an alternative school program tutored dropouts to acquire their general education degrees. A computer literacy and office skills training initiative, using donated IBM equipment, required students to attend thirty hours per week. Adults attended cooking classes. Young mothers came to classes while their children were cared for in a nursery. Immunizations and screenings were provided onsite by the Puerto Rican Health Department. After school, the Eisenhower Safe Haven-Ministation program for six to thirteen year olds helped youngsters with homework and involved them in arts, sports, and culture.

In many ways, then, Centro was years ahead of and served as an early model for the multiple solution Safe Haven Investment Neighborhoods that the Eisenhower Foundation now is developing, as discussed in Section VII.

Figure 9
The Dynamic Executive Director of the San Juan Caimito Program

The most important innovation at Centro was the use of 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 mentoring. Advocates were charged with getting to know the youth, his or her peers and family; making visits to school to discuss

problems with youth, teachers and administrators; and making visits home to discuss problems with youth and their families. The advocates involved youth in the full range of developmental programs at Centro – including tutoring, recreation and, for those old enough, job training.

One building on the campus was used for the honey bee project. The project trained high school dropouts – to self-employ them as beekeepers and producers of bee byproducts. (In Puerto Rico, pure bee honey was in demand, but it was 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 promised 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 fifteen Caimito residents. Sales averaged $6,000 to $7,000 per week. The ambitious program produced over 600,000 trees for reforestation of the devastated areas.

Figure 10
The Caimito Residential Safe Haven-Ministation In San Juan

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. Centro redirected gang activity to outcomes more beneficial to youth and the community.

What Police Programs Did Centro Undertake In The Replication? The San Juan 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 ministation at the entrance to the Centro campus was a pleasant looking three level structure. Figure 10 shows the koban, along with the participants in an Eisenhower Foundation national workshop held in San Juan.

Centro staff and San Juan police were members of one of the Eisenhower Foundation's delegations to Japan. As a result, the Caimito koban 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, ministation offices on the ground floor and the 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.

Figure 11
An Intercessor at Centro

Several different officers, male and female, lived in the ministation over the years, all with their spouses and children. Nonresidential police officers, a civilian ministation 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. Ministation police mentored youth, organized sports teams and made visits to schools and homes along with advocates to discuss problems experienced by youth.

Advocates and police undertook problem-oriented, community policing. For example, when the ministation 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.

Training By Centro Staff at the Police Academy. The Centro executive director and other civilians actually trained police – at a formal course at the Puerto Rico Police Academy. There was no Eisenhower Foundation scientific assessment of this training. But Centro staff told the Foundation that they 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. Except for the training done by Eisenhower Foundation Trustee and Yale University Professor James P. Comer at Yale University with the New Haven Police, we know of few comparable attempts to train, and retrain, police at a local police academy, employing community leaders as teachers. None of the other replications that the Eisenhower Foundation has supported over the years have been able to negotiate such comprehensive training at the local police academy. Given the crime reducing success of the San Juan program (see below), the Foundation gives high priority to expanding the Puerto Rican model of police academy training by outstanding local community-based nonprofit organizations. The need for such training is all the greater, we believe, given the lack of evidence on the effectiveness of zero tolerance policing, as discussed in Section II.

How Well Was The Replication Managed? 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. As Charles Silberman observed in *Criminal Violence, Criminal Justice*:

> 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.

Figure 12
Current Centro Staff Training With The Video Created By Past Staff

The genius of the Caimito 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.

What Eisenhower Foundation Training and Technical Assistance Worked Best?

Centro civilian staff and police received training and technical assistance from Eisenhower staff and consultants in a number of ways—including the delegation to Japan, 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 program director believed that the best assistance was the direct funding from the Foundation, the ability of the Foundation to work with Puerto Rico police in a hands on and personal way during the delegation to Japan and day-to-day back home, the consequent matching of two or three police officers per year to the ministation, the willingness of the Foundation to lend its prestige to local fundraising, and the ability of the Foundation to allow the director to draw on local culture and tradition to create a replication that would be effective in a Puerto Rican context.

The Foundation also provided an extra grant to Centro, so it could produce a training video for use by civilians and police in the next generation of replications. The video was used extensively with new sites, and still is being used by the Foundation in the current round of replications.

Figure 13
A Hurricane Did Not Cancel A Foundation National Workshop In San Juan

What Did The Evaluation Findings Show? At the time of the San Juan replication, national funding for evaluation was especially limited. The Foundation was not able to measure for change among individual youth. We were able to compare serious crime, as reported to police – before, during and after the program. "Serious crime" meant murder, aggravated assault, forcible rape, robbery, burglary, larceny and auto theft. Combined, these are called the "Index" crimes by the FBI. All police departments in America collect this information, and more.

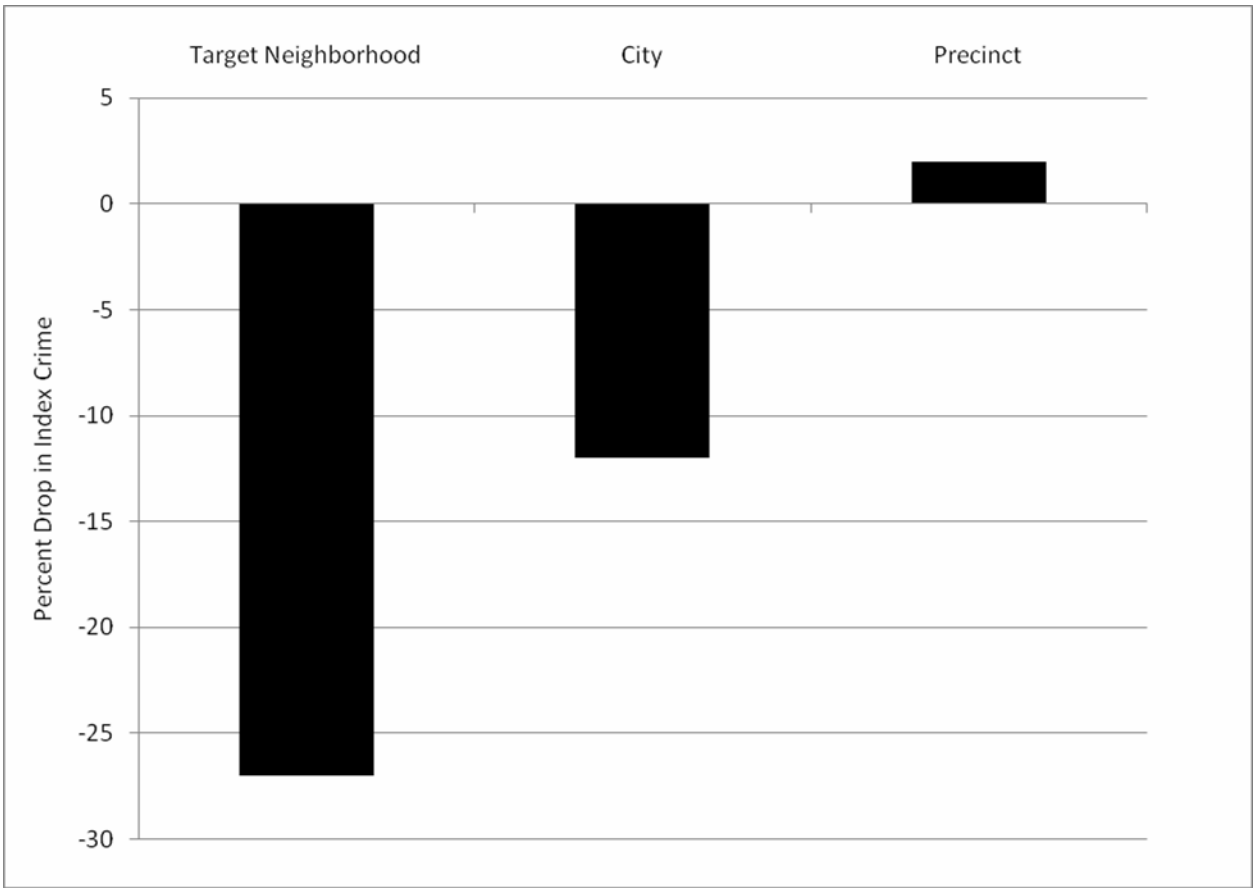
In San Juan, we collected Index crime statistics from three geographic areas. The smallest area – the "target area" – was the immediate neighborhood served by the Caimito program. We used police data as closely matched to the geographic area served by the program as the Puerto Rico Police crime reporting system would allow. The second area was the larger, surrounding 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).

We measured for change over four years – because the koban was built the year before we began three years of Eisenhower Foundation funding.

As Figure 14 shows, over the four years, total Index crime in the program's target area declined by almost twenty-six percent, compared to a decline of eleven percent for San Juan as a whole and an *increase* of about three percent for the surrounding police precinct.

Was The Program Continued After Initial Eisenhower Foundation Funding? The Safe Haven-Ministation operated for six more years, through federal funding secured by the Foundation and other resources generated by Centro. During this period of time there were further drops in crime in much of the Caimito community – drops considerably greater than a decline in reported Index crime for San Juan as a whole.

Figure 14
Changes in Index Crime For The Target Neighborhood, Surrounding Precinct And The City of San Juan, 1990 – 1993



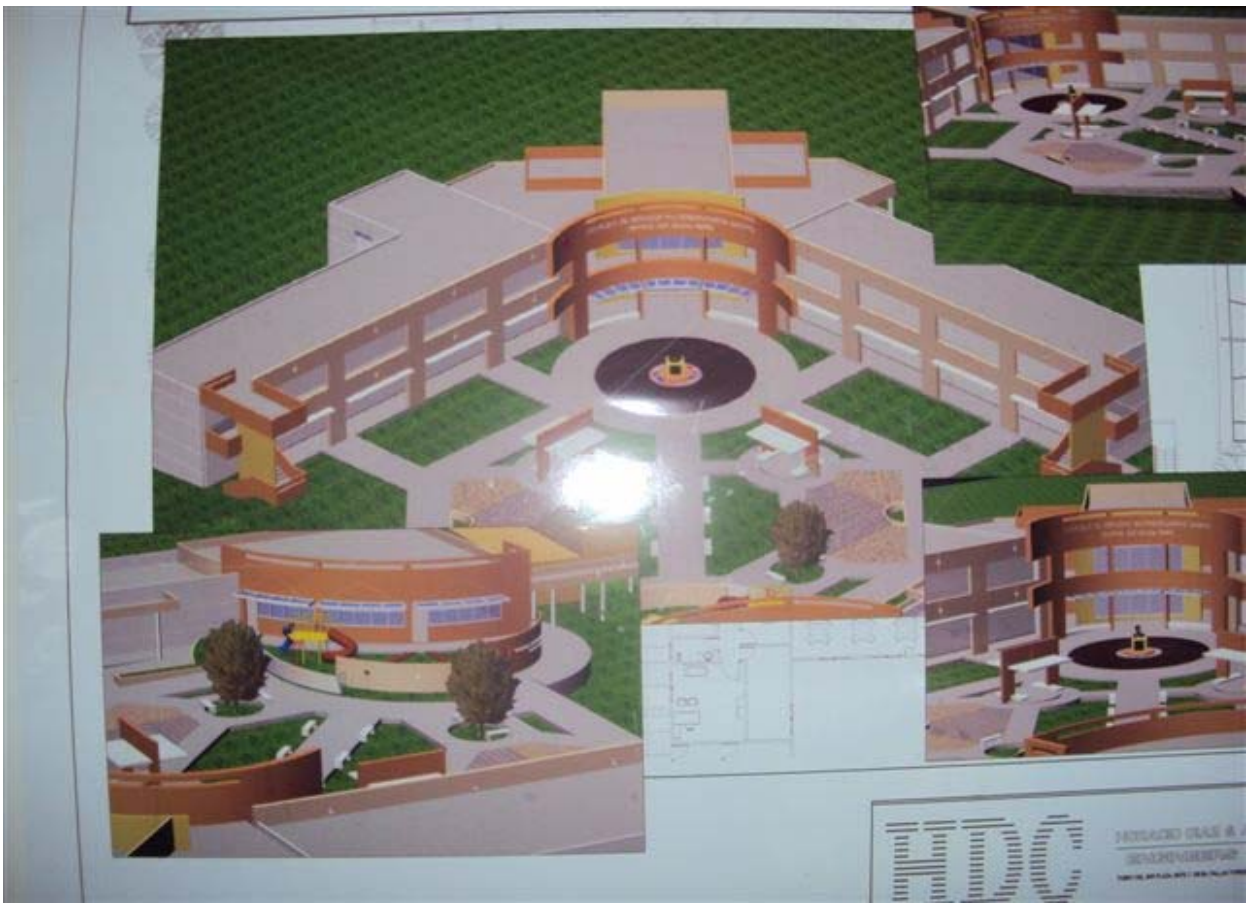
Source: San Juan Police Department

Over these years, the high quality of civilian replication management characteristic of the first generation continued. However, the executive director then departed, after almost eight years of developing and running the Centro San Juan campus. 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. Then, in 1998, a hurricane devastated the island of Puerto Rico, damaging much of the campus, tearing roofs off the buildings and causing serious flooding. For

a while there was no electricity and no communications. The campus closed down. Eventually, it reopened, and a civilian, with a master's degree in social work, was named executive director.

The new director slowly brought the program back to life. Through insurance, a major local fund raising effort and federal dollars, the old building was renovated – and a beautiful new facility is being built. The San Juan Police have continued problem oriented policing in nearby public housing. In 2010, the Eisenhower Foundation began funding a new Safe Haven-Ministation program in Caimito.

Figure 15
A Drawing Of The New Centro Buildings Being Constructed



Dover, NH: The Seymour Osman Community Center

Dover is a growing community in New Hampshire, sixty-five miles from Boston. Some Dover residents commute to employers in the northern suburbs of Boston. Incorporated in 1637, Dover is a former mill town. Now it has begun to transition to a service economy. Ninety-six percent of the Dover population is White. The population is almost evenly split between middle class and working class, with about forty-five percent in each group, and about ten percent in the low income category. Few families would be considered wealthy.

Over recent decades, middle class Dover residents often could purchase affordable housing. But families of lesser economic means needed to rent in a tight market. Low rental vacancy rates meant expensive rental housing. The only viable option for many lower income people, especially single parents, was public housing. One project, named Mineral Park-Whittier Homes, became the focal point for local drug dealing and crime, as did adjacent Section 8 housing.

The Foundation funded, replicated and evaluated Safe Haven-Ministations in Dover in Mineral Park-Whittier Homes and in four other New Hampshire communities from 2000 to 2007. In Dover, the average level of Foundation funding per year was about $140,000.

During this time, Dover schools were not particularly sympathetic to the plight of children and youth in public housing. During an Eisenhower Foundation focus group, parents from public housing described how, when they attempted to get their children evaluated for special education services, school officials sometimes told them, “Why bother, they’re from the

projects." Parents often had little time to help their children with homework. The children often met the low expectations of the teachers.

Figure 16
The Safe Haven Ministation in Dover

Consequently, the Eisenhower Foundation funded the nonprofit arm of the Dover Housing Authority to replicate a Safe Haven-Ministation, which originally operated out of a public housing apartment. The program quickly became popular – and expanded into a new location across from the public housing site. The new location was named the Seymour Osman Community Center and is pictured in Figure 16. The Eisenhower Foundation program director in Dover organized Seymour Osman into a nonprofit organization, which then received the Foundation funding. Through a Community Development Block Grant, the Osman Center was rehabbed and expanded, with a grand opening attended by many local and national officials. Part of the Safe Haven Ministation Program was expanded into the nearby Woodman Park School, via support from a Department of Education Twenty-First Century Community Learning Grant.

The Eisenhower Foundation paid for a core staff of two civilians. VISTA and AmeriCorps volunteers supplied at least two more staff members each year. The VISTA volunteers brought great dedication to the enterprise. Once a VISTA staffer's year of service ended, the Center often offered a paid position. Civilian staff eventually reached eight. Even the AmeriCorps volunteers, who usually returned to school after their ten months with the program, often returned to help out during breaks.

The program reached out to local colleges, high school honor societies, retirees and local community members. On one typical day, the Osman Center was crowded with nearly 100 youth, three civilian staff, a VISTA volunteer, an AmeriCorps volunteer, three members of the Dover High School Honor Society, three fraternity members from the University of New

Hampshire, a retired engineer, and four housing residents, one of whom was a licensed food handler. There also were police and National Guardsmen, as discussed below. This gave a ratio of about one adult to every five kids.

Program youth were expected to eat a snack, do their homework and get the homework checked by an adult. All other activities depended on kids first completing their homework. Youth earned credits toward a monthly trip for completing homework done correctly.

