

***YOUTH INVESTMENT
AND POLICE MENTORING:
THE THIRD GENERATION***

PRINCIPAL FINDINGS

The Eisenhower Foundation

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EXECUTIVE SUMMARY

The Youth Safe Haven – Police Ministration model has been previously examined and shown to work over relatively short periods of one to three years. In this third-generation of Youth Safe Havens, program length has generally been at least six years. When the continuing program at Gonzales Gardens in Columbia SC is added to the group, the impact of this best practice model over a ten year period can be examined.

With few caveats, the present analysis clearly shows that when properly implemented, the Youth Safe Haven model works to reduce crime and improve grades. It also improves the relationship between community residents and the police.

Perhaps the most important observation that can be made from the present publication is that when the findings from these sites are combined with those from the two previous generations, the true strength and generalizability of the model are seen.

This is not to say that problems don't occur. Management problems can hurt the effectiveness of the program. However, once the program gains buy-in from the community, the model is robust enough to help transition to new leadership.

Of the sites discussed below, Dover NH and the Gonzales Gardens Koban in Columbia SC are of particular interest. Dover was the largest Youth Safe Haven in Foundation history, with over 200 participants. Due to the size, it was possible to conduct additional analyses of grades. These analyses clearly demonstrated the efficacy of the program for helping youth academically. Further, Dover's growth is an example of what can be accomplished when dynamic leadership and a supportive community come together for the betterment of youth, families and the community as a whole.

Gonzales Gardens Koban began with three years of HUD funding during the second generation, but continued for seven additional years, making it the longest running Youth Safe Haven. While the youth did have improved grades, it was the impact of the program on crime that was most significant. Though there were some ups and downs, over the ten year period crime was cut almost in half in an area that was described by a Peter Jennings report on ABC TV as being drug infested.

The reported results from an additional seven sites provide further support for the success of the model.



***YOUTH INVESTMENT,
POLICE, KOBANS AND
SAFE HAVENS***

The Eisenhower Foundation's work began with a look at Japanese police ministrations - called "kobans" -in the late 1980s. There are about 1,200 kobans in Tokyo alone.

For the most part, one officer stays at the ministration. A partner undertakes foot patrol, or uses a standard white frame police bicycle. There is some problem-oriented policing. 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. 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.

Most such ministrations are non-residential. However, there also are residential kobans -at the outskirts of big cities and in rural areas. A police officer lives above the ministration 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.

To American ideas of community-based and problem-oriented policing, then, Japanese kobans add the notion of highly accessible physical locations from which police operate.

Residential or nonresidential, the kobans provide security anchors for their neighborhoods.

Kobans are within a 10 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 mentor neighborhood youth in a variety of ways. Probably the most popular 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 5-8 months before they begin work. In Japan, police cadets with college degrees (and there are many) are trained for about 12 months. Cadets with high school diplomas are trained for about 18 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. Training academy courses include tea ceremony and flower arrangement. When American police chiefs see such courses they often are amused - 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 then motivates American police chiefs to better sensitize cadets at academies

back home to the cultures of the different ethnic and racial groups that live within any given neighborhood beat.

While Japan's famous post-war "miracle" usually is defined in economic terms, there also has been a social miracle in Japan. The Japanese have built a relatively free and most prosperous society which has crime rates far lower than what western nations have come to accept. For example, Tokyo has 20 times the population of Washington, DC but about half as many homicides each year. Japan also has far fewer rapes and robberies per capita -and far fewer police officers, judges and jails.

These differences can be explained in a variety of ways. Japan has a more egalitarian economic structure than the United States -with, for example, the highest income bracket paying about 50 percent in income taxes in Japan compared to about 28 percent in the United States. Japan also has a national commitment to full employment, which is not shared in America - particularly for the truly disadvantaged and structurally unemployed. Japan has strict gun control -imposed by General MacArthur after World War II. There is a traditional respect for authority in Japan, and a widespread sense there that every person has a stake in social harmony. Americans are more likely to question authority and pursue individualism. The koban system and related innovations like home visits also may help explain some of the tremendous disparities in crime between Japan and the United States, in our view.

Intrigued, the Eisenhower Foundation has, over the last 25 years, evaluated how some of the principles underlying the Japanese experience might be merged with American problem-oriented policing and youth development. The Foundation took a number of delegations of American police chiefs, police supervisors and inner-city community leaders to Japan. There, they observed Japanese methods under the sponsorship of the National Police Agency of Japan.

When the Americans returned home, the Eisenhower Foundation worked with the youth development organizations and police departments that were on the delegations to replicate Japanese principles and integrate them with home-grown successes indigenous to American communities. The first report in this series documented the successes of several cities which were represented on the first Eisenhower delegation to Japan, in 1988.

Thirteen major American cities participated in that delegation. In most cases, decisions on which cities to invite were based on the Foundation locating a nonprofit, community-based, youth development organization that might run a replication in a low income, high crime, neighborhood and a city police department that had the potential to partner with the neighborhood organization in the planning and replication of community/police, Japan/American hybrids.

The 13 cities selected were: Albuquerque, NM; Atlanta, GA; Baltimore, MD; Boston, MA; Houston, TX; Los Angeles, CA; Newark, NJ; New York, NY; Philadelphia, PA; Portland, OR; San Juan, PR.; Washington, DC and Wilmington, DE. The delegation to Japan included 6 police chiefs or commissioners, 10 midlevel police commanders, and 7 leaders from community-based, inner-city youth development organizations. We did not have enough funds to include youth development leaders from all cities. In later delegations, we took to Japan the Chicago, IL Police Superintendent; a second Baltimore, MD, Police Commissioner; a second Newark, NJ Police Chief; the police chiefs or directors of Columbia, SC, Des Moines, IA, Honolulu, HI, Little Rock, AR, Memphis, TN, and Phoenix, AZ; and youth development leaders from some of these cities.

After an initial briefing, the delegation was shown examples of police training, early intervention with youth, and koban-based community policing in Tokyo and Osaka. Here are

excerpts on what they saw, from an article on the delegation in the New York and Asian editions of the Wall Street Journal:¹

The Eisenhower Foundation's agenda was to observe the Japanese system and bring ideas back to their own communities.

In Japan, local police have a close and extensive relationship with community residents. The relationship is fostered by a network of police outposts called kobans, one or two-room offices located in each neighborhood.

The visiting Americans tagged along with the koban police. They watched their Japanese counterparts give people directions, answer mundane requests and make regular visits to residents' homes to update details on their households - a kind of intrusion many Americans might reject. And they observed that Japanese streets feel safe -partly because the police are so heavily involved in the community.

Often, retired Japanese businessmen volunteer as non-police probation officers, and parents rotate helping the police in sports events for children ...

In Japan, drugs and poverty aren't yet a huge problem, handguns are illegal and police are well-trained and adequately staffed. As a result, Japanese police spend much of their time dealing with incidents that their American counterparts have no time for.

In Japan, two years of police training reinforce a single set of common values. Police are taught not only self-defense, but such cultural skills as tea ceremony and flower arrangement

Why were police joined by inner-city youth development organization community leaders on the delegation? In Japan, the community usually trusts the police. In American inner cities, there often is mistrust. Accordingly, the Foundation decided, from the beginning, that variations on Japanese themes probably could be best replicated back home through a collaboration between police and indigenous youth development organizations that were trusted in the community.

In addition, the community groups had experience back home with the principles underlying the other elements which we sought to replicate -like counseling and safe havens where youngster come after school.

The Foundation hoped that, if youth, community and police leaders could spend time together in Japan, and perhaps get to better appreciate one another, the youth groups conceivably could enhance their effectiveness through police support. The police, we thought, might create more impact in tough neighborhoods by working on a truly equal basis with civilians, and not just by asking for citizen support of police-run programs.