Dover civilian staff acted very much like the advocates in San Juan. For example, not only did Dover staff make certain that homework was done right, but they checked to make sure that youth were obtaining background instructions and other guiding information from their teachers. By working with the teachers, Dover staff helped them develop a more positive image of the children in public housing. When parents needed to confer with teachers or special education school personnel, Safe Haven-Ministation staff often participated, to better help all parties understand what was going on and what was needed.

With the Seymour Osman Community Center rehabbed and with food from the local food pantry, volunteers provided a free hot meal every weekday evening for anyone who was interested, children and adults alike. A small donation was appreciated, but no one was turned away. Even visitors from outside the community were welcome. Stew, soup, chili, shepherds pie, and spaghetti were staples of the program. The food often was prepared by high school youth. Cooking under adult supervision, the high schoolers would stay as late as 9:00 pm,

working on school projects, surfing the internet and mentoring Safe Haven-Ministation youngsters. The food benefited the individuals, but also the program, because it attracted community members, who got to know one another better. It also provided yet another layer of support for the Safe Haven-Ministation.

As with Centro in San Juan, the Dover Safe Haven-Ministation evolved many more civilian-run components. One of the most effective was the Quantum Opportunities Program, which was separately financed by the Eisenhower Foundation. Quantum focused on high school youth aged thirteen to eighteen – who had outgrown much of what was offered to the younger kids and who often had fallen behind academically. Quantum provided an online system, called eXtralearning, which was developed by Eisenhower Foundation Trustee Robert Taggart. Guided by an adult mentor, a youth entering ninth grade would begin at his or her level of competence in a subject – often only at a fifth grade level in math or English. But the eXtralearning system and adult mentor would systematically advance the youth, so that they eventually performed at grade level.

Importantly, Dover also was able to apply this Quantum online eXtralearning system to the six to thirteen year olds in the Safe Haven-Ministation. These online applications were called Kid Quantum and Mid Quantum. For example, if a student had failed to master fractions and therefore now was struggling with decimals, appropriate grade level material was available from Mid Quantum, including both traditional academic guides and short videos that explained fundamental concepts. On the other hand, if kids were bored with class offering that were too simple for them, they could explore more advanced material in a properly structured sequence that was tied to their school curriculum.

A further advantage of Kid and Mid Quantum was that high school Quantum students often served as near peer mentors, helping reinforce what the younger children learned.

The Eisenhower Foundation strongly encourages new Safe Haven-Ministation sites to integrate in the eXtralearning system, and to expand into Quantum Opportunities for high schoolers. (In 2010, as it began a new round of Safe Haven-Ministation replications, the Foundation also began a new round of Quantum replications.)

Other academic programs included *La Casa Nuestra*, designed for fifth through eighth graders to introduce them to basic Spanish vocabulary and to teach them the different cultures of Spain and Latin America. *Build It* used hands on activities to demonstrate various engineering/science concepts to second and third Graders.

Beyond academics, creative arts were popular. In *Moviemaking*, students created a short animated film. Participants of all talents and skill levels had the opportunity to write a story, create characters, record voiceovers, add sound effects, and edit footage. *Recycled Art* students used recycled materials (plastics, packing materials, cans, etc.) to create interesting art pieces – such as sculptures, masks, mosaics, and a giant "Recycling Monster!" *Little Picassos* allowed the youngest children to experiment with various art media, eventually showing their pieces in an art show at the end of the program. In *Memories,* children learned to create a scrapbook with pictures of their school, family, and friends.

A number of different physical activities were offered to satisfy a wide range of interests and abilities. *Keep The Beat* focused on rhythm, both inside and outside the context of music. In *Dancing,* children explored the world of dance, working toward a final performance to share with family and friends.

In the *Wonderful World Of Sports,* kids learned the rules and regulations of a new sport or gym game each week. The focus was on sportsmanship and team work. *Girls On The Run* used running to teach girls self motivation and positive body image. Girls prepared for a 5K road race each November. Boys worked together to learn team work and positive attitudes – through running in *Boys On The Go.* In the elementary *Gymnastic program,* children learned stretches, basic safety, and tumbling techniques. Students in the *Yoga* program learned yoga breathing, basic yoga poses and relaxation techniques. The program stressed the importance of accepting that everyone has differing abilities, but that skills can be enhanced through practice.

Other fun activities included *Spy Games and Secret Messages & Codes*, which taught basic code writing. Technology-oriented students in the *Geo Caching* program used a global positioning satellite unit to track down a cache—a box of trinkets—hidden at a nearby locale. Clues and coordinates were given on a Web site that coordinated a global game of geocaching.

In sum, Dover, as San Juan, provided a free after-school program as diverse and sophisticated as expensive private after school programs.

Figure 17
Computer Lab In Dover

This array of activities was offered at both the Osman Center and Woodman Park School Safe Haven-Police Ministation locations. With an increasing number of children and adults gathering at these locations, participants and staff reached out for more partnerships with the school system, which by now respected the program, and the police, who were asked to rid the community of problems that were interfering with youth and program development.

What Police Programs Did Dover Undertake In The Replication? Before the program began, the Dover Police Chief and his Department were open to learning about problem oriented community policing. Initially, an officer who resided in the public housing development was assigned to the program. As crime declined (see below) and Eisenhower Foundation funding continued, another officer was assigned. This officer interacted with community members during the day and mentored youth after school. (The first officer still mentored youth, when he had time.)

Little by little the residents, both kids and adults, came to know and respect the assigned police, and began to report their concerns to them. And the long New Hampshire winters gave the police more time to mentor youth and build relationships.

The problem-oriented community policing created through the Safe Haven-Ministation was so successful that it was expanded to all of Dover. Working with a small force, the Dover Police implemented a number of problem oriented strategies in which citizens and officers jointly found solutions. Officers worked with schools, at public functions and in tourist areas to get the public to communicate directly with them. Bicycle police toured neighborhoods. Without a car serving as a barrier, officers communicated with people on the street and in their yards. Downtown liaison officers walked the business district, staying in touch with the concerns of business owners, residents and tourists. And, of course, the Safe Haven-Ministation officer worked with the kids and patrolled the housing area, as well as nearby senior housing.

What Eisenhower Foundation Training and Technical Assistance Worked Best? As with San Juan, staff in Dover told the Foundation that the greatest assistance provided was financial, especially during start-ups and institutional development years.

Training by the Foundation in problem oriented community policing was important to Dover. Because the role of a mentor or advocate was not always easy to assume for police, it was necessary to provide basic mentor training – and then to follow up to make certain that the officer was growing in the role. In the case of Dover, officers adapted well to the task at hand. Perhaps their greatest strength was their willingness to sit patiently and listen to the kids' problems – not just as police officers, but as caring adults. In this role, they could suggest practical solutions to problems. Then, only if necessary, they could use their police authority to solve problems, such as bullying, intimidation, vandalism and petty theft.

For instance, take the theft ring operating during the Summer of 2004. Eight unlocked automobiles had been burglarized. Each of the thefts was technically a felony, yet the items were not of great value – for example, loose change, a CD and a set of fuzzy dice. The Safe Haven-Ministation officer distributed a flyer asking that people lock their cars. Then he talked with local residents. Eventually, he apprehended two eighth graders – but then worked with the prosecutor to keep them out of the juvenile justice system, by taking upon himself the personal responsibility for keeping the two on the straight and narrow. The two graduated from high school and both went on to college.

When the Foundation still was supplying technical assistance, we encouraged senior administrators in the Dover Police Department to retain the position of a problem oriented community policing officer – as a valuable resource to the Department. Today in Dover, there is no formal problem oriented policing position. But the philosophy of problem oriented community policing is well established. Those who have received Foundation training continue to pass the knowledge to new administrators and officers – for the benefit of the community.

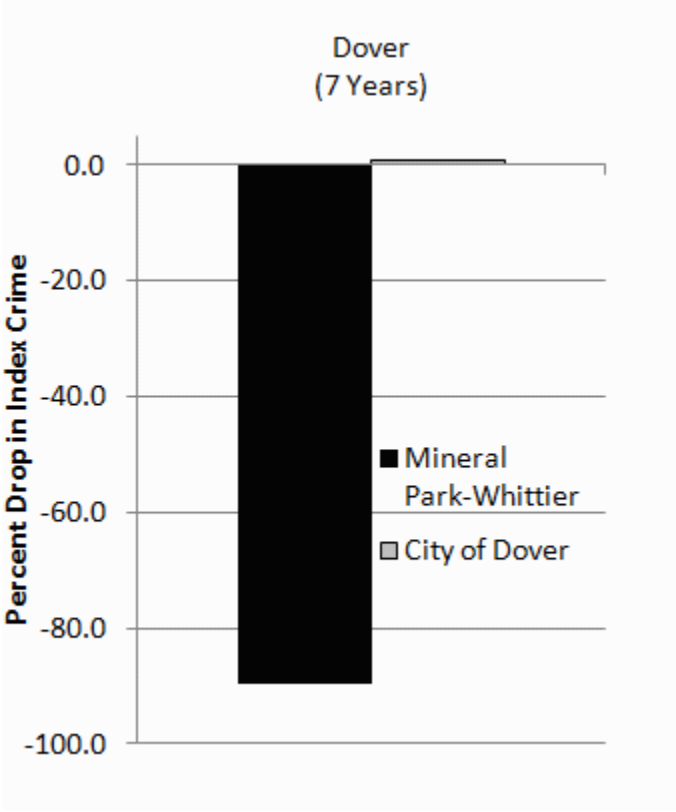
How Well Was The Replication Managed? As in San Juan, Dover worked so well because of a dynamic, intelligent, creative, resourceful Safe Haven-Ministation program director. The individual chosen by the Foundation already had many strengths. It was not necessary to provide any special training, beyond basic information on the model and Justice Department reporting procedures. The original director remained for six of the seven years of Foundation financial support. Over the years, the Foundation has called upon her to serve as a trainer, mentor and advocate for directors of other programs. For the most part, new sites that accept such technical assistance from other sites appear more likely to succeed, in our experience. Sites that resist assistance often fail, because they think that they are unique and can learn little from others. In our experience, the best performing program directors are those most open to and flexible with new ideas.

What Did The Evaluation Findings Show? The Safe Haven-Ministation has led to an increase in the grades of participants, a significant reduction in crime in Dover and an improved quality of life for virtually everyone in the community.

During the last three years of Foundation evaluation, fifty-eight percent of program youth had their grades improve, while only twenty-eight percent of youth in a comparison group had grade improvement. This was a statistically significant difference.

As Figure 18 shows, over the seven years that the Foundation supported and evaluated the program, serious FBI Index crime in Dover inched up, while serious FBI Index crime in Mineral Park-Whittier decreased by ninety percent.

Figure 18
Changes In Index Crime For The Target Neighborhood and Dover



Source: Dover Police Department

Equally telling was an incident that occurred in 2006. Disturbed by the recent availability of high quality and inexpensive heroin from Afghanistan, a group of residents approached police and cooperated in a multijurisdictional drug raid that ended with twenty-one people charged. All but two individuals were from outside the public housing area. It is almost certain that, before the Safe Haven-Ministation brought stability to the area, such cooperation would have been impossible. In a recent local Dover crime report, the biggest problem was outsiders stealing bicycles that kids had failed to secure.

The impact of the Dover Safe Haven-Ministation's growth did not end at the city's boundary. Two other Youth Safe Havens in New Hampshire used the growth of Dover to guide their development and leverage their own resources. One site convinced the local housing authority to provide additional space.

Was The Program Continued After Initial Eisenhower Foundation Funding? Dover continues to thrive, with the full-time police officer who has been with the program for most of its existence, and seven civilian staff. The National Guard can no longer provide a full-time Guardsman. But, when buses are needed to transport the kids, they are available from the Guard, which also provides drivers at no cost to the program. Crime is low. Youth from Dover public housing no longer are stigmatized. They have a more level playing field because of the advantages created by the Safe Haven-Ministation.

Columbia SC: Koban Inc. and Developing Responsible and Mature Adolescents

Columbia, the state capital of South Carolina, is a growing city of about 130,000. The population is roughly fifty percent minority – mostly African American – and fifty percent White. African American leaders have had a significant share in the recent development of the city. An African American Mayor was elected in 2010. All the neighborhoods where the Eisenhower Foundation worked were African American.

When the Foundation began work in Columbia, in the nineteen nineties, the African American Chief of Police, Charles P. Austin, Sr., was a member of one of the Eisenhower Foundation's delegations to Japan. When he returned, he organized a city-wide system of Safe Haven-Ministations in Columbia. Over a thirteen year period, he organized five Safe Haven-Ministations in public housing, two in other low income housing and one in a school.

To administer the system, Chief Austin created a new nonprofit organization, called Koban, Inc., which received funding, provided civilian leadership and coordinated all Safe Haven-Ministations in the city. At the same time, Chief Austin trained and assigned officers to the Safe Haven-Ministations.

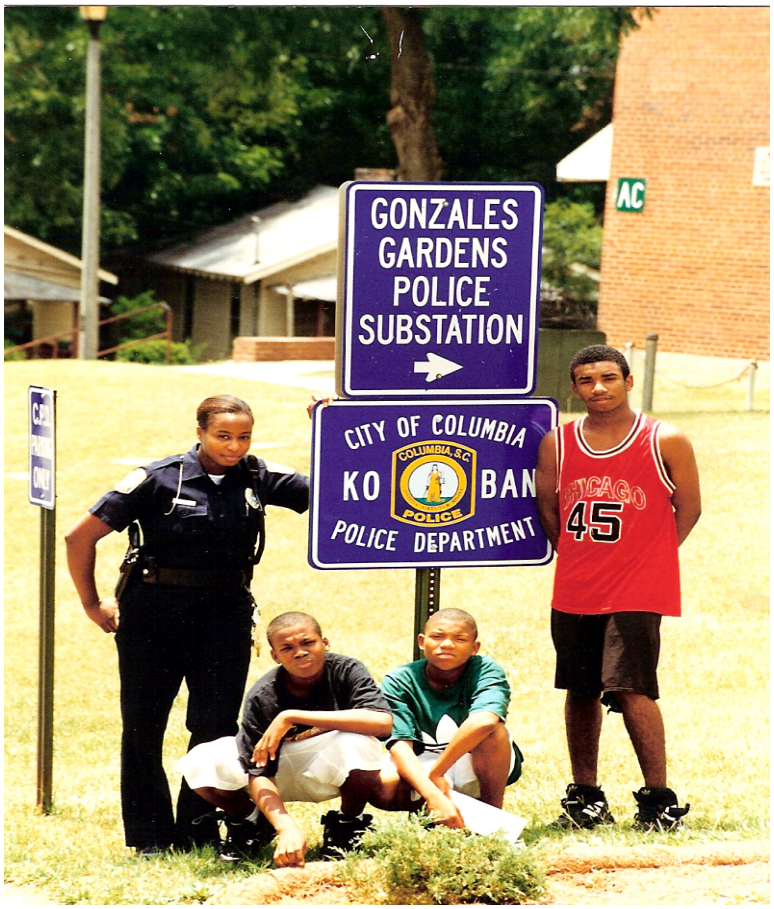
In the Eisenhower Foundation's twenty year history of replicating Safe Haven-Ministations, Chief Austin has been the only police chief who sought to implement a city-wide system. Later, he became City Manager of Columbia and Chair of the Eisenhower Foundation.

The Eisenhower Foundation's experience in Columbia included many successes, some failures and myriad lessons for the future.

What Civilian Programs Did Columbia Undertake In the Replication? The first Safe Haven-Ministation was in Gonzales Gardens public housing. Gonzales Gardens has the longest history and the most lessons. Funding to Gonzales Gardens ranged from $100,000 to $120,000 per year – for ten years.

With a civilian director, other civilian staff and a police officer, the Gonzales Gardens Safe Haven-Ministation began in a three bedroom public housing apartment that provided barely enough space. The Safe Haven-Ministation was first and foremost a secure place for youth after school. Under most of its directors, Gonzales Gardens was a homework assistance program that focused on daily assignments. A quiet reading room was quite popular with a number of youth. After homework was completed, various recreation options and art projects were offered. Because of the somewhat cramped space, most activities were done outside, weather allowing.

Figure 19
The City of Columbia Clearly Identified Its Kobans



These core strategies varied in emphasis over the years of Gonzales Gardens Safe Haven-Ministation operations. For example, during one stretch, staff not only helped with day-to-day homework, but also assisted students with longer term projects, such as book reports and themes. This was followed by a brief period when Gonzales Gardens became little more than a recreation program, with the youth given an opportunity to obtain assistance with homework, but no requirement that homework had to be finished before other activities were possible. During this time, attendance decreased.