A debriefing was held in Tokyo at the end of the delegation. Delegates with an interest in follow-up back home were encouraged to draft workplans for how the youth development organizations and police might partner in replicating hybrids of Japanese and American successes. The planning was "bubble up" and process oriented. The Eisenhower Foundation did not impose rigid guidelines, but did help guide the process.

After a few months, a national cluster workshop was held in Washington, DC with all delegates. The workshop further developed workplans based on what police and the community groups were prepared to do together.

Most cities eventually carried out replications inspired in part by what was observed in Japan, and then combined with American concepts. Some did it on their own, with minimal involvement of the Eisenhower Foundation. But the Foundation also was committed to raising money for replicating hybrids of Japanese principles and American models, raising funds for technical assistance and evaluation, providing that technical assistance, and evaluating the outcomes over 2 to 3 years of implementation (the minimal length of time which past evaluations by the Eisenhower Foundation usually have found to be necessary to show success).

Youth Investment and Police Mentoring (1997) reported on the evaluations in 5 of the initial delegation cities where such funding, technical assistance and evaluation was possible - San Juan, Philadelphia, Boston, Chicago and Baltimore. The Foundation received 3 years of funding from the U.S. Department of Justice (Bureau of Justice Assistance) for grants to the police-community ventures in San Juan, Philadelphia, Boston and Chicago. In Baltimore, primary funding for operations came from another source, the U.S. Department of Health and Human Services (Center for Substance Abuse Prevention). Here, funding was constant over 3 years.

The Justice Department grants were implemented locally over 3 years from early 1991 to early 1994. The Department of Health and Human Services grant for Baltimore was implemented locally over 3 years from early 1990 to late 1992.

The second generation of Youth Safe Haven-Police Ministations was implemented using funds from the U.S. Department of Housing and Urban Development. The program in San Juan continued with the new funding, beginning in 1994. The next year, Columbia SC, Memphis TN, Little Rock AR and Washington DC began operation. Baltimore, which had been part of the first cohort, began operation of a new program in 1996.

The results of the evaluation of these six programs are reported in *Youth Investment and Police Mentoring: The Second Generation* (1999). In summary, two hypotheses were tested: 1) serious (Part I or Index) crime will go down in the service community during the program period and 2) reported crime will increase the first year of the program, and then decrease. Hypothesis 2 is based on the observation that as people begin to trust the police, they are more likely to report crimes to them, but then as problem oriented community policing begins to work, the number of crimes actually goes down, meaning there are fewer to report.

In all six communities, both hypotheses were supported, though the demolition of houses in Memphis and renovations in Baltimore confounded the evaluation.

The present report examines the third generation of sites that were funded for multiple years by the Justice Department, first through the Bureau of Justice Assistance (BJA) and then through the Office of Juvenile Justice and Delinquency Prevention (OJJDP). While most were new, the program in Columbia SC continued and provides a ten year look at the impact of a Youth Safe Haven program. Due to the continual operation of the Gonzales Gardens site in Columbia, SC, four years of HUD funding are also included, to provide a ten year analysis of a site.

Table 1. presents the funding level from both Federal and Local sources for each year of operation of each site. As will be discussed below, the continuing funding had a significant and positive impact on both crime and youth outcomes at the sites.

Table 1. Source and Amount of Funding for Nine Youth Safe Haven – Police Ministations, 1995-2008

Site	Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Dover	Foundation	\$37,500	\$100,000	\$100,000	\$170,000	\$168,000	\$170,000	\$216,000	\$218,614	\$218,614	
	Local	\$62,500	\$263,709	\$257,000	\$130,000	\$129,000	\$131,000	\$130,000	\$130,000	\$130,000	
	Total	\$100,000	\$363,709	\$357,000	\$300,000	\$297,000	\$301,000	\$346,000	\$348,614	\$348,614	
Rochester	Foundation	\$97,000	\$97,000	\$97,000	\$97,000	\$97,000	\$97,000	\$115,030	\$112,704		
	Local	\$55,000	\$71,800	\$71,779	\$288,300	\$206,300	\$206,300	\$206,300	\$206,300		
	Total	\$152,000	\$168,800	\$168,779	\$385,300	\$303,300	\$303,300	\$321,330	\$319,004		
Somersworth	Foundation	\$42,500	\$97,000	\$97,000	\$97,000	\$97,000	\$122,704	\$122,954	\$113,000		
	Local	\$49,000	\$144,000	\$147,342	\$97,866	\$144,050	\$146,880	\$149,818	\$152,000		
	Total	\$91,500	\$241,000	\$244,342	\$194,866	\$241,050	\$269,584	\$272,772	\$265,000		
Nashua	Foundation	\$50,000	\$75,000	\$100,010	\$27,500						
	Local	\$52,050	\$104,100	\$104,100	\$52,050						
	Total	\$102,050	\$179,100	\$204,110	\$79,550						
Allen-Benedict	Foundation	\$66,666	\$66,666	\$65,900	\$99,780	\$95,000	\$89,000				
	Local	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000				
	Total	\$126,066	\$126,066	\$165,900	\$199,780	\$195,000	\$189,000				
Gonzales Gardens	Foundation	\$44,275	\$32,000	\$34,000	\$12,000	\$66,666	\$66,666	\$60,500	\$99,780	\$95,000	\$89,000
	Local	\$76,962	\$106,667	\$91,814	\$100,000	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000
	Total	\$121,237	\$138,667	\$125,814	\$112,000	\$126,066	\$126,066	\$160,500	\$199,780	\$195,000	\$189,000
Latimer Manor	Foundation	\$66,666	\$66,666	\$60,500	\$99,780	\$95,000	\$89,000				
	Local	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000				
	Total	\$126,066	\$126,066	\$160,500	\$199,780	\$195,000	\$189,000				
Lady Street	Foundation	\$0	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000			
	Local	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000			
	Total	\$80,000	\$112,000	\$112,000	\$112,000	\$112,000	\$112,000	\$112,000			



***YOUTH SAFE HAVEN-
POLICE MINISTATION
COMPONENTS***

As discussed above, 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 ministration out of which officers work, prevent crime and assist citizens in the surrounding community.

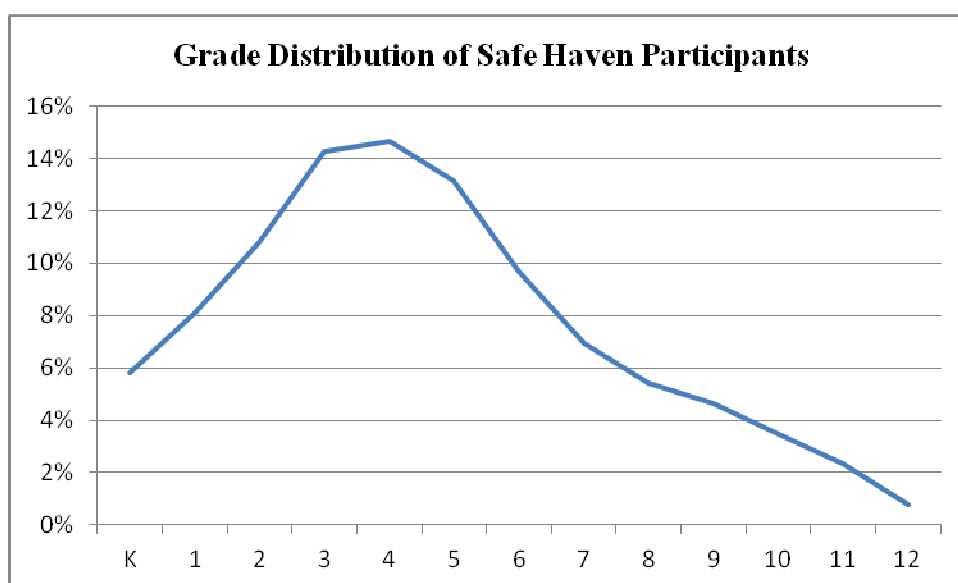
The Foundation calls this the Youth Safe Haven-Police Ministration model or Safe Haven-Ministration for short.

Replications of the Foundation model are operated by a 501(c) (3) grassroots nonprofit organization and led by civilians. A Safe Haven-Ministration 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-Ministration presence to create a Full Service Community School.

Eisenhower Foundation Youth Safe Haven-Police Ministrations 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 reading and homework, and get into trouble. Programs continue throughout the Summer.

The Safe Haven-Ministration is a place to go, a secure and friendly anchor point in an often threatening inner city environment. The Safe Haven Ministration 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. As youth become attached to the program, they recruit friends. This, in turn, increases the likelihood of regular participation. Youth come because that’s where their friends are. The program initially attracts young children, who typically stay in the program for three to four years. The table below shows the grade distribution averaged over nine sites.



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.

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.

RESEARCH EVIDENCE

During the early stages of development of the Safe Haven-Ministation model, there was abundant research suggesting that problem behavior in children and adolescents was clearly associated with many factors in neighborhoods, families, schools, and peer groups as well as within the

individual (Brewer, Hawkins, Catalano & Neckerman, 1995; Dryfoos, 1990; Hawkins, Catalano & Miller, 1992). By offering the children and youth a range of remediation and enrichment activities, as well as mentoring and advocacy, the young people could be protected (Hawkins, Catalano & Miller, 1992; Pollard, Hawkins, & Arthur, 1998).

This research also showed that the same risk and protective factors predict diverse adolescent problems, including substance abuse, delinquency, violence, teenage pregnancy and school dropout (Dryfoos, 1990; Hawkins, Jenson, Catalano & Lishner, 1988; Howell, Krisberg, Hawkins & Wilson, 1995; Slavin, 1991), that problem behaviors are correlated with one another (Elliott, Huizinga & Menard, 1989; Jessor & Jessor, 1977; Zabin, Hardy, Smith & Hirsch, 1986), and typically cluster within the same individuals and reinforce each other (Benson, 1990; Dryfoos, 1990; Jessor, Donovan & Costa, 1991). These findings suggested the need for more comprehensive approaches for preventing a broad range of youth problems (e.g., Catalano & Hawkins, 1996; Dryfoos, 1996, 1994, 1990; Hawkins, Catalano & Miller, 1992; The National Academy of Sciences, National Research Council, 1996, 1993).

In 1992 the Carnegie Council on Adolescent Development, in *A Matter of Time: Risk and Opportunity in the Nonschool Hours*, 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.”

Eisenhower Foundation Trustees Professor James Comer and Joy Dryfoos served on the task force that found that young adolescents commit about sixty percent of their time to

essentials – like school attendance, eating or paid employment. Fully forty percent of their time is discretionary. Much discretionary time is spent alone. Young people from poor families spend more time home alone and unsupervised than young people from wealthy families.

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.

The Safe Haven-Ministations help fill as much as 25 hours per week of this discretionary time. This is not a purely recreational after-school program. While relaxation is important, the Safe Haven-Ministation fills the time with remediation and enrichment activities that benefit the youth, along with one-on-one and group mentoring and advocacy.

Related to the problem of free time after school is the problem of several weeks of free time during the summer. While more affluent families have their children and youth involved at home with computers, books, and hobbies, or in various camps, classes and other enrichment activities, poor children generally spend the summer in unstructured activities, often alone, sometimes getting into trouble, while losing ground academically. Youth in enrichment activities can often show academic gains during the summer, while poor youth return to school behind where they were at the beginning of the summer, often as much as two months behind, on average (Cooper, et al., 1996). Summer academic loss alone contributes substantially to the perpetuation of intergenerational disadvantage (Alexander, Entwistle, & Olsen, 2007). Poor children fall further behind, while more affluent children pull ahead (Terzian and Moore, 2009).

Summer enrichment activities not only benefit the youth, helping them to maintain the academic gains of the previous school year, but help their generation attain more than that of their parents. Fun activities help perpetuate their participation in the program.

Key to academic gains, which translate into increased chances of high school graduation and post-secondary education, is mastery of reading skills. Because the Safe Haven-Ministations tend to attract the young children of the community, it is possible to implement learning to read programs, quiet reading time and tutorial assistance with reading comprehension to help the children get on track to being competent readers by the end of the third grade (Annie E. Casey Foundation, 2010). Given that poor children enter school a full year behind in their reading and other academic skills, this is a critical component of the Safe Haven-Ministation model.

Quiet reading time and reading assistance are provided to the younger children. Books and magazines are made available. Remedial reading is offered to older children who are not reading at grade level.

Many schools attended by program youth do not have enough textbooks for students to take home, so the children and youth must rely on handouts. The programs work with the schools to obtain copies of all textbooks.

Research has demonstrated (Miles and Stipek, 2006; Cooper, Masi and Vick, 2009) that there is a strong relationship between social-emotional development and literacy. Children who lack intellectual stimulation at home, come to school unready to participate in academic work. Because they may also be behind in other respects, such as motor development, vocabulary, and general health, poor children start near the bottom, academically, and lose ground to more privileged children from day one.

The Safe Haven-Ministation provides intellectual and social-emotional stimulation through a variety of activities and mentoring, from both adults and near-peers.

If children are going to benefit from school, regardless of quality, they must attend. This is most critical in the early grades (Chang and Romero, 2008), when habits are formed and when basic skills are developed. Typically, after-school programs are not involved in improving attendance. Safe Haven-Ministations have the in-school performance of the participants as a major focus.

Safe Haven-Ministation staff work as advocates for the children and youth. Working with teachers, counselors, and parents, they help remove barriers to success.

A major factor in poor attendance, poor classroom performance and behavioral problems is malnutrition and hunger (Share Our Strength and Lake Research Partners, 2010). The consequences of malnutrition are many, and may be beyond the capacity of an after-school program to address. However, ending the school day with an empty stomach and facing the possibility of no dinner, many children and youth are too distracted to finish their homework, or benefit from and enjoy program activities.

Each day begins with a healthy snack. Sites work with USDA commodities programs, local food pantries, school systems and other organizations to provide supplemental food.

Related to poor nutrition are the health problems associated with living in toxic environments (Brugge, et al., 2003; Currie, 2005). Lead paint, asbestos, rats, mold, roaches and other environmental toxins are problems in many poor neighborhoods and public housing areas. After-school programs cannot generally be expected to deal with such problems.

Eisenhower Foundation Safe Haven-Ministation programs have been dealing with such problems in two ways. First, in several locations, the Safe Haven-Ministation partners with

Telesis Corporation, which acquires and renovates substandard housing. The housing is then put back on the market, generally as affordable housing, but sometimes as market value housing, for low income families to acquire through various loan programs. Second, families work with program police officers to get the attention of local authorities to get the housing renovated.

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.

Community and youth leadership are components of the Safe Haven-Ministation model. By learning how to raise important issues with public officials and the media, positive change can occur.

For the Eisenhower Foundation, the physical space used for the Youth Safe Haven 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. 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.

In 1979, Professor Herman Goldstein, of the University of Wisconsin Law School, published an article in *Crime and Delinquency* that would form the foundation of modern Problem-oriented Policing. His main focus was on “improving policing”, which he argued was suffering from a “means over ends” syndrome, “placing more emphasis on the police department’s improvement efforts on organization and operating methods than on the substantive outcome of their work”. He calls for a three-step process.