Occasionally, outside groups would visit from three local colleges, offering classes in dance, culture and poetry writing. These classes were very popular. If announced beforehand, the classes would significantly increase attendance, which tended to hover around sixty to sixty-five percent of all participants on a daily basis, except when the weather was really good, when attendance would drop. In Foundation focus group assessments, youth were unanimous in saying that they liked having a place to go and someone they could turn to for assistance with school work and personal problems.

Among Gonzales paid civilian staff, diversity appeared to be an asset. For example, one mentor, a young woman, might have been mistaken for one of the older youth in the program. Another mentor was a burly ex-paratrooper. Some youth bonded with one, some with the other.

After initial success by the program in Gonzales Gardens (see the below statistics), Eisenhower Foundation funding expanded to more public housing Safe Haven-Ministations. All Safe Haven-Ministations were led by civilians and partnered by police assigned by Chief Austin.

Columbia also began a koban in Perry Middle School, which served many of the youth who lived in Gonzales Gardens. With the Gonzales Safe Haven-Ministation overcrowded, the Perry Middle School Safe Haven-Ministation allowed programming to be expanded (just as the Osman Center expanded into the Woodman Park School in Dover). The Perry Safe Haven-Ministation further enhanced the original Gonzales Gardens priority on academics – and so made it easier for Safe Haven-Ministation staff to coordinate with teachers.

Throughout the implementation at the various locations, the housing of many participants and their families was renovated. During renovation, families were moved. This was disruptive to youth, who often had to travel much longer distances to the Safe Haven-Ministation. As a result, during periods of renovation, attendance at Safe Haven-Ministations often declined. By being moved around, some youth lost their connection to their original community. Once reestablished in a community with a Safe Haven, the youth and their families had a familiar program with which they could connect, even if the staff and police were different.

What Police Programs Did Columbia Undertake In the Replication? Chief Austin supported both police mentoring of youth and problem oriented community policing.

In 1998 Peter Jennings reported on this work on *ABC World News Tonight*:

Peter Jennings: Tomorrow, the Milton Eisenhower Foundation is going to release a report on a program that is reducing the crime rates in a number of American cities with remarkable success. It is a simple, but very effective idea called the koban. And it comes from Japan. Here's ABC's Deborah Amos.

Deborah Amos, ABC News (Voice Over): This is a Japanese koban, a neighborhood center where police are also neighborhood helper. With thousands of kobans in Japan, the country is one of the safest in the world. This is a koban in Columbia, South Carolina, and a model for community policing borrowed from Japan. Home base is Gonzales Gardens, a housing project once plagued by drugs and nightly gunfire.

*Jerome Cardwell, Koban, Inc.***:** The reason why the koban is located in this building is because that corner was a drug-infested corner. Now the corner is drug free.

Deborah Amos (On Camera): In fact, serious crime has dropped by about a third with the koban program. The crime rate in the rest of Columbia stayed the same. But there's more to this new kind of community policing. Borrowing another idea from Japan, officers are all-purpose neighborhood helpers.

Deborah Amos (Voice-Over): With the koban right in the neighborhood, police come when there's family trouble.

Officer Albertus Cocklin, Columbia, South Carolina Police: If they have a problem, the first place they run is to me, you know? If their parents are not home, they run and get Officer Cocklin.

Officer Margaret Yarborugh, Columbia South Carolina Police:
Part of the koban program is being there all the time. They see us as human beings. We take off the uniform sometimes and go out and play a basketball game.

Deborah Amos (Voice-Over): Or toss a football with teenagers, encouraging long-term relationships that expand the koban program well beyond American standards of community policing – with a mentoring program, coordination with community groups, and cooperation with local schools. Police officers even check on schoolwork.

Margaret Yarborough: Have you done your homework today?

Child: Yeah.

Margaret Yarborough: Who checked it for you?

Deborah Amos (Voice-Over): They provide a safe haven to go after school, when crime is most likely to happen. Here, they meet role models and learn paths to success. The best measure of success is in these faces here. Deborah Amos, ABC News, Columbia, South Carolina.

In 2001, *Time Magazine* reported on variations on the koban theme in Columbia by Chief Austin:

It is 5:15 in the afternoon. Prime time for kids looking for some action. Fooling around time. Getting into trouble time. Outside of one of the units of Latimer Manor -- a low-rise public housing project in Columbia – a group of teens in baggy pants and cornrow hairdos are talking with Patrolman Arthur Thomas. Two police cruisers are parked at the curb.

It has all the looks of a tough day in the projects. A bust going down. But Thomas is just hanging with the kids. "It's part of my job," he says. His job has lots of parts -- patrolman, community worker, role model. A tall bruiser of man Thomas grew up in Columbia's public housing and now works out of a police substation located in a pair of converted apartments in the Latimer project. The sign out front says "Koban," what the Japanese call their ubiquitous police mini-stations. Tiny, cramped kobans are everywhere in Japan: next to the local vegetable store in villages, on busy downtown

Figure 20
The Columbia Police Chief At The Lady Street Residential Koban

shopping streets, across from parks, near schools -- more than 6,600 of them nationwide. And increasingly they are popping up in the U.S. as well.

The koban idea snuck into America largely unnoticed in the 1990s along with boatloads of other Japanese imports. It was carried in by American police officials who had journeyed to Japan in search of some explanation for the island nation's low crime rate. Kobans, which put police and citizens in close, personal contact, were apparently part of the answer: they stood in marked contrast to the anonymous police in patrol cars cruising America's streets.

When Charles P. Austin, Columbia's police chief, visited Japan in 1994, he found that the Japanese koban idea meshed perfectly with a program he had already begun of stationing police in the city's neighborhoods. He slapped "koban" signs on the side of existing substations and started new ones. "The Japanese name and concepts invigorated our program," says Austin. "Young officers were very enthusiastic to join." Officers like Patrolman Thomas, who revels in the close contact he gets with the community. "There's often a negative attitude toward police on the street," says Thomas. "But koban gives the public a different view. I'm here to show them that we want to help you, not to lock you up." Austin added features to his kobans not found in Japan. Columbia's kobans offer a team of civilian staffers to work with the hordes of kids who come swarming in after school hours looking for a place to do homework, play on computers or just hang out in safety with their friends. A koban to these kids has less to do with police work and is more like an after-school club.

> At the koban located at the W.A. Perry Middle School, in Barhamville, a neighborhood where brightly painted upper middle class houses are mixed with public housing units, a kid named Parrish drops his violin case and book-heavy backpack on the floor and goes to see James Bulger, the koban's program director. Parrish, 12, has a litany of problems. He's been suspended from school for talking and misbehaving in class. He occasionally misses taking his medication for hyperactivity. He shuttles between his grandmother's apartment and that of an aunt. His life has little stability -- except for the koban, which provides homework help, a bit of shelter and Bolger as a clear role model. "Parrish is a great kid," says Bulger. "He's got nowhere to turn. We might just be able to keep him out of trouble."
>
> Outwardly, Columbia's noisy and chaotic kobans -- with their craft classes, field trips, sports teams, teen rap sessions -- may bear little resemblance to Japan's utilitarian, spartanly furnished originals. But, says Chief Austin, "we're trying to achieve the same thing. In Japan the police have a sense of belonging and of being accepted in the community beyond their role as police officers. That was an advance we wanted to bring here."
>
> And an advance in neighborhood solidarity and safety is precisely what's happened. In the Lyons Street neighborhood, once a combat zone bullied by drug pushers and teenaged hoodlums, violent crime is down fifteen percent since the Gonzales Gardens koban was opened there in 1995. In the areas around kobans, calls to the police emergency telephone number 911 reporting dangerous situations have been reduced by a half. Now other neighborhood groups in Columbia are clamoring to have kobans of their own. Nationally, grants from the Eisenhower Foundation have opened kobans in places like Kansas City and Dover, New Hampshire. The kobans success may not rival Pokémon. But it's not a bad record for an obscure Japanese import.

As it assessed all the work in Columbia, the Eisenhower Foundation observed that, similar to San Juan and Dover, youth mentoring by police increased trust – by the youth, but also by all the residents in the community, who then cooperated more in joint problem solving with police.

A good example of problem solving was on Lady Street – known for the prostitution and drug dealing that operated there out of the Town-N-Tourist Motel, leading to a blighted neighborhood. The police solved the problem by rehabbing a once-charming building across the street. The rehabbed building was beautiful. It became the headquarters of Koban, Inc. The

building also served as a neighborhood meeting place, a ministation for police and, like the Safe Haven-Ministation in San Juan, a residence for police.

Within five years of the establishment of the Koban, Inc. headquarters on Lady Street, drug crime had dropped ninety-five percent, violent crime had dropped seventy-six percent and property values had increased in the neighborhood. So powerful was the impact of the Koban, Inc. headquarters on the illegal activities of the motel that the latter closed and was razed by the city, replaced by a health clinic.

In 2001, after September 11, all government facilities in Columbia were seen as potential targets. Consequently, police participation in the Safe Haven-Ministation program was reduced – as officers were reassigned to security duty. During the period of reduced police involvement, crime increased in the Safe Haven-Ministation neighborhoods. Once security was enhanced by barriers and metal detectors, and with Foundation urging, the police were reassigned to Safe Haven-Ministations, and crime began to decline again. In the case of Gonzales Gardens, the original police officer returned, providing continuity for the program and a familiar face for the youth and the community.

In 2003, Columbia instituted a Community Safety Officer program. These officers were non-sworn, unarmed and did not have the power to arrest. They were supplemental the police, not replacements. Their main job was to interact with community residents, primarily children and seniors, and to patrol their assigned area to identify problems that should be brought to the attention of regular police. They provided homework assistance and facilitated participation in

the Safe Haven-Ministations. Safe passage was insured as youth traveled from home to school to the Safe Haven-Ministation and back to home. Some of the Community Service Officers saw their position as a stepping stone to a job as a regular police officer, but most took the job because of their interest in working with children.

Unfortunately, a Community Service Officer, not associated with Eisenhower Foundation programs, was accused of and admitted to molesting a child. The news coverage following the incident forced police administrators to temporarily institute a policy requiring that all Community Services Officers be accompanied by a civilian member when they interacted with children. This significantly reduced the impact of the Community Service Officers. It prevented them from working independently with students, but didn't reduce their ability to observe and serve as a deterrent to crime.

Such Community Service Officers were beneficial, we concluded. But they should never be seen as an alternative to regular sworn officers.

How Well Was The Columbia Program Managed? Columbia Police Chief Charles Austin had the vision to scale up Safe Haven-Ministations. At the beginning, when the replications were more under his control, the enterprise was well managed – especially by him. Later, as the city-wide program expanded, and as Chief Austin moved on to another position, civilian management at the neighborhood kobans declined.

Two of the Safe Haven-Ministation directors at Gonzales Gardens and another site were successful in attracting and retaining youth in their programs. They then were promoted – named as the overall co-directors of Koban Inc., which oversaw all the civilian-led Safe Haven-Ministations around town. They proved to be effective in their new jobs. Yet their replacements at the two Safe Haven-Ministation sites were not as successful in attracting youth. The management lesson seemed to be that each site developed a routine that made youth comfortable. When that routine was changed because of a new director, many youth distanced themselves from the program.

Over the years, the Board of Koban, Inc. became highly politicized. The organization began to move away from the Foundation's Safe Haven-Ministation model and began to micromanage the neighborhood kobans. The Board's policy made it difficult for the directors of each Safe Haven-Ministation to keep on their original course. The Eisenhower Foundation attempted to provide technical assistance to move back to the model, but met Board resistance. The Foundation then stopped funding Koban Inc., and began funding another Columbia nonprofit organization – Developing Responsible And Mature Adolescents – that had a close relationship with former Police Chief Charles Austin.

As a result of this experience, the Foundation has tightened its contracts with nonprofit organizations receiving funds – with more early warning management checks and balances in place that immediately hold funding drawdowns until and unless midcourse corrections are made quickly.

Figure 21
Columbia Safe Haven Ministation Staff

What Eisenhower Foundation Training and Technical Assistance Worked Best? As in Dover, the most successful training was in police mentoring and problem oriented community policing. Police also learned the value of partnering with nonprofit organizations. Over more than a decade, many officers were trained in Columbia, either on-site or in cluster workshops, and have passed their skills on to others. Three different Columbia police chiefs have availed themselves of the skills the officers have learned. The Columbia Police Department has assigned officers who know and accept problem oriented community policing in the public housing neighborhoods that have the highest crime rates and little sense of community among residents.

Management and capacity building training also was successful at certain points in time, but less so during the period when the Koban Inc. Board micromanaged the programs. However, one benefit of Eisenhower Foundation management training was the production of extremely good quarterly reports and accurate financial reports. This was a benefit to the Foundation, because it assisted in developing the semiannual reports that federal and other funders require.

What Did The Evaluation Findings Show? To measure for individual change among youth in the program, the Foundation conducted analyses of grade change over three academic years, from 2001 to 2004, for participants at the Gonzales Gardens koban and at two other Safe Haven-Ministations in Columbia. The grades were for language arts, math, science and social studies. The grades for the final quarter of year three were compared to the grades for quarter one of the first year to determine change. The evaluation focused on fifty program youth and a comparison group of fifty non-participating students. The grades for comparison group members were provided by their schools. A random sample of comparison students was selected from among those who attended school over the three years of the evaluation, but who were not in the Safe Haven-Ministation program at any time.

Figure 22 presents the findings. The programs had positive effects on the grades of participants. Figure 22 shows that, in all cases, the percentage of program participants who had higher grades was greater than the percentage of participants who that had lower grades. The comparison group showed the reverse pattern. In the case of Gonzales Gardens and another public housing site, Allen-Benedict Homes, the differences were statistically significant.

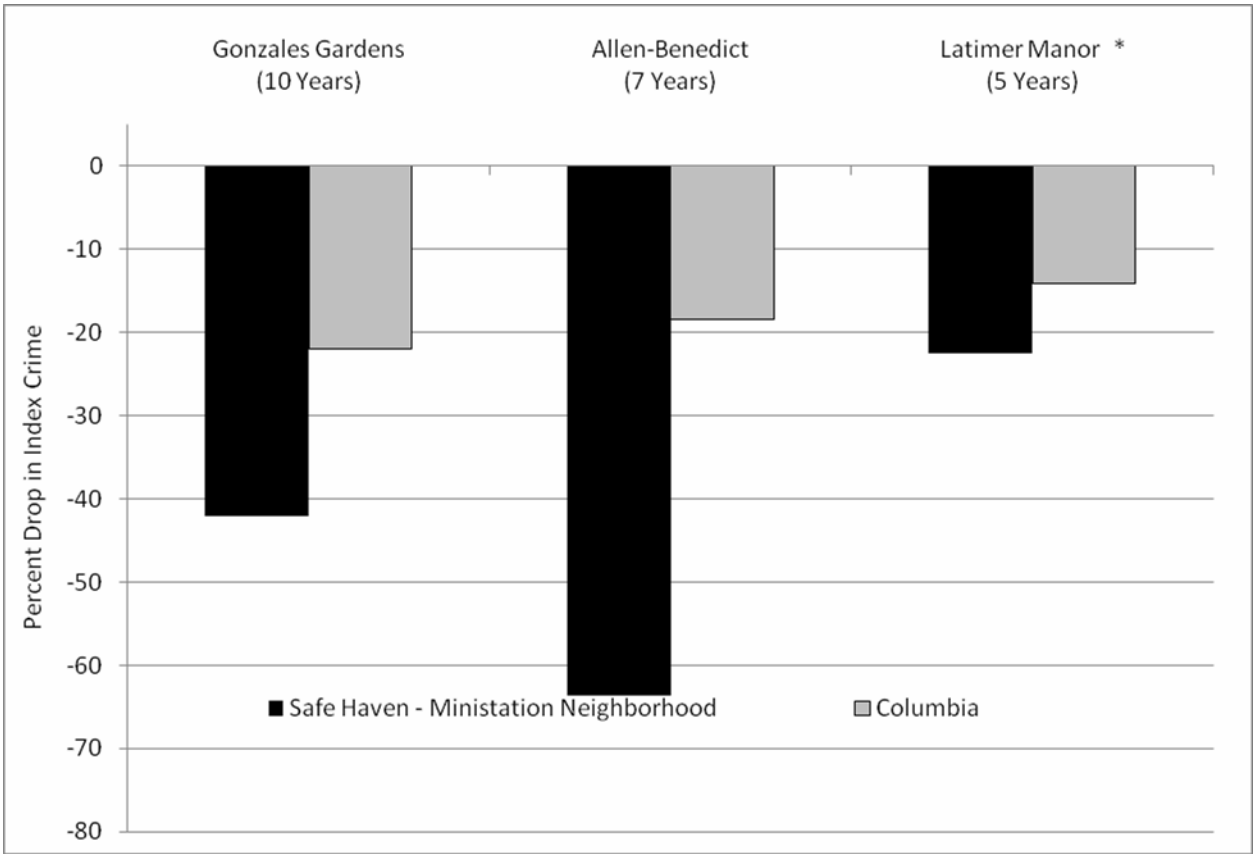
Figure 22
Grade Changes For Participants in Columbia Safe Haven-Ministation

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Gonzales Gardens	27	31	51
Allen-Benedict	21	29	57
Latimer Manor*	19	38	44
Comparison	50	74	22

*Latimer Manor had considerable instability because of renovations in the public housing areas where youth lived. The renovations forced families to temporarily relocate.
Source: Columbia Police Department

To measure for community-wide change, the Foundation examined FBI serious Index crime. The Foundation gathered data on serious Index crime in the specific public housing neighborhoods served by the Safe Haven-Ministations and made comparisons to Columbia as a whole. The three sites shown in Figure 23 were in operation in 2006, when Foundation evaluation of the programs ended. (In parenthesis, we show the number of years over which we collected Index crime data.)