Goldstein argues that the police should be more systematic in examining and addressing the problems that people expect them to handle. According to his approach, crime is multifaceted, with different root causes and different solutions. Foremost, this approach requires the use of alternatives to present responses to crime. Goldstein makes a number of important points regarding how we, and more specifically the police, conceptualize crime, leading to the priorities that are set. A key point that he makes is that “many of the problems coming to the attention of the police --- are the residual problems of society (p.243).” To address these problems, Goldstein says the police must identify in precise terms the problems that citizens expect the police to handle, and precisely identify the nature of the problems. He argues that the police need to re-examine the way that they categorize problems as serious or minor, and reconsider the impact of crimes on the

community. For example, the police would typically categorize simple annoyances, such as the problem of noise, at the bottom of their urgency scale. However, it is one of the most frequent complaints, and one that afflicts a wide range of individuals. When not addressed, it means that goodwill is lost, as well as sleep and work productivity, mental and emotional problems are exacerbated, and some housing and even neighborhoods can be almost uninhabitable. By finding a solution to this 'minor' problem, the police are actually addressing factors contributing to a much wider array of problems.

Once the specific problems have been analyzed and community members have been heard regarding their views, alternative responses can be identified. He offers nine alternatives that should be explored:

1. Physical and technical changes – e.g. better locks, better lighting, sealing up abandoned housing
2. Changes in the provision of Government Services – e.g. lax housing code enforcement, lack of playgrounds, poor garbage collection
3. Conveying Reliable Information
4. Developing New Skills among Police Officers
5. New Forms of Authority – e.g. allowing the police to take a rowdy student out of a school, without requiring them to arrest him
6. Developing New Community Resources – e.g. resources to better handle individuals with mental illness
7. Increased Regulation – e.g. stricter building codes and control of graffiti

8. Increased Use of City Ordinances – e.g. reduce arrests and court appearances through the use of a wide range of alternative penalties
9. Use of Zoning – e.g. keeping incompatible activities away from one another

Problem-oriented policing has not received the same publicity as zero-tolerance policing. This is probably due to the fact that the nation's three largest cities have policing policies developed in part by William Bratton, who is most closely associated with New York City under Mayor Rudy Guilliani. However, problem-oriented policing has empirical support.

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.

Jesilow, Meyer, Parsons and Tegeler (1998) investigate the impact of problem-oriented policing on Santa Ana (2006 population of 340,024), the main urban center of Orange County, California. Problem-oriented community policing was introduced in 1990. A Developmental Police District was created, where patrol officers worked with civilian police service officers. They were tasked with being proactive problem solvers, focusing on problems identified by

citizens. They argued that a successful program would be one that identifies citizen's complaints and lessen them by focusing public and private resources on their solution.

They found that citizen complaints about crime and disorder in the experimental district decreased, while they remained constant or increased in other districts. While questions may be raised regarding differing community standards of behavior, the reality is that problems with gangs had dropped from 29 percent in 1990 to 13 percent in 1992, complaints about property crime had decreased from 25 percent to 9 per cent, and complaints about drugs and prostitution had dropped from 8 percent to 2 per cent.

Jersey City, New Jersey was the site of an investigation into the impact of problem-oriented policing in public housing (Mazerolle, Ready, Terrill and Waring, 2000). Representatives from the police, the housing authority, social service providers and tenant organizations came together as teams at six sites. Over a 2 ½ year period, serious crime dropped significantly, when compared to sites with traditional policing. They also found that sites with more programs had more success. A particularly interesting point raised by this research is that while alternatives to traditional police activities are important, the coercive power of the police is necessary for alternative programs to work. Thus, problem-oriented policing should have the police as the focus.

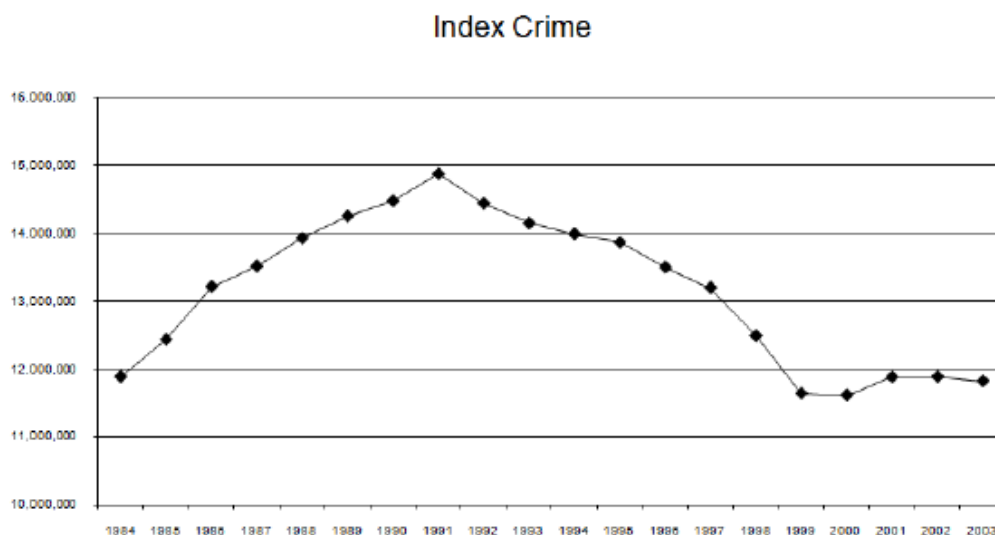
At Safe Haven-Ministations, the police spend half their time mentoring youth and half their time conducting problem oriented community policing. Through town hall meetings and by working directly with residents, the police identify problems in the community that are important to the residents. Then they begin to address them. If the problems aren't in the prevue of the police, such as problems with lighting or the need for a playground, the appropriate agency is contacted, in an attempt to correct the perceived problem. Working with public housing

authorities, parks and recreation departments, private landlords, the department of health, and other agencies, the police find solutions to problems. Of course, they also address the crime problems that the residents identify as being the most important.

NEW HAMPSHIRE

Throughout the decade of the 1990s, Index crime, the most serious types of crime, had been decreasing, as seen in Figure 1.

Figure 1.



This phenomenon was most pronounced in large cities. In smaller cities, those under 100,000 population, Index crime was edging up.

As the evaluations of the first and second generations of Youth Safe Haven programs had demonstrated, the Youth Safe Haven model works in larger cities. Regardless of the change in crime observed for the host city, the community being served had greater reduction in Index crime than the host city.

But would the model translate to smaller cities? To begin to address this question, it was decided that the model should be replicated in four small cities in New Hampshire: Dover, Somersworth, Rochester and Nashua. By selecting these cities, it was also possible to examine the efficacy of the model when the youth of the program attend relatively high performing schools, surrounded by youth who do not face the same social, economic and family problems as the program youth. This was somewhat different than the situation faced by poor youth in larger

cities, where poverty and its associated problems are recognized, though not necessarily addressed.

The discussion begins with the Seymour Osman Youth Safe Haven in Dover. The largest of all Foundation Youth Safe Havens, with over 200 participants at its peak, it is a perfect example of what can be accomplished with good leadership and solid community support.

Somersworth and Rochester, two sites with excellent results, but different management issues are next. Finally, we conclude this section with Nashua, which was different from all other sites in this or previous generations of the Youth Safe Haven model, providing new insights into barriers faced by sites.

1.

***SEYMOUR OSMAN YOUTH SAFE
HAVEN AND THE DOVER POLICE***



Opening its doors on December 14, 1999, the program in Dover NH would become arguably the most successful Youth Safe Haven yet replicated by the Foundation. Beginning with 50 children from the Dover Housing Authorities only family housing complex, Mineral-Whittier Parks, the program would grow to over 200 young participants.

Dover, while having relatively low poverty and unemployment, had a problem with affordable housing. Almost half of all households rented, the consequence of which was having extraordinarily low vacancy rates, leading to high rental costs. The poorest residents, though usually employed, found public housing their only residential alternative.

The unfortunate consequence of living in public housing was having outsiders, including school officials, judge you unworthy of assistance. It also meant that drug dealers felt you were open to involvement in drug sales. When combined with a lack of after-school supervision, the youth of Mineral-Whittier Parks were in need of a safe place to go after school, and the community needed a police officer who would help them address local problems.

THE DOVER REPLICATION AND ITS FUNDING

The program benefitted from both strong leadership and strong support from the Dover Housing Authority and other community institutions. In the beginning, the program had a director and one additional civilian staff member, plus a full-time police officer who worked with the program and performed problem oriented community policing. Housed in a community

recreation facility, they had a half-sized gym, plus additional space for homework assistance and to allow the younger participants to be separated from the older ones. Soon after start-up, the program was able to get the first volunteer from PlusTime NH, the central organization that recruited and oversaw JobCorp and Vista for the state.

The Dover program, like all the New Hampshire sites, also benefitted from a very progressive view by the local commander of the National Guard's *Drug Demand Reduction Program*:

“The Drug Demand Reduction Program’s mission is to use the National Guard’s resources to help create the best opportunity for America’s youth to make the decision to be drug-free.

The Drug Demand Reduction Program works closely with local law enforcement, education and community-based organizations to reduce the chances of exposure of illegal drugs to our nation's children.”

In the case of the New Hampshire sites, this meant assigning a Guardsman to each program. Not only were they there to mentor the youth, but when a bus was needed to transport all the youth on an outing, a Guard bus and driver was available.

As youth were being recruited for the program, so to were volunteer mentors being recruited, the goal being one adult for each five youth. While some mentors were residents of the housing area, many were from the University of New Hampshire (just 6 miles away), the Dover High School Honor Society, and a variety of community and faith-based organizations.

As the reputation of the program grew, many non-residents of public housing desired to participate. To house the growth, the program acquired funds from a Community Block Grant and built an extension on the building, including a commercial kitchen. A volunteer with a Food-Handler’s permit was recruited to supervise the cooking of an evening meal, using food pantry donations and USDA surplus commodities, for anyone wanting a meal. This made the program

a center of activity until 9:00 PM or later. Further, it attracted other community programs, whose participants often volunteered as mentors.



Seymour Osmon Community Center and Youth Safe Haven,
(*New addition on the left*)

Finally, it was decided that the program needed to expand to Ledge Street School, the elementary school from which many of the participants came. This also brought a number of teachers into the mentor pool and expanded the program offerings. To better serve the individual needs of program participants, parents and community members, a number of programs were developed, sometimes with the help of other community agencies and groups, such as the schools and 4-H. The breadth of programming also attracted older youth, who traditionally dropped out of the program by high school.



Ledge Street School

In the beginning, with 50 participants and 8 or 10 paid and volunteer staff, the program was somewhat limited in what could be offered. Homework assistance, tutoring, recreation, arts and crafts and quiet reading were offered at the beginning. With growth in participants and staff came growth in program offerings. At its peak, the Youth Safe Haven offered a smorgasbord of activities, with opportunities for youth of all ages and interests. Not only did these programs benefit the grades of the participants, but also exposed the youth to a broad range of life experiences of the sort that many, more affluent youth benefit from.

Youth arrived after school and did their homework, read, or worked on grade appropriate work sheets to earn points towards a monthly field trip. They received a healthy snack and staff tracked all report cards and progress reports of each child as well as tardiness, absences and truancy.

Once homework was completed, and depending on grade level, gender and day of the week, the children could participate in *La Casa Nuestra* (basic Spanish and Latin American culture) or *Build It* (engineering/science concepts). They could become junior spies (*Spy Games, Secret Messages & Codes*) or learn about *Geo Caching*, where they used a global positioning satellite unit to track down a cache—a box of trinkets—hidden at a nearby locale.

For the athletically inclined, there was *Open Gym. PLAY-IT (Police Leading At-risk Youth Into Tomorrow)*, was 3-on-3 basketball against other teams in the state. Led by the police officer and other staff, the National Guard provided transportation and a nurse for minor injuries.

For dancers there were dancing and rhythm activities. For runners there was *Girls On The Run* and *Boys on the Go*, preparing the kids for 5K races. In the *Wonderful World Of Sports*, the kids learned the rules and regulations of a new sport or gym game each week. There were also gymnastics and yoga classes.

The more artistically inclined were offered *Acting Out*, which produced short films and public service announcements (PSAs). In *Moviemaking*, students created a short animated film. There was also *Recycled Art*, *Little Picassos*, *Memories* and basic arts and crafts. *Jr. Cooks* taught the children how to cook. The young chefs actually prepared snacks eaten by the program youth.

Very early in the development of the Youth Safe Haven, it became apparent that the participants needed to have the opportunity to explore beyond the confines of their housing area, which was located some distance from the city center. *Boys Corps* and *Out and About* provided opportunities to explore the larger community. Youth of all ages were able to discover what the community had to offer and what different jobs were like. The programs both had the secondary goal of reducing conflict by getting the youth to work as teams.



Crime reduction and community safety depend on the cooperation of community residents. While problem oriented community policing is the primary means for gaining their cooperation, Dover Safe Haven operated multiple civilian programs to address problems in the lives of community residents.

Kids' Court provided the children of Mineral and Whittier Parks a formal, structured arena in which grievances could be settled fairly. The Court held regular sessions wherein children were not only the plaintiffs and defendants but also the lawyers and jurors determining

the guilt or innocence of those being tried. A primary goal of the program was to instill and enhance a sense of accountability in the children of the community.

HUB Family Support Group was a program that was offered to residents by the HUB Family Resource Center. Weekly, parents and children came together for a light meal and then broke off into groups where parents talked about parenting under stress, child discipline and a host of other topics, while children received some educationally focused childcare that included a book club. This program attracted over 15 families a week.

Getting Back on Track was a program offered to families at risk of eviction, involved with DCYF or who had housekeeping issues which placed them at risk of eviction. By providing support, those families with the greatest problems were given a chance to stay in the community.

Kid Quantum and Mid Quantumⁱⁱ were also offered to elementary and middle school youth, respectively. These programs offered remedial and enrichment education opportunities using computer-based and Leap Pad resources. For example, if a student was struggling with decimals, because they never mastered fractions, appropriate grade level material was available. Both traditional academic material and short videos that explained very narrow, but fundamental concepts were used to facilitate learning. If, on the other hand, kids were bored with class material that was too simple for them, they could explore more advanced material in a properly structured sequence that was tied to the school curriculum.



Police

Dover was fortunate in having a police officer and his family living in the public housing area. While he was not the officially assigned officer, his presence helped provide a sense of safety. A K-9 officer, he would walk around the housing area with his German Sheppard, talking with residents, playing with kids and generally keeping tabs on what was happening. As a member of the community, he was seen as a friend, since his children played with all the other children and were participants in the Youth Safe Haven.

The regular assigned police officer split his time between mentoring the youth and conducting problem oriented community policing. Residents knew that either of these officers could be called upon to help or to merely listen.



Funding

Funding for the program, as seen in Table 2, does not reflect the substantial amount spent on the building expansion, nor does it reflect the contributions made by the school district in support of the second site, including space, utilities and teachers.