Figure 23
Index Crime Changes for Safe Haven-Ministations in Columbia



*Latimer Manor had considerable instability because of renovations in the public housing areas where youth lived. The renovations forced families to temporarily relocate.
Source: Columbia Police Department

Serious Index crime declined more in the Safe Haven-Ministation neighborhoods than in Columbia overall. When the Safe Haven precincts were removed from the city total, the difference was even greater. In all cases, the decrease in serious crime was significantly greater in the Safe Haven-Ministation neighborhood than for the city, during the same period.

Was The Columbia Program Continued After Initial Eisenhower Foundation Funding? The Foundation has ended its period of city-wide funding. When the Foundation stopped financing multiple sites in Columbia, there were a number of problems. The original strong management team and program vision had been lost due to internal Koban, Inc. turf battles. Most of the key civilian staff members had departed. There were relatively weak ties between the Safe Haven-Ministations and other local organizations. There were a number of local competitors for funding. By contrast, when the Foundation stopped funding Dover, the Safe Haven-Ministation had a strong management team, retained its original vision, was able to access the founding director when guidance was needed, continued strong community ties, received ongoing local funding, and experienced little local competition.

However in 2010, the Foundation began a new Safe Haven-Ministation in Columbia, in Hammond Homes, a public housing development with great need. One reason for the new funding was that the tradition and culture of koban policing has remained intact in Columbia. The Police Department has assigned key police officers from past replications to oversee the new work and to undertake day-to-day operations. The officers work well with the new nonprofit organization, Developing Responsible and Mature Adolescents, guided by former Police Chief Austin, that has been chosen to operate the replication.

In spite of Columbia's ups and downs, it is an important national model for citywide programming, including the development of Safe Haven Investment Neighborhoods, as discussed in Section VII.

Top Ten Lessons Learned

Based on these case studies, as well as the Foundation's experience with many other sites over twenty years, here is our top ten list of lessons learned:

1. Indigenous nonprofit organizations in poor and working class communities can replicate what works, like Safe Haven-Ministations, and achieve positive outcomes. This is consistent with President Obama's priority on expanding what works and discarding what doesn't (as set forth in the 2009 Inaugural Address).

2. Much of what works for the inner city and the truly disadvantaged can be replicated cost-effectively – at low cost, compared, for example, to the cost of reforming the deregulated financial system that caused the recession of 2008-2010.

3. Success in replicating Safe Haven-Ministations depends in part on identifying a tough, dynamic, resourceful and creative grassroots nonprofit program director.

4. Success depends in part on locating in cities with visionary police chiefs who build on what works and who trust the common sense of citizens in poor and working class neighborhoods. Police can effectively partner with civilians in replications led by nonprofit organizations. There is great potential for nonprofit staff training of police at local police academics.

5. In many places, problem oriented community policing, police mentoring of youth and police advocacy for youth are viable alternatives to zero tolerance policing. They also are more successful in creating trust of police by citizens, including youth, in minority and low income communities. Community trust can increase police effectiveness.

6. Success creates constructive individual change among participating children and youth, as well as constructive community and economic change among residents in the neighborhood surrounding a Safe Haven-Ministation.

7. There is a synergy to success that facilitates multiple solutions to multiple problems. Individual change can create community change. Community change can create individual change. Civilians in indigenous nonprofit organizations can make police more effective. Police can make civilians more effective. Safe Haven-Ministations begun in public and other low income housing can expand into schools and community centers. When they are implemented in schools, Safe Haven-Ministations can help create Full Service Community Schools.

8. Comprehensive detailed contracts between the Foundation and local nonprofits receiving funds are required to insure that the Board and staff of the organizations implement the model. Success of the Safe Haven-Ministation depends in part on the ability of the nonprofit organization to faithfully replicate the model. Faithful replication requires sound organizational capacity. For the local nonprofit

organization, organizational capacity includes the interpersonal, communication, managerial and financial skills of staff – as well as the competence of the Board. The organizational capacity and program effectiveness of the nonprofit organization can be strengthened by technical assistance and training from the Foundation and from representatives of grassroots sites that have succeeded. Very small nonprofits organizations usually don't succeed with Safe Haven-Ministations as well as medium sized nonprofit organizations. Very large nonprofit organizations often don't succeed with Safe Haven-Ministations, although there have been some exceptions. Indigenous nonprofit organizations in poor and working class neighborhoods usually replicate more successfully than the local affiliates of national organizations. The Foundation has been equally successful with secular and "faith based" organizations. The nonprofit arms of public housing agencies usually do well with Safe Haven-Ministations.

9. Safe Haven-Ministations can continue and even thrive after Eisenhower Foundation financial support ends, but the dangers of rhetoric like "self-sufficiency," "empowerment," and "volunteerism" must be recognized. In the case of volunteerism, it is important that paid staff carefully train and supervise all volunteers.

10. Scientific pre/post control/comparison group evaluations of individual and community change are absolutely essential – and are possible at much lower cost than traditionally assumed by public and private funders. Such evaluations are

effective management tools. They provide local program managers with information on what works, and what doesn't, so that "midcourse corrections" can be made – during every year of program implementation. They also provide information that can be used in successful fund raising by indigenous nonprofit organizations. Such fund raising can be improved by training nonprofit organizations in how to best use the media and the internet.

Figure 24
The Foundation's Director For Safe Haven-Ministation Replications Providing Training At A National Workshop

IV. What Specific Best Practices Does the Foundation Require And Encourage?

At a minimum, the Foundation asks grassroots 501(c)(3) organizations and police partners in a Safe Haven-Ministation replication to insure that all civilian mentors also are advocates (as practiced in San Juan), both one-on-one and group mentoring/advocacy are implemented, program youth receive homework tutoring to improve grades (with the eXtralearning system highly desirable), health and nutrition education are provided, snacks are distributed, life skills and social skills training are included, police participate as mentors and advocates, police carry out problem oriented community policing, and the program is designed to create both individual and community change. The Foundation requires that each Safe Haven-Ministation carefully consider the strategies developed in San Juan, Dover and Columbia, as well as the lessons that are summarized in Section III. Replication sites are encouraged to add their own unique strategies, with Foundation approval.

Civilians and police in new Safe Haven-Ministation replications will receive training in these and related strategies. In what follows, we provide more details. Specifically, the headings in this Section are:

- Mentoring and Advocacy By Civilians and Police;
- Education and Tutoring By Civilians and Police;
- Youth Leadership, Communications and Life Skills Training by Civilians and Police;
- Physical Activity and Recreation Supervised By Civilians and Police;
- Health Education Training By Civilians and Police; and
- Collaboration Among the Police, Civilian Staff And the Community in Solving Problems.

Mentoring and Advocacy By Civilians and Police

One-on-One Mentoring and Advocacy. In Greek mythology, Mentor was the trusted counselor of Odysseus. The Eisenhower Foundation builds on this definition – of a wise advisor, guide and tutor. But we also incorporate the notion of an advocate, or intercessor, as developed by Centro in San Juan, and, to some extent, in Dover. (See Section III.) Eisenhower Foundation civilians and police mentor-advocates are required to get to know children and youth, gain their trust, become acquainted with peers and family, make visits home to discuss problems and find solutions with family, make visits to school to discuss problems and find solutions with teachers and school counselors, attend parent-teacher conferences on report cards (and stand in for parents when they don't come), mediate between youth in trouble or on the verge of trouble and the criminal justice system, and involve themselves in the full range of activities at the replication site (like tutoring, life skills training and recreation).

At a minimum, the Eisenhower Foundation requires a civilian mentor-advocate to meet with a youth regularly one-on-one at least two hours per week. There are exceptions – such as in school-based mentoring, which coincides with the school year – and other types of special mentoring-advocacy initiatives. In such special circumstances, participating youth need to know from the outset how long they can expect the relationship to last so they can adjust their expectations accordingly.

Figure 25
Tutoring and Mentoring At the Tuskegee Safe Haven-Ministation

Near-Peer Mentoring and Advocacy. Near-peer mentoring and advocacy provide an opportunity for a caring youth to develop a guiding, teaching, problem-solving relationship with a younger person. Usually the mentoring-advocacy program specifies activities that are curriculum-based. For example, a high school student might tutor an elementary school student in reading or engage in other skill-building activities on site. High school Quantum Opportunities participants have an especially great potential, based on our experience in Dover. (See Section III.) Near-peers require careful training, ongoing support and close supervision by paid adult staff.

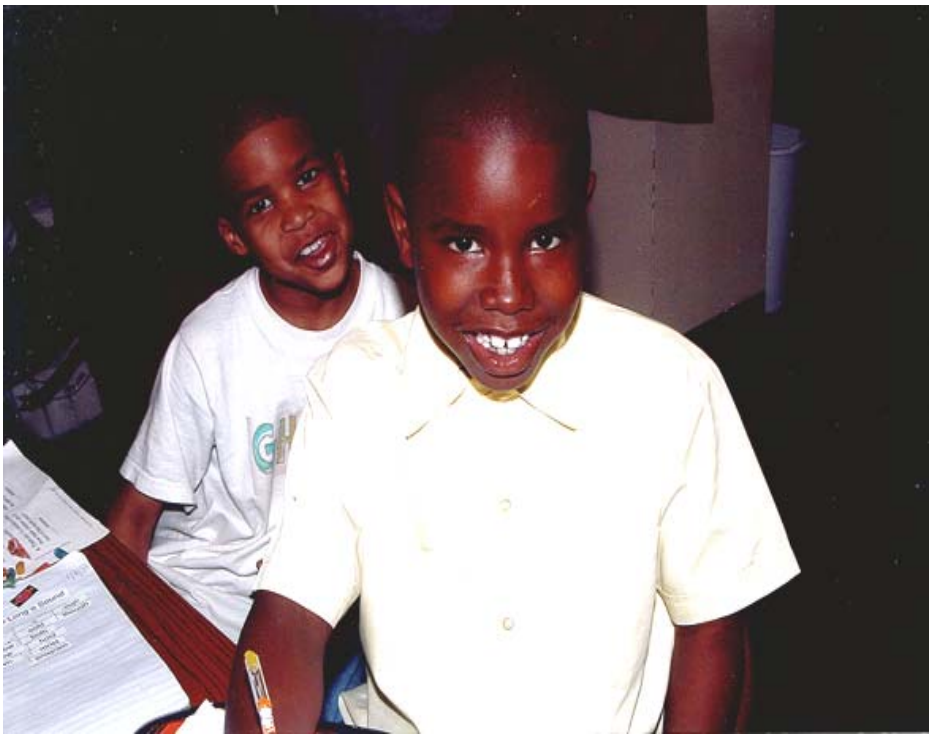
Figure 26
Some Older Youth Can Become Near Peers
Or Participate in Quantum Opportunities

E-Mentoring and Advocacy. E-mentoring and advocacy connect one adult with one youth. The pair communicates via the Internet at least once a week. Some programs arrange two to three face-to-face meetings, one of which is a kickoff event. Often the mentor-advocate serves as a guide or advisor in school-or career related areas. For example, the mentor-advocate can complete a school project or discuss future education and career options. During the Summer months, e-mentoring can serve as a bridge for mentor-advocates to keep in touch. We recommend that sites issue email accounts to all participants enrolled in any e-mentoring and advocacy initiative. Staff must be able to monitor conversations and exchanges and have passwords to both mentor-advocate and youth accounts.

Group Mentoring and Advocacy. In group mentoring and advocacy, a civilian adult or a police officer forms a relationship with a group of up to four young people. At a minimum, the Eisenhower Foundation requires participating youth to receive ten to fifteen hours of group mentoring and advocacy per week. The mentor-advocate assumes the role of leader and makes a commitment to meet regularly with the group over a long period of time. Most interaction is guided by the session structure, which includes time for personal sharing. Safe Haven-Ministation staff might specify certain activities that the group must participate in, or in some cases the mentor-advocate may choose or design appropriate activities. Some group mentoring and advocacy activities may be intended as teaching exercises, while others may simply be for fun. Paid mentor-advocates can be assisted by volunteers – but volunteers (near peers or adults) require careful training, ongoing support and close supervision by adult staff.

For police, the Foundation requests one hour of one-on-one or group mentoring per week per youth.

Figure 27
Ready for Mentoring, Advocacy and Training



Education and Tutoring By Civilians and Police

Homework Assistance. Homework assistance focuses on academic core subjects. The Eisenhower Foundation requires a Safe Haven-Ministation to identify and maintain a space equipped with books, learning games and computers. A quiet room for reading is a necessity. The Foundation recommends the use of the eXtralearning on-line system, as implemented in Dover. (See Section III.) Young people can come to the space whenever they like. If youth don't have homework, they can read or participate in skill-building games during the time they spend there.

Safe Haven-Ministation paid staff, near peers in high school or college, qualified and trained community volunteers, and parents can serve as tutors. The Eisenhower Foundation requires a minimum of five hours of tutoring a week per youth. (This can be a combination of one-on-one and group tutoring.) Tutors can help with homework in general or specialize in a specific subject. Tutors should come in at regular times each week and commit to serve in the program for a specified amount of time. All tutors must receive careful training. Safe Haven-Ministation staff should meet with tutors to discuss the needs of participants. Tutors should be assigned to individual young people or to small groups so they can get to know each other and learn to work together.

Older youth in a Safe Haven-Ministation can be invited to sign up as tutors to younger children. Such near peer tutors need careful supervision. The tutoring should not interfere with the time tutors need to complete their own homework.

Once young people finish a homework assignment, a system should be developed which will allow them to check in with a staff person or volunteer who can go over their work and put a star or check by their name in a homework log book.

Computer Lab. Participants need a computer lab. The lab is all the more important if a site uses the eXtralearning online system, as encouraged by the Eisenhower Foundation. We require that the computer lab provide youth with supervised access to equipment, supplies, application software, and software documentation. The Safe Haven-Ministation staff must train participants in the use of the equipment and teach basic computing.

Besides the eXtralearning system, there are many other programs appropriate to a Safe Haven-Ministation computer lab. For example, Brain POP is an educational program that provides curriculum-based content-spanning subjects – including science, math, English, social studies, health, arts, music, and technology for youth in grades 3-12. BrainPOP currently features more than 600 animated movies. Each movie is supported by activities such as quizzes, comic strips, experiments and printable worksheets – all of which speak to youth in a language and voice that they can understand. BrainPOP was developed according to national education standards. Brain Pop's movies are searchable with a user-friendly tool.

The computer lab also is the base for any e-mentoring and advocacy initiative.

Academic Groups. Academic clubs can enhance and promote comprehension skills in specific core subjects. The clubs provide assistance in school subjects by incorporating flashcards, spelling, reading, math games, and computer learning games. A local site can plan spelling bees, math contests, science experiments, book-writing activities, read-a-thons, and other learning-focused activities for youth. In this way, youth have the opportunity to build academic skills in an environment outside of the traditional school setting.

Youth Leadership, Communications and Life Skills Training By Civilians and Police

The Eisenhower Foundation encourages sites to explore ways in which older Safe Haven youth (and high schoolers in the Quantum Opportunities Program) can become future change agents, leaders and communicators – in their communities and beyond.

Figure 28
DYC Prevention Club Youth in Boston

Youth Leadership and Communications Training. An excellent example of what can be done is the work of the Dorchester Youth Collaborative (DYC), in the Fields Corner community of Boston. DYC hosted one of the Foundation's early Safe Haven-Ministations in the nineteen nineties and presently is replicating the Eisenhower Foundation Quantum Opportunities high school drop out prevention and Argus job training models.

As part of its Safe Haven-Ministation, DYC organized "prevention clubs," which provided structured activity around areas of interest by youth. For example, the Center for Urban Expressions, Extreme Close Up and the Public Speaking Club developed youth as actors in local productions, presenters in public service announcements and on paid commercials, hosts of community service television and radio talk shows, stars of community service video markets

through Blockbuster and K-Mart, and the acting leads in a Hollywood-financed motion picture, titled *Squeeze.* Figure 29 is a publicity photo showing the stars of *Squeeze*.

The prevention clubs were racially integrated and bilingual. They were about equally divided among African American, Asian, Hispanic and white youth. The youth really did relate to one another, as any observer who spent a day hanging around the DYC headquarters could attest. There was a constant flow of young people in and out, with hugs, handshakes, amusement and good will. This was a significant achievement in a community which – like all too many others in urban America – experienced frequent racial conflict among its youth. Developing an integrated youth program was an important goal, rarely tried by other nonprofit organizations, and an important accomplishment. DYC therefore also was an integration model that worked. It set forth solutions that the ongoing and unresolved national dialogue on race can embrace, turn into action and replicate.

The prevention clubs served as magnets to draw youth into group and individual relationships with DYC adult staff, near-peers and police. The relationships allowed youth to deal with personal problems on a day-to-day and sometimes crisis basis, and also to develop individual skills. Some of the skills had considerable glamour attached to them – like becoming successful actors and public speakers. There also were jobs for youth who could not achieve "star" status. For example, there were jobs in scheduling events, producing the art work that was the backdrop for live performances, and setting up stage sets. Such skill-building was designed to increase the confidence of program youth. The work skills were displayed to adults in the community through the performances. As a result, leadership and communications skill building

served to increase understanding by adults in the community of the youth – and to reduce the fear the adults had of the youngsters.

Figure 29
A Poster of the DYC Stars of The Motion Picture Squeeze

DYC staff concentrated heavily on problem-solving skills. Youth learned to resolve conflicts and express feelings through words rather than act them out through violence. Adult staff and near-peers sought to reduce episodes in which youth would "tear down" each other. Such behavior was particularly common among younger kids at DYC, who didn't know how to fight fairly. Their behavior often was a natural result of the trauma and desensitization they experienced by being exposed to violence at home and on the street. By contrast, older DYC youth had successfully graduated into making jokes about each other, but not doing it in a negative, "tearing down" way. The older youth could laugh at themselves without becoming defensive or self-defeating. They expressed themselves through love rather than disregard.

Figure 30
Media Training Is Led By A Foundation Trustee At National Workshops

The skill building helped DYC program youth better relate to police, who previously had been seen as the enemy. Two young African American police officers gained the trust of youth, as part of the Safe Haven-Ministation.

Nationally, the *NBC Today* show covered DYC in 1994. The President and Attorney General of the United States featured DYC that same year in a Washington, DC rally at the Justice Department for the 1994 Crime Bill:

> *Attorney General Reno with President Clinton*: I learned from Eddie Cutanda in Boston on my last trip there as we discussed the crime bill and anti-crime initiatives. Eddie is an example to me of the young people of American, people

> who want to belong, who want to contribute, who want to make a difference – and who need a little bit of support along the way.
>
> *Eddie Cutanda (of DYC):* I'd like to thank President Clinton and Attorney General Reno for being here. I'd like to introduce community police officers Harold White and Tony Platt. And I'd like to introduce two friends of mine, Tyrone Burton and Fund Du Ung. They're in my acting group, Extreme Close Up, at the Dorchester Youth Collaborative. We do writing and acting. Back in the days, I used to hate the police…Harold and Tony have changed all that…

Over the years, DYC has created a continuing stream of creative interventions that build leadership, life and communications skills among high risk youth. The Eisenhower Foundation believes that there is extraordinary potential in the notion of youth at the grassroots communicating what works through an array of venues and media, as organized and "bubble up" by sponsoring grassroots nonprofit organizations. The executive director of DYC, Emmett Folgert, is an Eisenhower Foundation Trustee and will share his experiences and vision with all new sites.

In addition, Eisenhower Trustee Leila McDowell provides television and other media training at national workshops, with Safe Haven-Ministation staff making presentations on-camera. The presentations then are played back and critiqued. Such training can lead to more media appearances back home, which can help generate local match funding.

Anger Management and Conflict Resolution. Whether or not DYC experiences are used as models, the Eisenhower Foundation encourages new sites to create variations on the themes of anger management and conflict resolution that are part of DYC programming. Anger management sessions teach youth to look objectively at problems and communicate in positive

ways. Staff must facilitate thoughtful discussions among youth – dialogues which can lead many of them to measurable positive changes in interpersonal communications.

Figure 31
Field Trip To A Ball Game

Conflict resolution activities teach win-win. Conflict resolution program stress the importance of listening to one another, meeting one another's needs, defusing potential verbal or physical altercations, and achieving outcomes that are mutually satisfying.

Field Trips. Many children and youth in Eisenhower Foundation Safe Haven-Ministations rarely have been out of their immediate neighborhood. Often they have very limited experience with the rest of the city, much less exposure to what is happening in the nation and the world. Field trips build leadership and life skills. Such trips extend lessons beyond the Safe Haven-Ministation and the classroom. New opportunities emerge. Youth can enhance their skills and knowledge. Field trips require preparation and organization to ensure that youth are safe. Educational field trips get youth out of the classroom and allow them to experience hands-on activities.

Physical Activity and Recreation Supervised By Civilians and Police

Athletic Teams and Group Sports. Confidence, social skills, discipline and respect for others are part of youth development and sports participation. A Safe Haven-Ministation sports program can teach valuable lessons. Figure 32 gives examples of how Safe Haven-Ministation sports programs can promote such attitudes and behavior.

Figure 32
Illustrative Behaviors and Attitudes to Promote Through Sports

Attitude or Behavior:	**Examples of How To Promote:**
Confidence	• Giving positive feedback and showing pride in the accomplishments of program youth. • Helping youth work on specific skill at which they seem to be improving. • Making sure that youth are in a sport or league where they are able to compete.
Discipline	• Preaching the adage that "practice makes perfect." • Pointing out improvements in performance. • Encouraging youth to stick with a sport event when they are frustrated.
Respect for others	• Stressing the importance of being gracious in victory. • Making it clear that disrespectful behavior is not acceptable – even in the heat of competition.
Teamwork	• Commending youth for unselfish play. • Congratulating participants on the team's accomplishments as well as their own.
Ability to cope with difficulty and adversity	• Developing the skills for handling disappointment. • Teaching youth how to redirect negative feelings into positive ones.

Games. Safe Haven-Ministation staff are encouraged to incorporate recreational games that are geared to the cognitive and social development of participants. When table games are offered in nurturing environments conducive to learning, youth are able to:

- Develop analytical and decision-making skills, which they can transfer to real life organization, planning and action.

- Learn to engage others in table games, which can help build confidence in their ability to undertake academic research.
- Gain insight into the nature of competition which can help them in any competitive endeavor.

Health Education Training By Civilians and Police

Substance Abuse Awareness. Youth need to discuss the impact of substance use on the body, explore addiction and dependence, learn about legal ramifications, and read up-to-date articles on tobacco abuse, alcohol abuse and other drug abuse.

Sex Education. Age-appropriate sex education provides medically accurate information. Comprehensive sex education introduces developmentally appropriate information on relationships, decision-making, assertiveness, and skill building – to resist social/peer pressure, depending on grade-level.

Figure 33
Good Nutrition at the Safe Haven-Ministation in Tuskegee

Nutrition. Nutrition training teaches youth to make informed food choices which are important for their growth and development. Part of the mission of the Safe Haven-Ministation is to encourage healthy eating and life choices. Local programs need to practice what they preach. Providing healthy snacks (and, in the case of Dover, dinner) is an important part of any Safe Haven-Ministation replication.

Collaboration Among the Police, Civilian Staff and the Community in Solving Problems

Police can be involved with civilian staff and youth in almost all of the activities in this Section, and, with training, we require police to participate in mentoring and advocacy. San Juan and Dover showed that police who are trusted by youth can be supportive when they accompany civilian staff to visits with teachers and families.

Our experience in Boston, Columbia, Dover and San Juan showed that, especially with younger officers, who often are not far from being near peers, police can bond with youth and so become trusted.

In the style of the Japanese (as discussed in Section II), problem oriented community policing means getting out of cars and out of offices – and into the community on a daily basis. In our experience, successful Safe Haven-Ministation police retain their law enforcement responsibilities while they act as friendly neighbors, caring adults and sometimes tough-love parents. Walking around, talking with residents, getting to know them, congratulating them on their accomplishments and spreading the word about those achievements – all of these activities are part of the process. Learning names, interests, and concerns go a long way toward police earning the trust of residents and bonding with them. Bonding usually occurs incrementally over time. But sometimes a very specific episode, like the burning of the dead cow in San Juan and citizen-police cooperation against drug dealers in Dover (see Section III), can generate a significant enhancement of trust.

Figure 34
Overcoming Shyness with Police

Some of the residents will be parents of youth who participate in Safe Haven-Ministation activities. When such parents trust the police, we have found that the parents can positively reinforce the work of Safe Haven-Ministations and can encourage their kids to participate more in the program.

Greater trust can lead to more cooperation by citizens with police in solving crimes – as the great car theft episode in Dover demonstrated in Section III. If police then not only solve the problem, but do it in a community-sensitive way that does not necessarily embrace zero tolerance behavior, disadvantaged youth can be diverted from the criminal justice system and be given a better chance to succeed. Remember that, in Dover, the youth who were arrested for

stealing from cars were shepherded by law enforcement away from the juvenile justice system. They later attended college.

With the trust of community residents and youth, police can find it more comfortable to meet with citizens in small groups or at town hall-type meetings. In partnership with civilian Safe Haven-Ministation staff, police at such assemblies can invite community residents to vent, identify specific problems, dialogue on which problems might be solvable by police, and then collaborate with police on solutions. Building on some of the early work of the Police Executive Research Forum in places like Newport News, Virginia (see Section II), local Safe Haven-Ministation civilian staff and Eisenhower Foundation staff can help organize such meetings, dialogues, negotiations and agreements.

The reduced crime and increased trust generated often has, in turn, led to reduced fear of crime by residents, in the experience of the Eisenhower Foundation.

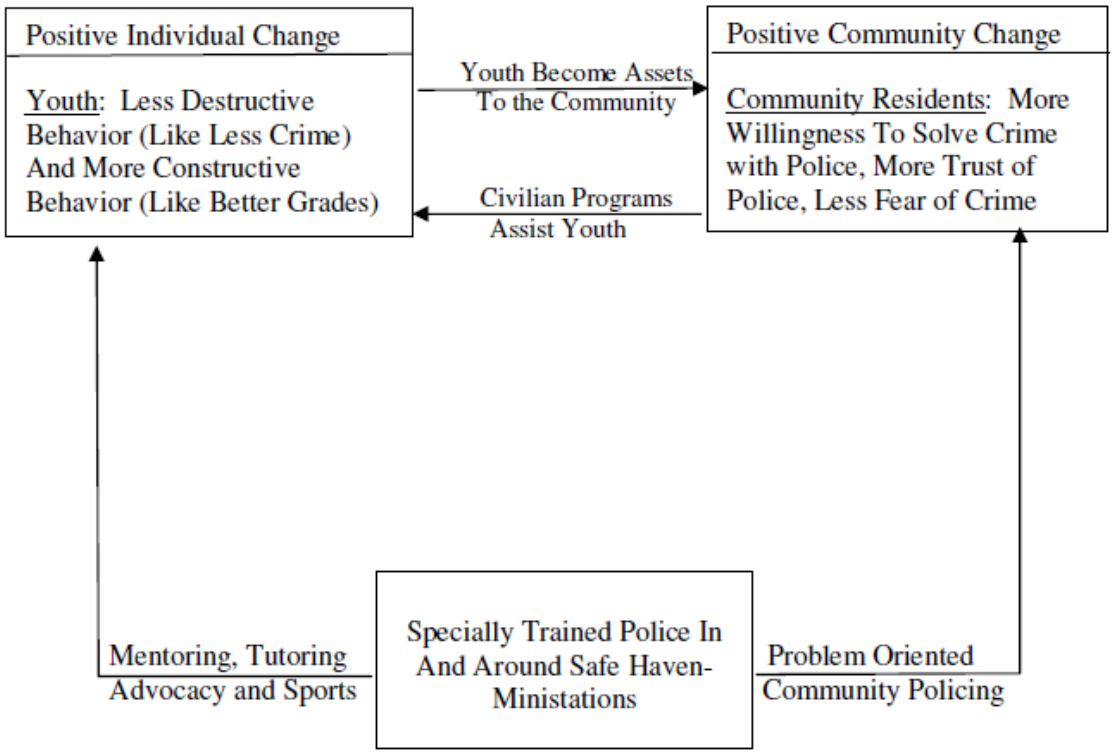
As with San Juan (in Section III), formal training and police at the local police academy can reinforce the efforts of the Eisenhower Foundation and local Safe Haven-Ministation staff. We encourage all police departments to build on the San Juan training curriculum.

The case studies in Section III suggest that the presence of a building – a physical structure, however modest, out of which police operate at the neighborhood level – can increase trust and deter crime. In Columbia, when the Gonzales Gardens apartment unit was designated a Safe Haven-Ministation, drug dealing around the corner disappeared. On Lady Street in

Columbia, the beautifully rehabbed building that served, among other things, as a residence for police effectively shut down the Town-N-Tourist Motel across the street, displaced prostitution and drug crime away from the neighborhood, led to a health center replacing the motel and facilitated increased property values that promoted economic development. The Paradise at Parkside low income development in Washington DC, where we located a Safe Haven-Ministation, attracted police officers as residents. After Foundation support ended, the fact that many officers continued to live at Parkside appeared to help deter crime.

In sum, as Figure 35 shows, appropriately trained Safe Haven-Ministation police can generate positive individual change among program children and youth, as well as positive community change among residents and families in the neighborhood. In turn, the positive individual change can accelerate, reinforce or induce positive community change – and vice versa. (This is part of the Foundation's "logic model," used in evaluation.)

Figure 35
How Police Can Help Generate Positive Individual and Community Change



We live in recessionary times. One consequence is that, in spite of the need for continuing and increased Keynesian fiscal stimulus, municipal budgets have been reduced, and often slashed. Police departments have not been immune from budget cutting. As a result, although the Eisenhower Foundation has a long list of cities and communities seeking Safe Haven-Ministations, some police departments with an interest tell us that, because of staff reductions, they can't spare officers for mentoring, advocacy, tutoring and problem oriented policing. The irony is that, based on the Foundation's many replications and evaluations of Safe Haven-Ministations, the assignment of a police officer creates a multiplier effect – which makes the officer a more effective change agent who can positively impact high risk youth and truly disadvantaged communities.

Figure 36
Eisenhower Foundation Training of Civilians and Police in Providence

V. Step-By-Step Implementation
Primary Tasks

As found in the contract that every local 501(c)(3) grantee has signed for the program, the Foundation requires that the lessons of Section III and the best practices of Section IV be implemented through the following specific tasks. Each 501 (c)(3) organization will:

1. Negotiate and sign the Memos of Agreement (MOAs). Finalize partnerships with police and schools.

2. Negotiate and sign the contract, including the work plan and budget.

3. Identify the likely civilian staff – including the adult director, other adult mentor-advocates, near peers, financial managers, volunteers and other civilian staff.

4. Identify the physical facilities.

5. Receive the drawdown from the Foundation for the first three months.

6. Hire the civilian staff. (Staff require Foundation approval.)

7. Move into and equip the physical facilities. Install state-of-the-art computer hardware and software. (The facilities, the location, the computer hardware and the computer software require Foundation approval.)

Figure 37
Sites Need to Generate Media Coverage To Help Sustain Funding

8. Identify the police officers who will mentor youth, advocate for youth and undertake problem oriented policing. (The police officers need to be approved by the Foundation.)

9. Identify fifty program children/youth and fifty control/comparison children/youth – working with the Foundation. Secure parental consent. (The program participants need to be in addition to any children/youth already being served.)

10. Identify the target and comparison neighborhoods for the Foundation's evaluations based on reported crime, fear and police-resident relations and trust.

11. Help plan and then undertake a grand opening press conference community event – working with the Foundation.

12. Help plan and then participate in initial on-site training of paid civilian adult staff, paid near pears, police officers and volunteers – working with the Foundation.

13. Collect “before” evaluation measures – working with the Foundation, schools and police.

14. Begin and continue civilian group mentoring and advocacy. Provide homework and social support mentoring by paid civilian adults, advocates and near peers. Begin volunteer group mentoring and advocacy with careful supervision. Include nutritional meals. (Carry out a minimum of ten to fifteen hours of civilian group mentoring and advocacy per week per youth.)