Table 2. Funding for Seymour Osman Youth Safe Haven

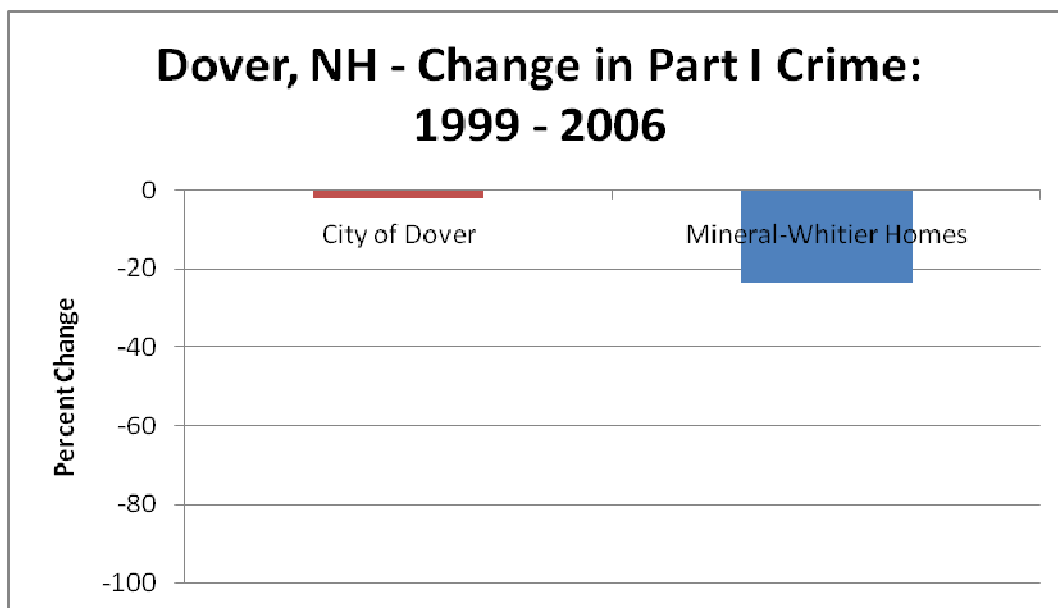
Funding Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9
Foundation	\$37,500	\$100,000	\$100,000	\$170,000	\$168,000	\$170,000	\$216,000	\$218,614	\$218,614
Local	\$62,500	\$263,709	\$257,000	\$130,000	\$129,000	\$131,000	\$130,000	\$130,000	\$130,000
Total	\$100,000	\$363,709	\$357,000	\$300,000	\$297,000	\$301,000	\$346,000	\$348,614	\$348,614

EVALUATION

Crime

The Youth Safe Haven – Police Ministration model is so much more than just a typical youth development program because of the involvement of the police. In Dover, the police were active from the very start. In fact, the Police Chief was a driving force behind the program. Figures 2 and 3 below show the impact of community policing on crime in the Mineral-Whittier Homes area, compared to the city of Dover as a whole. Note that over the seven-year period, Part Iⁱⁱⁱ, serious crime decreased more than five times more in the service area than in the city.

Figure 2. Change in Part I Crime



From the perspective of the program, change in Part II, less serious crimes, may be more important, for these are the crimes more often committed by youth, particularly teens. Simple assault, intimidation, and vandalism are among the Part II crimes. So too are drug crimes. While

the difference in change between city and site are not as great as they are for Part I crime, a significant increase in the percent of the youth population aging into their high-risk teen years accounts for much of the remaining Part II crime.

Figure 3. Change in Part II Crime, 1999-2006

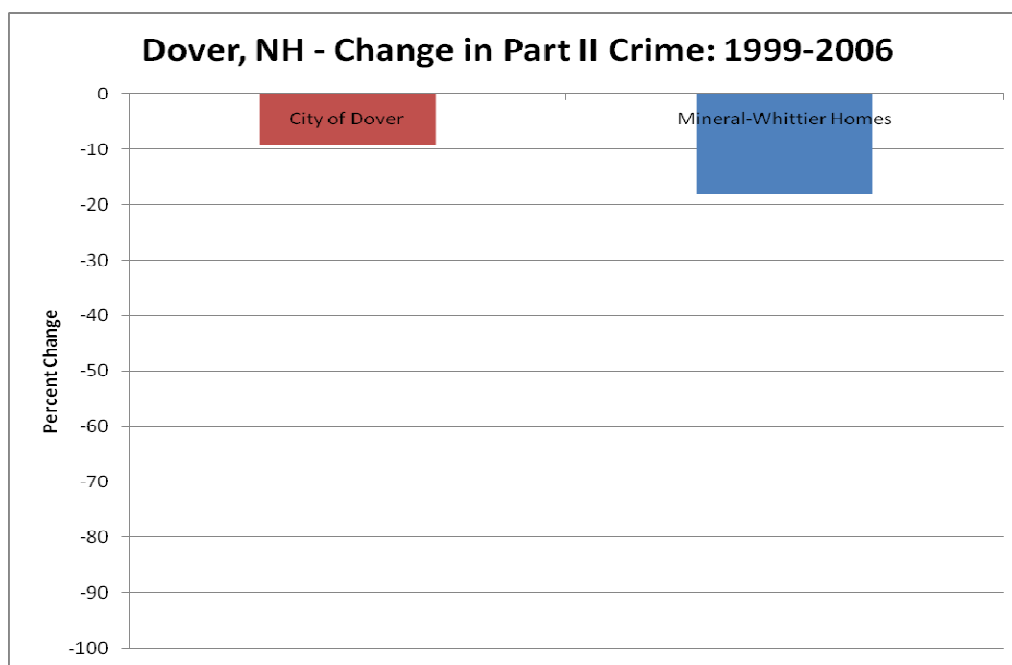
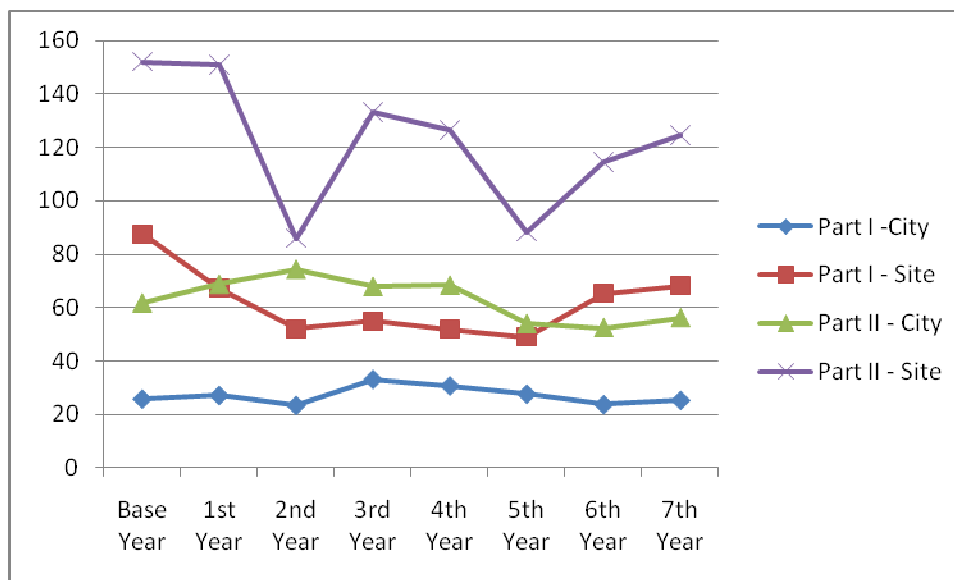


Figure 4. shows the pattern of change in both Part I and Part II crimes for both Dover and Mineral-Whittier Parks. Perhaps the most significant trend is the seemingly extreme fluctuation in Part II crime at the site. This is due in large part to the relative small size of the community and the impact of only a few incidents on the rate. Note however the impact that a change in the age structure has. Because of the relative safety and the cost of renting in the private market, families remained at Mineral-Whittier for long periods, their children aging and becoming more susceptible to criminal involvement as they did. It should also be noted that much of the increase in Part I crime over the last two years was associated with bicycle thefts, many by non-residents.

Figure 4. Pattern of change in Part I and Part II Crime Rate (per 1,000 persons) for the City of Dover and Mineral-Whittier Parks



Grades, Absences and Tardiness^{iv}

Grade improvement is not merely a matter of getting homework done properly. A key to helping youth improve their grades is getting them to develop good educational habits. Showing up every day, being on time, getting the correct information about homework, behaving properly and turning in homework on time are all critical for good grades.

Participation in Youth Safe Haven appears to have a positive impact on school attendance and tardiness, which, when combined with complete homework and test preparation, translates to improved grades. In the first full year of participation in the Dover Youth Safe Haven, absences decreased by 29 percent and tardiness decreased by 28 percent. Further, absences and tardiness remained low, and even decreased further after the first year, though not significantly.