15. Begin and continue civilian one-on-one mentoring and advocacy. (Carry out a minimum of two hours of one-on-one civilian mentoring and advocacy per week per youth.) Begin and continue volunteer one-on-one mentoring and advocacy with careful supervision.

16. Begin and continue civilian academic tutoring. (Carry out a minimum of five hours of combined tutoring per week per youth during the academic year. This can be a combination of one-on-one and group tutoring.)

17. Begin and continue police mentoring and advocacy. Provide homework and social support mentoring by police one-on-one and in groups. (Carry out a minimum of one hour of one-on-one and/or group mentoring and advocacy by police per week per youth.)

Figure 38
Good Friends

18. Hold police-resident town hall meetings to jointly determine the most pressing crime, delinquency, drug, fear and related problems in the neighborhood. Begin and continue resident-and-police-approved solutions.

19. Guarantee safe passage of children/youth by police to the Youth Safe Haven-Police Ministation.

20. Factor in other program components developed locally and approved by the Foundation. (For example, Kiddie Quantum and Mid Quantum.) Include all Foundation-approved additional components in a revised work plan.

21. Keep participation rates high.

22. Request a drawdown for month four and receive funds from the Foundation. Do the same for each succeeding month.

23. Obtain on-site feedback, further technical assistance and further training from Foundation staff. Refine best practices.

24. Attend the national cluster workshop.

25. Finalize local matches – working with the Foundation.

26. Participate in the ongoing "process" evaluation – working with the Foundation.

27. Secure "after" evaluation outcome data – working with the Foundation, police and schools.

28. Receive "midcourse correction" evaluation feedback from the Foundation. Negotiate program modifications and institutional capacity building strategies with the Foundation.

29. If warranted by good performance based on the evaluation, if the police and schools are in agreement, and if funds are available, negotiate a contract, work plan and budget with the Foundation for continued local replication.

Figure 39
Match Fundraising Success At DYC in Boston

VI. Eisenhower Foundation Safe Haven-Ministation Evaluations – Past and Present

From its inception in 1981, the Eisenhower Foundation has given highest priority to careful, pre-post, comparison-control group evaluations of community change and individual participant change in Safe Haven-Ministation evaluations.

This is not the place for a detailed review of all evaluations over the years. (See the Sources section and Bibliography for citations to all the evaluations.)

Instead of a detailed review, we summarize here what the Foundation has found, in terms of community change and individual change. We conclude with a word on efforts to take evaluation to a higher level at our new replication sites.

Community Change

Funding for adequate evaluation always has been difficult to secure. But the Foundation has managed to compare Index crime in most Safe Haven-Ministation target neighborhoods with Index crime in the cities where our programs are located.

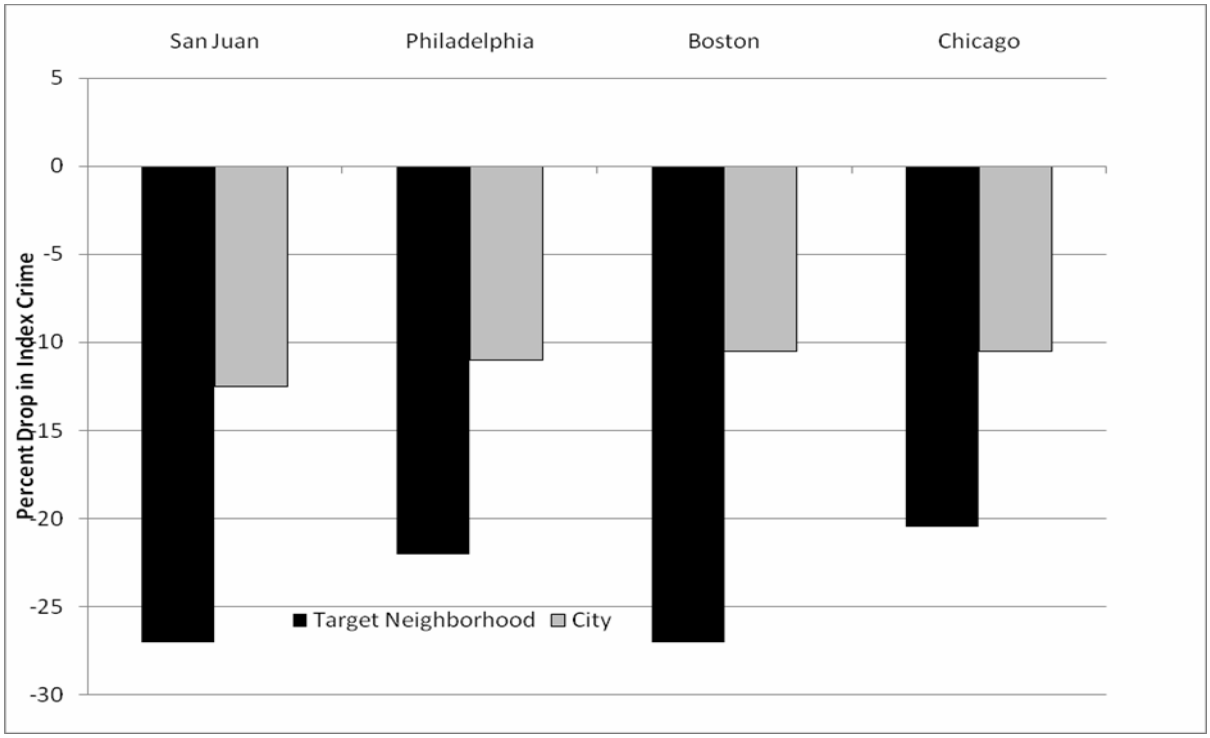
Figure 40 summarizes findings from the Eisenhower Foundation's initial round of Safe Haven-Ministation evaluations, published in the late nineteen nineties. Four cities are included: Boston MA, Chicago IL, Philadelphia PA and San Juan PR (as discussed earlier). Across the cities, the decline in Index Crime in the four target Safe Haven-Ministation neighborhoods over three years was significantly greater statistically than for their surrounding precincts and for their cities as a whole.

As a result of these and other early findings, the Safe Haven-Ministation program was included as a best practice model in a report published by the U.S. Department of Housing and Urban Development.

At about the same time, Abt Associates published an evaluation of Weed and Seed programs in nine reporting areas: Akron OH, Hartford CT, Las Vegas NV, North Manatee FL, Pittsburgh, PA, Salt Lake City UT, Seattle WA, Shreveport, LA and South Manatee FL. Over a three year period, Index Crime in six of the nine reporting areas crime rates improved more in the target areas than in the rest of the city or county.

When comparing the Safe Haven-Ministation evaluation outcomes to the Weed and Seed evaluation outcomes, there are other statistics to consider. However, on the basis of Index crime, the Safe Haven-Ministation reporting areas taken as a whole had more success than the nine Weed and Seed reporting areas taken as a whole. In addition, the Safe Haven-Ministation sites, on average, received less Justice Department funding than the Weed and Seed sites, on average.

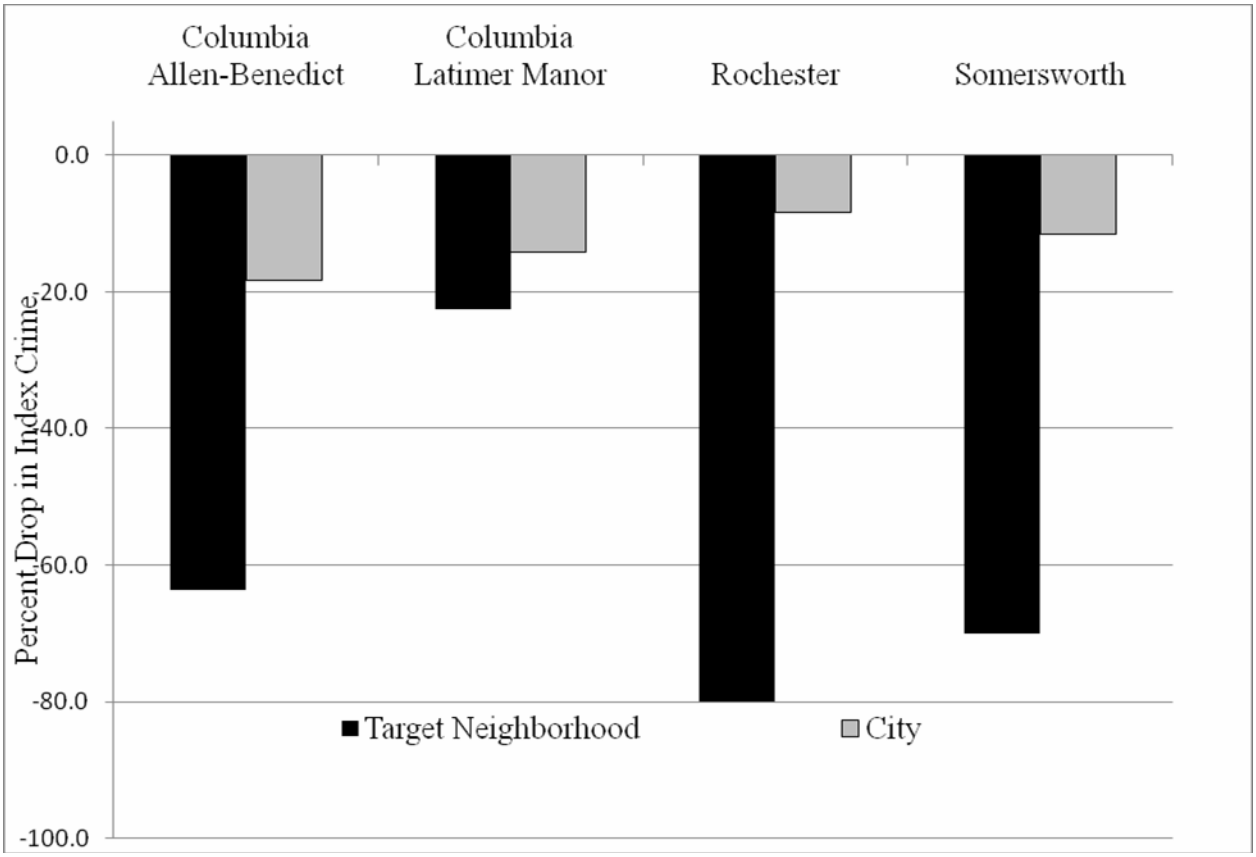
Figure 40
Changes In Index Crime In Program Neighborhoods
And Their Cities, Early 1990s: San Juan, Philadelphia, Boston and Chicago



Source: San Juan, Philadelphia, Boston and Chicago Police Departments

Figure 41 summarizes success by Foundation Safe Haven-Ministation replications in reducing Index crime in later generations of work, in South Carolina and New Hampshire (some of which was discussed earlier).

Figure 41
Changes In Index Crime in Program Neighborhoods
And Their Cities, 1997-2007: South Carolina and New Hampshire



Source: Columbia SC, Rochester NH and Somersworth NH Police Departments

Individual Change Among Participants

Compared to evaluations using Index crime data, the Foundation has had fewer resources for evaluations using data on individual youth participants.

One earlier exception was in South Baltimore in the late nineteen nineties, about the same time as the evaluations in Boston, Chicago, Philadelphia and San Juan. Figure 43 shows that, over a period of eighteen months, based on self-report surveys, program youth had less high risk

Figure 42
The South Baltimore "Turning Bars Into Books" Safe Haven-Ministation Grand Opening

behavior, less alcohol use, less drug use, less self-reported delinquency and better coping skills than comparison youth. The differences were statistically significant.

Figure 43
Changes In Behavior of Program and Comparison6
Group Youth at the South Baltimore "Turning Bars Into Books"
Safe Haven-Ministation, Late 1990s

	COMPARISON	PARTICIPANT	TOTAL
CONSUMPTION OF ALCOHOL - TIME 1			
Avg Rating	1.46	1.95	1.69
Std Dev	.79	1.47	1.19
CONSUMPTION OF ALCOHOL - TIME 2			
Avg Rating	2.62	2.10	2.37
Std Dev	1.51	1.78	1.66
F (Time) = 12.5, 1, 71 D.F., P<.01			
F (Group) = NSD			
F (Group x Time) = 7.6, 1, 71 D.F., P<.01			
USE OF DRUGS - TIME 1			
Avg Rating	1.09	1.19	1.14
Std Dev	.39	.44	.42
USE OF DRUGS - TIME 2			
Avg Rating	1.69	1.01	1.37
Std Dev	1.20	.84	1.09
F (Time) = NSD			
F (Group) = 5.1, 1, 71 D.F., P<.03			
F (Group x Time) = 8.7, 1, 71 D.F., P<.01			
SERIOUS DELINQUENT BEHAVIOR - TIME 1			
Avg Rating	1.28	1.51	1.39
Std Dev	.59	.60	.59
SERIOUS DELINQUENT BEHAVIOR - TIME 2			
Avg Rating	1.36	1.01	1.10
Std Dev	.92	.65	.84
F (Time) = 7.6, 1, 71 D.F., P<.01			
F (Group) = NSD			
F (Group x Time) = 11.9, 1, 71 D.F., P<.01			
MINOR DELINQUENT OR ANTISOCIAL ACTS - TIME 1			
Avg Rating	1.54	2.07	1.80
Std Dev	.65	1.04	.89
MINOR DELINQUENT OR ANTISOCIAL ACTS - TIME 2			
Avg Rating	1.51	1.15	1.33
Std Dev	.78	.52	.69
F (Time) = 21.5, 1, 71 D.F., P<.01			
F (Group) = NSD			
F (Group x Time) = 18.5, 1, 71 D.F., P<.01			
PROSOCIAL BEHAVIOR - TIME 1			
Avg Rating	1.77	2.43	2.09
Std Dev	.71	1.12	.98
PROSOCIAL BEHAVIOR - TIME 2			
Avg Rating	1.72	2.33	2.02
Std Dev	.77	1.30	1.10
F (Time) = NSD			
F (Group) = 13.7, 1, 71 D.F., P<.01			
F (Group x Time) = NSD			

Source: Curtis (1998a).

In later generations of Safe Haven-Ministations, the Foundation was able to begin collecting grades. Figure 44 shows that changes in grades were much more positive for participant group members than for comparison group members in sites in New Hampshire and South Carolina between 2000 and 2007.

Figure 44
Changes In Grades In New Hampshire and South Carolina, 2000-2007

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
New Hampshire			
Rochester	23	22	61
Somersworth	14	21	64
Combined Comparison Groups	75	68	28
South Carolina			
Latimer Manor, Columbia	19	38	44
Gonzales Gardens, Columbia	27	31	51
Allen-Benedict, Columbia	21	29	57
Combined Comparison Groups	50	74	22

Source: Eisenhower Foundation (2006) and Eisenhower Foundation (2007)

New Evaluations

In its next generation of Safe Haven-Ministations, the Foundation, in collaboration with Child Trends, is developing new individual and community survey instruments. These measures will be combined with other measures, like report card grades, Index crime and non-Index crime.

Figure 45
An Eisenhower Foundation Briefing on Full Service Community Schools – Which Can Host Safe Haven-Ministations

VII. The Role of Safe Haven-Ministations In Eisenhower Foundation Safe Haven Investment Neighborhoods

Safe Haven-Ministations are just one of the scientifically proven best practice models being replicated by the Eisenhower Foundation. Other models include Full Service Community Schools for middle schoolers, the Quantum Opportunities Program for inner city high schoolers (discussed briefly earlier), the Argus Learning for Living job training and job placement model for high school dropouts, and the Argus model for exoffenders job training and placement. Figure 47 summarizes these models.

Whenever possible, the Foundation is seeking to cluster such multiple solutions to multiple problems in the same inner city neighborhood.

Figure 48 illustrates the Safe Haven Investment Neighborhood that the Foundation is proposing to fully develop in East Baltimore. In a targeted geographic area, the Telesis Corporation, a community development corporation led by Eisenhower Foundation Trustee Marilyn Melkonian, is rehabilitating low and moderate income housing. A Safe Haven-Ministation will mentor primary and middle school kids and be supported by problem oriented policing in the community – to stabilize the streets in support of the housing rehabilitation. Middle school youth will participate in a Full Service Community School and high school youth in a Quantum Opportunities Program. The Safe Haven-Ministation, Full Service Community School and Quantum Opportunities high school all are within a block of one another. Argus initiatives will train high school dropouts and exoffenders returning to the Neighborhood to help rehabilitate the Telesis housing.

The Eisenhower Foundation encourages new and existing Safe Haven-Ministation sites to help us expand their work into such comprehensive, geographically identified multiple solutions, which can build on one another. During the present recessionary times, with fewer and fewer resources for the truly disadvantaged, such synergy is all the more necessary.

Figure 46
The Eisenhower Foundation Testifying Before Congress on What Works

Figure 47
Milton Eisenhower Foundation Best Practice Models That Constitute Safe Haven Investment Neighborhoods

Best Practice Model	What Works Strategies	What Works Outcomes and Inputs	Local Cost Per Year
Youth Safe Haven – Police Ministation Model (For youth aged 6 to 13.)	• Civilians mentor youth after school. • Specially trained police officers also mentor youth. • Safe havens and ministations share same space. • Program is strategically located in the community. • Food is provided. • Homework assistance and remediation are provided. • Youth social skills are developed. • Police meet and solve problems with community residents.	• Grades improve. • School attendance improves. • Youth get into less trouble. • Police report less crime in the neighborhood. • Surveys show less resident fear and more resident satisfaction with police.	$130,000 for two to three civilian staff. Police match one to two police officers.
Full Service Community School Model (For youth aged 6 to 13.)	• School serves as a one stop shop for services for residents. • After school academic program offers homework assistance, remediation and enrichment. • School is open 365 days per year. • Mental health, physical health and dental services are provided. • Parental and community involvement are emphasized. • Additional services are provided when financially feasible. Examples include a food pantry, community policing, legal services and adult education.	• Grades improve. • Youth get into less trouble. • Community residents use services to improve their lives and become better parents.	$125,000 for one coordinator and one after school program specialists, plus tutors.
Quantum Opportunities Model (For youth aged 13 to 18.)	• Special computer-based Internet learning system brings all youth up to grade level in math, reading and science. (250 hours per year.) • Adults mentor youth in a supportive environment and away from peers who may exert negative pressure. • Programming is year round. • Youth participate in personal development activity. (250 hours per year.) • Youth participate in leadership development and community building ventures. (250 hours per year.) • Youth receive stipends for participation. • Stipends are matched upon completion of high school for participation in advanced education or training.	• Grades improve. • Standardized test scores improve. • Likelihood of high school graduation increases. • Teen pregnancies decline. • Drug involvement declines. • Youth get into less trouble. • Likelihood of advanced education or training increases. • Youth become community leaders or more active community members.	$140,000 for two education and training staff and one outreach specialist. Includes cost of stipends and savings accounts.
Argus Learning for Living Job Training, GED and Job Placement Model (For high school drop outs aged 15 and older.)	• GED preparation and job skills training are provided. • Social skill development and job readiness training are provided. • Substance abuse counseling is given, as needed. • Job search and acquisition training is provided. • Trainees are placed in jobs. • Employment retention support is provided.	• Trainees receive GEDs. • Employment increases. • Earnings increase. • Upward job mobility and advancement improves. • Trainees get into less trouble. • Recidivism declines.	$150,000 for one coordinator, one training specialist, one case manager and one part-time GED specialist.
Argus Ex-Offender Reintegration Model (For ex-offenders returning to the neighborhood.)	• GED preparation and job readiness training are provided. • Job skills and readiness training is provided. • Social skills are taught. • Family reconciliation is undertaken. • Personal and substance abuse counseling is provided. • Trainees are placed in jobs. • Employment retention support is provided.	• Educational attainment increases. • Job acquisition, retention and advancement improve. • Recidivism declines. • Family and community life improves. • Drug involvement declines.	$160,000 for three or more staff.

Figure 48
Proposed Eisenhower Foundation East Baltimore Safe Haven Investment Neighborhood

Sources

I. Introduction

Abt Associates (1999), Center for Visionary Leadership (1998), Curtis (1998a), Eisenhower Foundation (2004), Eisenhower Foundation (2005), Eisenhower Foundation (2006).

II. Why Are Youth Safe Havens and Police Ministation Promising Strategies?

Youth Safe Havens

Carnegie Corporation (1992), Cohen (2002), Curtis (1998a), Curtis (2008a), Gorlick (2008), Lerner (2005), MENTOR/National Mentoring Partnership (2005), Sherman (1998).

Police Ministations

ABC World New Tonight with Peter Jennings (1998), Ashai Simbun (1995), Balsano and Pollak (2008), Bayley (1991), Curtis (1998a), Hillenbrand (2001), Nakajima (1994), Reid and Sun (1994), Rubenfien (1998a), Rubenfien (1998b).

Problem Oriented Community Policing

Allen (1997), Curtis (1998a), Curtis (1999), Eck and Spelman (1987), Foreman (2004), Goldstein (1994), Fridell and Wycoff (2004), Harcourt (2001), Moran (1997).

III. What Past Examples of Success Does the Foundation Request That New and Existing Sites Follow?

San Juan PR: Centro Sister Isolina Ferre

Curtis (1998a), Randall (1995), Ross (1992), Silberman (1978).

Dover, NH: The Seymour Osman Center

Clow (2006), Curtis (1998a), Eisenhower Foundation (2004), Eisenhower Foundation (2005), Eisenhower Foundation (2006), Eisenhower Foundation (2007), Gillis (1999), Goodwin (2009), Mandsager (2007), *New York Times* (1995), Standish (2006).

Columbia SC: Koban Inc, and Developing Responsible and Mature Adolescents

ABC World News Tonight with Peter Jennings (1998), Curtis (1998a), Eisenhower Foundation (2005), Eisenhower Foundation (2006), Eisenhower Foundation (2007), Eppley (1995), Ervin (2005), Frost (1999), Hill (1999), Hillenbrand (2001), *Housing and Development Reporter* (1996), Rantin (1996), Surratt (2000).

Top Ten Lessons Learned

Bill Moyers Journal (2008), Curtis (1998a), Curtis (1998b), Curtis (1999), Curtis (2000) Curtis (2001), Curtis (2003), Curtis (2004), Curtis (2005), Curtis (2008a), Curtis (2008b), Curtis (2009a), Curtis (2009b), Greene (2001), Harris and Curtis (1998), *News Hour with Jim Lehrer* (1999), Obama (2009).

IV. What Specific Best Practices Does the Foundation Require and Encourage?

Advocates for Youth (2009), Belluck (1997), Bilich (2006), California After School Resource Center (2010), Chavis and Tatum (1989), Cohen (2002), Curtis (1998a), Curtis (1998b), Eck and Spelman (1987), Eisenhower Foundation (2004), Eisenhower Foundation (2005), Eisenhower Foundation (2006), Eisenhower Foundation (2007), Ervin (2006), Fridell and Wycoff (2004), Garringer and Michael (2008), Gerstein and Green (1993), Grossman (1999), Grossman and Johnson (1999), Hall and Gruber (2007), MENTOR/National Mentor Partnership (2005), *New York Times* (1995), Sherman (1998), Sipe (1996), Weinhouse (2001).

V. Step-By-Step Implementation: Primary Tasks

—

VI. Eisenhower Foundation Safe Haven Ministation Evaluations – Past and Present

Abt Associates (1999), Curtis (1998a), Center for Visionary Leadership (2009), Eisenhower Foundation (2004), Eisenhower Foundation (2005), Eisenhower Foundation (2006), Eisenhower Foundation (2007).

VII. Safe Haven Investment Neighborhoods

—

Bibliography

ABC World News Tonight with Peter Jennings. February 18, 1998.

Abt Associates, Inc. *Executive Summary: National Evaluation of Weed and Seed – Cross Site Analysis*. Prepared for the U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, Cambridge, MA: Abt Associates, July 1999.

Advocates for Youth. *Comprehensive Sex Education: Research and Results.* Washington, DC. Advocates for Youth, 2009.

Allen, LaRue. *An Evaluation of the Argus Learning for Living Program*. Final Report on HHS Grant 0090PD1403. Washington, DC: Milton S. Eisenhower Foundation. 1990.

Allen, Rob. "A Fighting Chance." *Guardian*, August 7, 1997.

Annie E. Casey Foundation. *Success in School.* Baltimore: Annie E. Casey Foundation, 1997.

Apple, R. W., Jr. "Political Spotlight Shines on Volunteerism Conference." *New York Times*, April 25, 1997, p. A25.

Ashai Shimbun. "Koban." September 18, 1995, p. 7.

Baker, Keith A. *Evaluating Small Scale Programs*. Washington, DC: Eisenhower Foundation, 1993.

Baker, Keith, Pollack, Marcus and Kohn, Imre. "Violence Prevention Through Informal Socialization: An Evaluation of the South Baltimore Youth Center." *Studies on Crime and Crime Prevention*, Vol. 4, No. 1, 1995.

Balsano, A. B., and Pollak, J. (2008). Youth Safe Haven/Police Ministation: Providing After-School Havens for Middle School Youths. *Middle Matters, 16*(3), 2008. At http://www.naesp.org/ContentLoad.do?contentId=2431.

Bayley, David H. *Forces of Order: Police Behavior in Japan and the United States.* Berkeley: University of California Press, 1991.

Beifuss, John. "Sources Join Forces to Help At-Risk Kids: The Koban Initiative." *Memphis Commercial Appeal*, March 31, 1996, p. 2.

Bello, Marisol. "Goals for Black American Not Met." *USA Today*, February 28, 2008.

Belluck, Pam. "Urban Volunteers Strain to Reach Fragile Lives." *New York Times*, April 27, 1997, p. A1.

Bennet, James. "At Volunteerism Rally, Leaders Paint Walls and a Picture of Need." *New York Times,* April 28, 1997, p. A1.

Berlin, Gordon and Andrew Sum. *Toward a More Perfect Union: Basic Skills, Poor Families, and Our Economic Future.* New York: Ford Foundation, 1988.

Bilich, Karen A. *The Psychological Benefits of Sports: Help Your Child Develop Social and Emotional Skills*. Des Moines, IA: Meredith Corporation, 2006.

Bill Moyers Journal. "The Kerner Commission Forty Years Later: An Eisenhower Foundation Update." PBS, March 28, 2008. www.pbs.org/moyers/journal/03282008/profile.html

Boyle, Patrick. "Police/Youth Worker Partnerships Strive To Mend Rift Between Cops and Kids." *Youth Today*, May 1999, p.1.

Brooke, Edward W. "King and Kerner: An Unfinished Agenda." *Washington Post*, April 3, 2008, p. A17.

California After School Resource Center. 2010. *Nutrition* at: http://www.californiaafterschool.org/c/@piqcBk94wXWiU/Pages/nutrition.html

Carnegie Corporation. *A Matter of Time: Risk and Opportunity in the Nonschool Hours*. New York: Carnegie Corporation, 1992.

Carnegie Council on Adolescent Development. *Turning Points: Preparing American Youth for the Twenty First Century.* New York: Carnegie Corporation of New York, June 1989.

Carnegie Foundation for the Advancement of Teaching. *An Imperiled Generation: Saving Urban Schools.* Princeton: Carnegie Foundation for the Advancement of Teaching, 1988.

Center for Visionary Leadership. *A Guide To Best Practices.* Washington DC: United States Department of Housing and Urban Development, 1998.

Chavis, David M. "Building Community Capacity to Prevent Violence Through Coalitions and Partnerships." *Journal of Health Care for the Poor and Under Served*, Vol.6, Number 2, 1995.

Chavis, David M. and W. Tatum. *A Retrospective Examination of Dorchester Youth Collaborative Prevention Clubs*. New Brunswick: Center for Community Education, School of Social Work, Rutgers University, 1989.

Clow, Larry. "Quantum Leaps Soars in Dover," *Foster's Daily Democrat*, May 29, 2006.

Cohen, Burton, *et. al*. *Lessons from Current Evaluation for Eisenhower Foundation Youth Development Programs*. Philadelphia: Center for the Study of Youth Policy, University of Pennsylvania, 2002.

Committee for Economic Development. *Children in Need: Investment Strategies for the Educationally Disadvantaged.* New York: Committee for Economic Development, 1987.

Community Policing Consortium. *About Community Policing*. Washington, DC: Community Policing Forum, 1994.

Cose, Ellis. "Cracks in the Blue Line." *Newsweek:* New York, New York, April 10, 2000.

Criminal Justice Funding Report. "Community Equity Helps Reduce Crime: Program to Expand to More Cities," *Criminal Justice Report*, April 29, 1998.

Curtis, Alan. *What Works: Cost-Effective Investment in African American Men, Youth and Children.* Washington, D.C. Testimony Before the Black Congressional Caucus. November 15, 2003. http://www.eisenhowerfoundation.org/docs/ac_testimony.pdf

_____ Editor. *Patriotism, Democracy, and Common Sense.* New York: Rowman and Littlefield Publishers, Inc., 2004.

_____ "The State of the Debate." Opening Presentation At the Eisenhower Foundation Forum on *Patriotism, Democracy and Common Sense*. New York: Century Foundation, 2005. www.eisenhowerfoundation.org/aboutus/century_leone.pdf

_____ *What Together We Can Do. A Forty Year Update of the National Advisory Commission on Civil Disorders*. Preliminary Findings, 2008(a). http://www.eisenhowerfoundation.org/docs/Kerner%2040%20Year%20Update%20Executive%20summary.pdf

_____. "The Kerner Commission and Education Policy." Address at a National Forum on Education and Opportunity. The Kerner Commission Forty Year Report, Palo Alto: Stanford University School of Education, October 3, 2008(b). http://www.eisenhowerfoundation.org/docs/Kerner%2040%20Year%20Update%20Executive%20Summary.pdf

_____. "The Kerner Commission and Economic Policy." Address at a National Forum on the Kerner Commission and Economic Policy. Washington DC: Economic Policy Institute, November 13, 2008(c). http://www.eisenhowerfoundation.org/docs/Kerner%2040%20Year%20Update%20Executive%20Summary.pdf

_____. "The Work That Remains: A Forty year Update of the Kerner Commission Report." Address at The City Club of Cleveland, Cleveland, Ohio, March 26, 2009(a) http://www.eisenhowerfoundation.org/docs/Kerner%2040%20Year%20Update%20Executive%20Summary.pdf

_____. "The Obama Vision and The Kerner Commission". Address at the Institute of Politics, St. Anselm College, Manchester, New Hampshire, April 16, 2009(b) http://www.eisenhowerfoundation.org/video/curtis_stanselm.html

Curtis, Lynn A., Editor. *American Violence and Public Policy: An Update of the National Commission on the Causes and Prevention of Violence*. New Haven, CT: Yale University Press, 1985.

_____. *Doing What Works*. Testimony Before the House Committee on Ways and Means, Subcommittee on Select Revenue Measures, Washington, DC: Eisenhower Foundation, July, 1991.

_____. *Lord, How Dare We Celebrate*? Testimony Before the House Committee on Education and Labor, Subcommittee on Human Resources at the Reauthorization Hearings for the Office of Juvenile Justice and Delinquency Prevention, Washington, DC: Eisenhower Foundation, February, 1992.

_____. *Report in Commemoration of the Twenty-Fifth Anniversary of the National Advisory Commission on Civil Disorders*. Washington, DC: Eisenhower Foundation, 1993(a).

_____. *Twenty-Five Years After the Kerner Commission.* Testimony Before the Senate Committee on Banking, Housing and Urban Affairs. Washington, DC: Eisenhower Foundation, April, 1993(b).

_____. Testimony Before the House Committee on Government Operations on the Reauthorization of the Office of National Drug Control Policy. Washington, DC: Eisenhower Foundation, October 5, 1993(c).

_____. *The Crime Bill*. Testimony Before the House Judiciary Committee. Eisenhower Foundation: January, 1995.

_____. "Investing in What Works." *Nation*, January 8/15, 1996, p. 18.

_____. *Youth Investment and Police Mentoring.* Washington DC: Eisenhower Foundation, 1998(a). www.eisenhowerfoundation.org/docs/youth.pdf

_____. *The Millennium Breach*. A Thirty Year Update of the National Advisory Commission on Civil Disorders. Washington, DC: Milton S. Eisenhower Foundation, 1998(b). http://www.eisenhowerfoundation.org/docs/millenium.pdf

_____. *To Establish Justice, To Insure Domestic Tranquility.* A Thirty Year Update of the National Commission on the Causes and Prevention of Violence, Washington DC: Eisenhower Foundation, 1999. http://www.eisenhowerfoundation.org/docs/justice.pdf

_____. *Lessons from the Street: Capacity Building and Replication*. Washington, DC: Eisenhower Foundation, 2000. http://www.eisenhowerfoundation.org/lessons.pdf

_____. "Here They Come Ready or Not." *Washington Post*, August 12, 2001.

Curtis, Lynn A., and Elliott Currie. *Youth Investment and Community Reconstruction.* Washington, DC: Milton S. Eisenhower Foundation, 1990.

deAcosta, Martha. *The Eisenhower Foundation's Replication of Full Service Community Schools 2000-2006*. Washington DC: Eisenhower Foundation, 2007.

DeMott, Benjamin. Seduced By Civility. *Nation*, December 9, 1996, p. 11.

Dryfoos, Joy G. *Adolescents at Risk*. New York: Oxford University Press, 1990.