Short-term Grade Change

Ideally, an after-school program will have a positive long-term impact on grades, as youth become familiar with program expectations and staff develop a good working relationship with school administrators and teachers. Table 3 presents the pattern of change in grades over the seven years that grades were tracked. Note that the first year was only five academic months, and most of that time was getting the program going. The first full year saw almost 46 percent of all participants getting better grades at the end than the beginning. While it might appear that each subsequent year was less successful, in reality, as the grades improved, it became increasingly difficult for youth to improve further.

At the time of the grand opening, a C average was probably the goal of many participants. By 2004, parents had begun to have higher expectations, as suggested below in the discussion of the focus group results. As and Bs were now seen as possible for most of the youth, and the youth were beginning to live up to the expectations.

Table 3.

Period	Decrease	Same	Increase
2000-01	68.4	31.6	0
2001-02	37.7	44.3	45.9
2002-03	20.3	43.5	36.2
2003-04	16.5	48.7	34.8
2004-05	5.8	78.8	15.4
2005-06	9.6	68.1	20.4
2006-07	13.4	61.2	25.4

Elementary Grades

Despite the problems of analyzing grades over more than one year, as discussed in endnote iv, it was possible to demonstrate the change in grades over two periods, 2000-2004 and

2002-2005. Table 4 presents the results of this analysis, showing the effectiveness of the program, particularly over the period of at least three years. Note that while nearly two-thirds of the program youth improved their grades, a comparison group of 50 youth only had 28 percent with improved grades.^v

Table 4. Grade Change, 2000-2004 and 2002-2005

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Dover, 2000-2004	22	18.2	63.6
Dover, 2002-2005	37	18.7	64.9
Comparison Group, 2005	50	64.0	28.0

One key to the improved grades was a good relationship between the program staff and school administrators and teachers. This was a relationship which had not existed before. By verifying that the participants were not only doing their homework correctly, but doing the correct assignment and actually turning their work in, the youth benefitted. Further, the staff developed a relationship with the school that opened the door to them participating in meetings, when parents either wouldn't or couldn't, or felt they needed someone to be with them as they interacted with the school. Traditional mentoring models would argue that mentors should not substitute for parents, but the Foundation has found that often staff or volunteer mentors are all that students have when they interact with organizations such as schools.

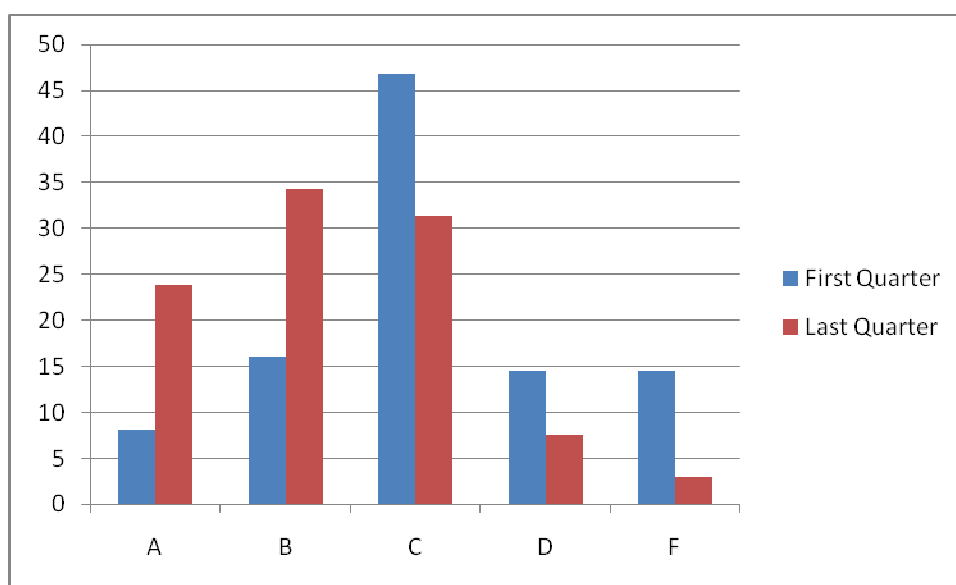
Middle School Grades

Dover is the only site with a sufficiently large participant pool to examine the grades of those youth in middle school. By Spring of 2007 there had been 67 youth who had participated

in the program for the full three years of middle school. That these youth stayed in the program speaks well of the programmatic offerings that held their attention beyond elementary school.

Figure 5 presents the change in the distribution of grades from the first quarter of middle school through the final quarter of the third year. Note that for the first quarter, the distribution appears reasonably normal, with nearly half the students having a C average and the percent with B and D averages being close to equal. By the end of middle school, the modal group is now those with a B average, and fully 58 percent have either an A or B average. Only about 10 percent have either a D or F.

Figure 5. Middle School grades of program participants, student's first and last quarter.



Focus Groups

The results of eight community focus groups over a three year period (2003, 2004 and 2006), suggest several things about the role of the Youth Safe Havens in the community. Most important was that all the parents in the focus groups said that their neighborhood had gotten better since the Safe Haven-Ministation program started. They felt that the program had

positively affected their long-term decision-making. Without the program, the children would eventually go back to the negative behaviors they had engaged in before the program began.

Because the parents have gotten to know each other through the program activities and their children, the residents were more likely to look out for each other. This led to parents feeling an increased sense of safety in their neighborhood. Children reported liking the neighborhood more since they started attending Safe Haven activities. This is because the neighborhood is safer. Now, their parents will allow them to spend time with their friends outside the home, because they do not fear them getting into trouble as they once did. The parents also allow their children to play further from home, a privilege the children truly enjoy. Parents also commented that the Safe Haven program is reducing crime by teaching children to deal positively with confrontation.

With regard to grades, parents indicated that they and their children had higher expectations, now that grades had begun to noticeably improve. They also felt good having staff attend parent-teacher conferences. They felt that the staff were good advocates for their children.

The surprising consistency in responses over the three-year period suggested that the community had a degree of stability. In the first focus groups, the participants made numerous comments regarding events of the past: hard feelings about other residents, problems with housing officials, problems with teachers and problems with the police. They then acknowledged that things had changed. In subsequent focus groups with parents of participants, other community members and even outsiders who worked with residents, the past was forgotten. It was only the present and the future that were of any concern. Based on the improvement in their lives, the focus group participants seemed to have a positive view of their lives in the future.

Perhaps the most telling thing that happened was when the police officer joined the group toward the end of the last focus group and several residents either shook his hand or even hugged him.

MANAGEMENT

The strength of the management in Dover was a key factor in the programs growth and success. The director, backed by the Housing Authority and the Police Chief, was able to focus on the youth. Only later, after the program was well established and accepted by the community, did the director shift her focus to bringing in additional resources, which allowed the program to grow.

After five years, the first director resigned, to take a job elsewhere. Having a talented staff, with whom community members could relate, the transition to new management occurred with little if any disruption in programming.

2.

***NADEAU HOMES YOUTH SAFE HAVEN
AND THE SOMERSWORTH POLICE***

The Youth Safe Haven in Somersworth was initially intended to serve a small and stable public housing area, located some distance from the main part of Somersworth. Because of the small size and location, the program opened its doors to youth in the neighborhood around the public housing, as well as residents. Initially, those living in private housing were reticent to allow their children to participate. The early success of the program and the friendships that existed among the youth allowed neighbors to begin seeing the benefits of the program for all the youth of the area and for the local community.

The facility, though small, was used to great advantage and the youth had access to a small gym, just a block away, for recreational activities. In addition to two full-time civilian staff and a police officer, they had a National Guardsman and either a Vista or Americorp volunteer, usually one of each. They also attracted a variety of volunteers, giving the site an excellent child to adult ratio. Unique to the several Youth Safe Haven sites operating at the time was having two of the staff living in the housing area.