_____. *Safe Passage: Making it Through Adolescence in a Risky Society*. New York: Oxford University Press, 1998.

Eccles, J. S., & Gootman, J. A. *Community Programs to Promote Youth Development.* Washington, DC: National Academy Press, 2002.

Eck, John E. and William Spelman. *Problem Solving: Problem Oriented Policing in Newport News.* Washington, D.C.: U.S. Department of Justice, 1987.

Economist. "Not So EZ." January 28, 1989, p. 23.

Eisenhower Foundation. *Proceedings of the National Media Forum on Communicating What Works*. Washington, DC: Eisenhower Foundation, 1995.

_____. *Progress Report to the Annie E. Casey Foundation on Management Training*. Washington, DC: Eisenhower Foundation, 1996.

_____. *Year II Report to the U.S. Department of Labor on Replication of the Argus Learning Center for Living Center*. Washington, D.C.: Eisenhower Foundation, 1997(a).

_____. *Progress Report to the DeWitt Wallace Reader's Digest Fund on Youth Worker Staff Development*. Washington, DC: Eisenhower Foundation, 1997(b).

_____. *Interim Findings to the U.S. Department of Housing and Urban Development on the Replication of Safe Havens and Kobans in Public Housing*. Washington, DC: Eisenhower Foundation, 1997(c).

_____. *Quantum Opportunities Program Forum: Lessons Learned*. Washington DC: Eisenhower Foundation, 2003. At http://www.eisenhowerfoundation.org/docs/QOPForumReport_v4.pdf

_____. *Semi-Annual Report to the Bureau of Justice Assistance, United States Department of Justice*. Washington DC, 2004.

_____. *Semi-Annual Report to the Office of Juvenile Justice and Delinquency Prevention, United States Department of Justice*. Washington DC, 2005.

_____. *Semi-Annual Report to the Office of Juvenile Justice and Delinquency Prevention, United States Department of Justice*. Washington DC, 2006.

_____. *Semi-Annual Report to the Office of Juvenile Justice and Delinquency Prevention, United States Department of Justice*. Washington DC, 2007.

Elliott, Delbert S. "Serious Violent Offenders: Onset, Development, Course, and Termination." *Criminology*, Vol. 32, No. 1, 1994.

Eppley, Kristy. "Police Are Coming to Waverly to Stay." *The State*, August 3, 1995.

Ervin, D.J. *Waverly Home of Lady Street Koban: An Analysis of Growth Decline and Renewal*. Washington DC: Eisenhower Foundation, 2005.

Ervin, D.J. *Central House Youth Media Project Assessment*. Washington DC: Eisenhower Foundation, 2006. At http://eisenhowerfoundation.org/docs/CHYMP.pdf

Felner, Robert D., *et al*. "The Impact of School Reform for the Middle Years." *Phi Delta Kappan*, March 1997, pp. 528-550.

Fisher, Marc. "German Job Training: A Model for America?" *Washington Post*, October 18, 1992, p. A1.

Foreman, J. "Community Policing and Youth as an Asset," *Journal of Criminal Law and Criminology*, Fall, 2004.

Freedman, Marc. *Partners in Growth: Elder Mentors and At-Risk Youth*. Philadelphia: Public/Private Ventures, 1988.

Fridell, Lorie and Mary Ann Wycoff. *Community Policing: The Past, Present and Future*. Washington, DC: The Annie E. Casey Foundation and the Police Executive Research Forum, 2004.

Frost, Patty. "Putting the Neighbor Back in the Hood." *Marketwise*. A Community Development Magazine from the Federal Reserve Bank of Richmond. Issue 1, 1999, pp. 16-21.

Garringer, Michael and Linda Jucovy. *Building Relationships: A Guide for New Mentors*, Hamilton Fish Institute on School and Community Violence. Washington DC: The George Washington University, 2008.

Gerstein, Dean R. and Lawrence W. Green. *Preventing Drug Abuse: What do we know?,* Washington, DC: National Academy Press, 1993.

Gifford, Bill. "Paradise Found." *Washington City Paper*, January 29, 1993, p. 20.

Gillis, Michael. "Senator Gregg Lauds Dover Police, DHA for Joint Effort, Paves Way for Grants," *Rochester and Dover Times*, December 23, 1999.

Goldstein, Herman. "Forward." In Dennis Rosenbaum, Editor. *The Challenge of Community Policing: Testing the Promises.* Thousand Oaks, CA: Sage, 1994.

Goodwin, Sean. "Somersworth has Youth Safe Haven/Ministation," *Foster's Online*. December 19, 2000.

Gorlick, Adam. "Educators Say Pushbacks Against Progress Continues Racial Split in U.S." *Stanford Report*, October 8, 2008.

Greene, Stephen. "Getting the Basics Right". *The Chronicle of Philanthropy*, Washington DC, May 3, 2001.

Gross, Jane. "A Remnant of the War on Poverty, the Job Corps is a Quiet Success." *New York Times*, February 17, 1993.

Grossman, J. *Contemporary Issues in Mentoring.* Philadelphia, PA: Public/Private Ventures, 1999.

Grossman, Jean Baldwin and Amy Johnson. "Assessing the Effectiveness of Mentoring Programs." In Jean Baldwin Grossman (ed.). *Contemporary Issues in Mentoring*. Philadelphia: Public/Private Ventures, 1999.

Hahn, Andrew. *Quantum Opportunities Program: A Brief on the QOP Pilot Program*. Center for Human Resources, Heller Graduate School, Brandeis University. Waltham, Massachusetts, September 1995.

Hahn, A., T. Leavitt and P. Aaron. *Evaluation of the Quantum Opportunities Program.* Waltham, MA: Heller Graduate School, Center for Human Resources, Brandeis University, 1994.

Hall, Georgia and Diane Gruber. *Making the Case: Quality Afterschool Programs Matter.* Boston, MA: Massachusetts Special Commission on After School and Out of School Time, 2008.

Hamburg, David A. *Fundamental Building Blocks of the Early Life. Annual Report of the Carnegie Corporation of New York*. New York: Carnegie Corporation, 1987.

Harcourt, Bernard E., *Illusion of Order: The False Promise of Broken Windows Policing*. Cambridge, Massachusetts: Harvard University Press, 2001.

Harold, Shareese. U.S. is Importing More Than Cars From Japan.: LR Police Will Try *Koban* in Hollingsworth Grove. *Arkansas Democrat Gazette*, September 29, 1996, p. 5.

Harris, Fred R. and Curtis, Lynn A., Editors. *Locked in the Poorhouse: Cities, Race and Poverty in the United States*. Lanham, MD and Oxford, England: Rowman and Littlefield, 1998.

Hayes, John G. *The Impact of Citizen Involvement in Preventing Crime in Public Housing: A Report of the Department of Housing and Urban Development's Interagency Anti-Crime Demonstration Program*. Charlotte: Housing Authority of the City of Charlotte, January, 1982.

Hill, Shelly. Koban, "Place of Peace, Grows Strong at Gonzales Gardens." *The State*, January 4, 1999, p. A1.

Hillenbrand, Barry. "Kobans and Robbers". *Time.com*, April 20, 2001.

Housing and Development Reporter. "Foundation Funds Provided For Police Mini-Stations." Washington, DC: January 1, 1996. p. 530.

Jakes, Lara. "Koban Policing Restores Paradise." *Washington Times*, January 30, 1995, p. 4.

Janofsky, Michael. "In Japan-Style Booths, Police are Stationed at Center of Action." *New York Times*, July 31, 1995. p. A8.

Janofsky, Michael. "Police Chiefs Say Criticism Is Founded, and Vow to Regain the Public Trust." *New York Times*, April 10, 1999.

Kane, Gregory. "A Second Chance and a Brighter Future." *Baltimore Sun*, May 22, 2006.

Karcher, Michael J. "The Effects of School-Based Developmental Mentoring and Mentors' Attendance on Mentees' Self-Esteem, Behavior, and Connectedness." *Psychology in the Schools*, 42, 2005.

Karcher, Michael J. "The Importance of Match Activities on Mentoring Relationships." National Teleconference Conducted by the Mentoring Resource Center. Portland, OR: Northwest Regional Educational Laboratory, 2007. Retrieved from http://www.edmentoring.org/seminar2.html.

Kinzer, Stephen. "German Apprentice System Is Seen as Key to Long Boom." *New York Times*, February 6, 1993, p. A1.

Kohn, Imre. *Youth Investment in Action: Evaluation of Ten Youth Self- Sufficiency Projects.* Final Report to the Office of Planning and Evaluation, U.S. Department of Health and Human Services, Washington, DC: Eisenhower Foundation, 1991.

Kozol, Jonathan. "Saving Public Education." *Nation*, February 17, 1997, p. 16.

Krischke, Scott J. "Overcoming All Odds," *Herndon Connection*: Herndon, VA, June 15, 2006.

Krischke, Scott J. "Youth Center Celebrates Year of Progress." *Herndon Connection:* Herndon, VA, April 13, 2006.

Lally, J.R., P.L. Mangione, and A.S. Honig. "The Syracuse University Family Development Research Project: Long-Range Impact of an Early Intervention with Low-Income Children and Their Families." In D.R. Powell. Editor, *Annual Advances in Applied Development Psychology: Volume 3. Parent Education as Early Childhood Intervention: Emerging Directions in Theory, Research and Practice*. Norwood, NJ: Ablex, 1988.

Lengel, Alan. "Youth Center Offers Haven, Hope." *Washington Post*, January 15, 2003.

Lerner, Richard M., *et.al.* "Positive Youth Development, Participation in Youth Development Programs, and Community Contribution of Fifth Grade Adolescents." *Journal of Early Adolescence*, Vol. 25, No.1, February 2005, pp. 17-21.

Mallar, Charles. *Evaluation of the Economic Impacts of the Job Corps Program: Third Follow-up Report*. Princeton, NJ: Mathematica Policy Research, 1982.

Mandsager, Thad. "Ending Federal Earmarks Would Devastate Important NH Programs." *New Hampshire Union Leader*: Manchester, NH, January 16, 2007.

Mariano, Ann. "Paradise at Parkside Reclaims Its Legacy." *Washington Post*, June 29, 1991, p. E1.

Mauer, Marc. *Intended and Unintended Consequences: State Racial Disparities in Imprisonment.* Washington, DC: Sentencing Project, 1997.
MENTOR/National Mentor Partnership. *Mentoring in America*. Alexandria, VA: National Mentoring Partnership, 2005.

Moran, Richard. "New York Story: More Luck Than Policing." *New York Times: February 9, 1997, p. C3*.

Morrow, Kristine V., and Melanie B. Styles. *Building Relationships With Youth in Program Settings: A Study of Big Brothers/Big Sisters*. Philadelphia: Public/Private Ventures, 1995.

Nakajima, Kenichiro. "Koban." *Mainichi Shimbun*, February 19, 1994, p. 6.

National Advisory Commission on Civil Disorders. (The Kerner Riot Commission.) *Final Report*. Washington DC: U.S. Government Printing Office, March 1, 1968.

National Commission on the Causes and Prevention of Violence. (The Eisenhower Violence Commission.) *To Establish Justice, To Ensure Domestic Tranquility. Final Report.* Washington, DC: U.S. Government Printing Office, 1969.

National Research Council. *Losing Generations: Adolescents in High-Risk Settings*. Panel on the High Risk Youth, Committee on Behavioral and Social Sciences and Education. Washington, DC: National Academy Press, 1993.

National Task Force on African American Men and Boys. *Repairing the Breach: Key Ways to Support Family Life, Reclaim Our Streets and Rebuild Civil Society in America's Communities*. Chicago: Noble Press, 1996.

New York Times. A Youth Program That Worked. March 20, 1995, p. 18.

News Hour with Jim Lehrer. "Violence in America." A Debate on the Eisenhower Foundation's Thirty Year Update of the National Commission on the Causes and Prevention of Violence: Arlington, VA, December 16, 1999.

Nicholas, Darren A. "Kerner Commission: Not Enough Progress Made on Poverty." *Detroit News*, February 28, 2008.

Obama, Barack. Inaugural Address. Washington D.C, January 20, 2009.

Peirce, Neal R. "Kobans and Safe Havens - The Formulas We've Been Waiting For?" *Washington Post* Writers Group. February 22, 1998.

Peirce, Neal R. and Carol F. Steinbach. *Corrective Capitalism: The Rise of America's Community Development Corporations*. New York: Ford Foundation, July 1987.

Pellegrini, Denise. "U.S. Cops Here to Scan Japanese Police Tactics." *Asahi Evening News*, Tokyo, Japan, November 4, 1988.

Pilkington, Ed. "Katine Project Wins Praise." *Guardian*, March 13, 2008.

Pabst, Georgia. "Milwaukee Reflects Grim Statistics: Poverty, Inequality Still Divide After 40 Years, U.S. Report Says." *Milwaukee Journal*, February 29, 2008.

Randall, Laura. "International Visitors Laud Caimito's Koban Program." *San Juan Star*, September 20, 1995, p. 1.

Rantin, Bertram. "Police Station Offers Safe Haven, City Service." *The State*, May 11, 1996, p. 3.

Rantin, Bertram. "Columbia Crimes Drop 4 Percent in '98." *The State*, January 22, 1999.

Reid, T.R. and Lena H. Sun. "D.C. Police Import Japanese Method." *Washington Post*, December 22, 1994, p. C5.

Reubenfien, Elizabeth. "U.S. Police Seek Lessons From Japanese On How to Keep City Streets Crime-Free." *Wall Street Journal*, January 11, 1989 (a), p. 3.

Reubenfien, Elizabeth. "U.S. Police Walk Different Beat in Japan." *Asian Wall Street Journal*, January 13-14, 1989(b), p. 6.

Rhodes, J.E. *Stand By Me: The Risks and Rewards of Mentoring Today's Youth*. Cambridge, MA: Harvard University Press, 2002.

Ross, Karl. "Caimito Program Takes Cue From Japanse Koban Idea." *San Juan Star*, San Juan, Puerto Rico,, October 16, 1992.

Sandel, Michael J. "Making Nice is Not the Same as Doing Good." *New York Times*, December 29, 1996.

Schinke, S. *et al*. *The Effects of Boys & Girls Clubs on Alcohol & Drug Use and Related Problems at Public Housing.* New York: Columbia University School of Social Work, 1991.

Schorr, Lisbeth B. "Helping Kids When It Counts." *Washington Post*, April 30, 1997, p. A21.

Schorr, Lisbeth B. with Daniel Schorr. *Within Our Reach: Breaking the Cycle of Disadvantage. New York:* Doubleday, 1988.

San Juan Star, "A Presidential Honor." San Juan, Puerto Rico, August, 1999.

Sherman, L.W., *et.al*. *Preventing Crime: What Works, What Doesn't, What's Promising*. Research Brief, Washington DC: National Institute of Justice, 1998.

Silberman, Charles E. *Criminal Violence and Criminal Justice*. New York: Random House, 1978.

Sipe, Cynthia L. *Mentoring: A Synthesis of P/PV*'s *Research 1988-1995*. Philadelphia: Public/Private Ventures, 1996.

Sklar, Morton B. "Proposed JTPA Reforms Miss the Mark." *Youth Policy*, September-October 1989, p. 36.

Standish, Alice. "Building Stronger Youth," *Dover Community News*, July 21, 2006.

Surratt, Clark, "Block Patrol: Lady Street Koban Officers – Trying to Make Their Presence Known." *The State*, April 6, 2000.

Taggart, Robert A. *Fisherman's Guide: An Assessment of Training and Remediation Strategies*. Kalamazoo, MI: W. E. Upjohn Institute for Employment Research, October 1981.

Tierney, Joseph, P. and Jean Baldwin Grossman, with Nancy L. Resch. *Making a Difference: An Impact Study of Big Brothers Big Sisters.* Philadelphia: Public/Private Ventures, 1995.

USA Today. "Prevention Pays for Kids." *USA Today*, September 23, 1992, p. 10A.

U.S.A. Basics. *The Comprehensive Competencies Program: A High Tech Approach to Basic Skills*, Alexandria, VA: U.S. Basics Skills Investment Corp., 1989.

Washington, Adrianne. "A Safe Haven Begins Where Maryland Avenue Ends." *Washington Times*, January 14, 2003.

Weinhouse, Beth. "The Brainy Benefits of Chess: How This Classic Game of Strategy Makes Kids Smarter," *Child Magazine*, October 2001.

William T. Grant Foundation. *The Forgotten Half: Pathways to Success for America's Youth and Young Families*. Final Report on Youth and America's Future. New York: The William T. Grant Foundation, November 1988.

Wilson, William Julius. *The Truly Disadvantaged*. Chicago: University of Chicago Press, 1987.