Nadeau Homes Youth Safe Haven

THE SOMERSWORTH REPLICATION AND ITS FUNDING

More than any other site operating at the time, Somersworth focused on academic success. To assist youth in maintaining good grades, an intensive Homework Lab program operated each afternoon from 2:30- 4:30. Youth completed their homework alongside their friends with the support and guidance of the staff. Youth were encouraged to attempt completing their homework on their own, but if assistance was required, the staff and volunteers provided one-on-one help for each child. Homework was checked for accuracy each day as completed, by a staff member or volunteer. This careful review of the assignment and the youth's work helped to ensure that the child was completing the work properly and comprehending the lessons. The fact that all of the other program activities became accessible only after homework was completed and reviewed by a staff member helped motivate youth not just to do their homework but also to do it well. These basic steps, which were followed every day, let the youth know that the program expected a high level of quality and effort for their work, and helped them to do their best.

Through their attendance at the Youth Safe Haven, and completion of their homework, the children gained access to workshops, special classes, the arts, team games, and physical activities that were not available elsewhere in the community. The Somersworth Youth Safe Haven collaborated with area organizations to create targeted classes and workshops to improve the youths' life skills. Workshops covered topics such as personal hygiene, dental care, bullying, girl's empowerment, and more.

The Somersworth Youth Safe Haven also exposed youth to area cultural activities, thus teaching the youth appropriate social behavior in various settings. The youth in the program were exposed to music, theater, community service events and other happenings, sometimes for

the first time in their lives. Summer trips to the shore, winter trips to the mountains for sledding, trips to minor league games and an annual trip to see the Red Sox play in Boston were highlights of the year.



Program Success and Expansion

As so often happens, success comes with a price. While many youth programs lose participants as they get older, Somersworth, like all the Eisenhower Foundation programs in New Hampshire, remained attractive to older students through creative programming. This necessitated expansion, to provide the different age groups with their own spaces for activities. Fortunately, the management of the Youth Safe Haven was able to solve the problem. The facility was doubled in size through the addition of a portable classroom that was obtained from a rural school district. The only costs for the expansion was the cost of getting the building moved to the site, the cost of footings for the building and the cost of getting the building hooked to utilities. All funds for the expansion were leveraged from local sources.



The Addition

Police

The City of Somersworth had relatively low pay for police officers, relative to other cities in the area. For that reason, the police department had a difficult time maintaining a full complement of officers, particularly experienced officers. It spoke well of the success of the Youth Safe Haven - Police Ministration program that despite the chronic shortage, the police department found the resources to keep an officer involved with the program. The value of this contribution could be seen in the positive attitudes that the families felt toward the police, and the lower crime in the area (see below).



Funding

Table 5 shows the stability in funding allowed the program to succeed. As with Dover, these numbers do not include the value of the school building that was donated, nor the value of the improvements necessary for this new facility to be used.

Table 5. Funding for Somersworth Youth Safe Haven

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
Foundation	\$42,500	\$97,000	\$97,000	\$97,000	\$97,000	\$122,704	\$122,954	\$113,000
Local	\$49,000	\$144,000	\$147,342	\$97,866	\$144,050	\$146,880	\$149,818	\$152,000
Total	\$91,500	\$241,000	\$244,342	\$194,866	\$241,050	\$269,584	\$272,772	\$265,000

EVALUATION

Crime

Part I, serious crime dropped by over half (52.2 percent) in the City of Somersworth (see Figure 6 below) during the period from 2000, the year before the program started, and 2006. During this same period, Part I crime dropped by 91.7 percent at A.J. Nadeau Homes. In reality, Part I crime was generally so low in Nadeau Homes that in 2006, there was only a single serious crime, an aggravated assault involving an outsider.

While this drop in serious crime is impressive, the true strength of the program is seen in the drop in less serious Part II crime, including simple assaults, intimidation, and vandalism, which is often committed by teens and young adults (see Figure 7 below). In the city, Part II crime actually increased during the period, while at Nadeau Homes it decreased by 61.2 percent.

Figure 8 presents the pattern of change in crime for the site and the city. As with Dover, the wide fluctuations in Part II crime at the site are a combination of both the small size of the population and the aging of the youth.

Figure 6. Change in Part I Crime, 2000-2006

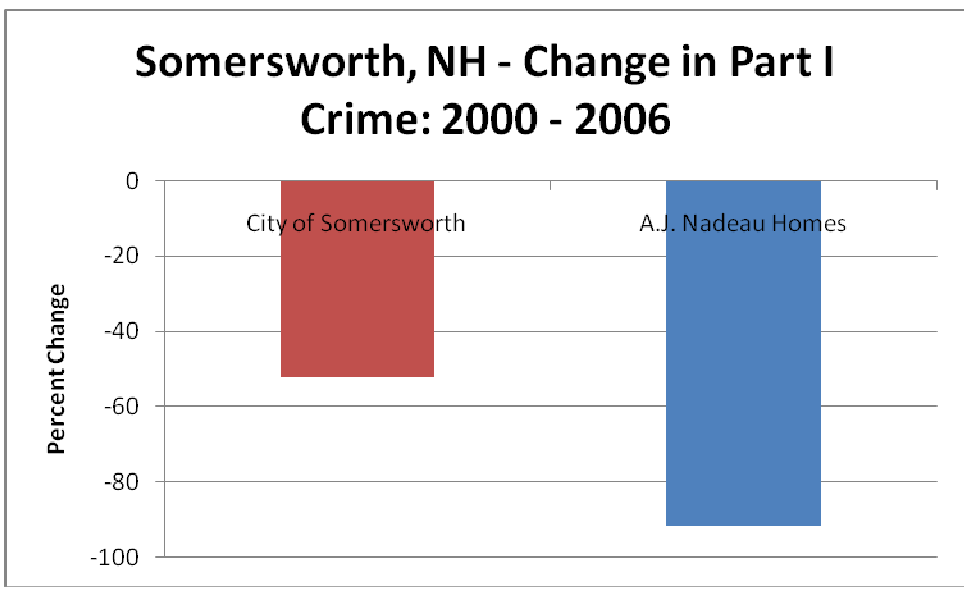


Figure 7. Change in Part II Crime, 2000-2006

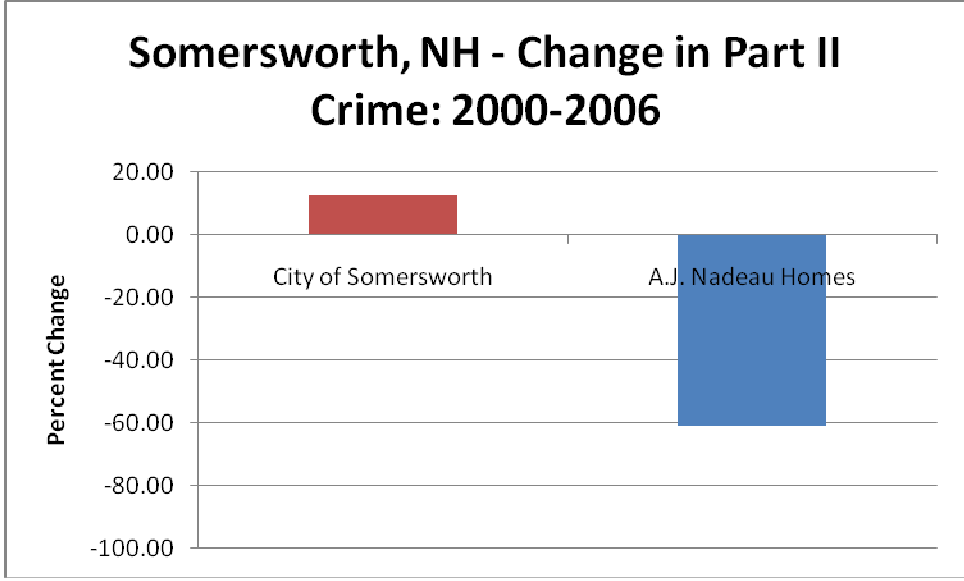
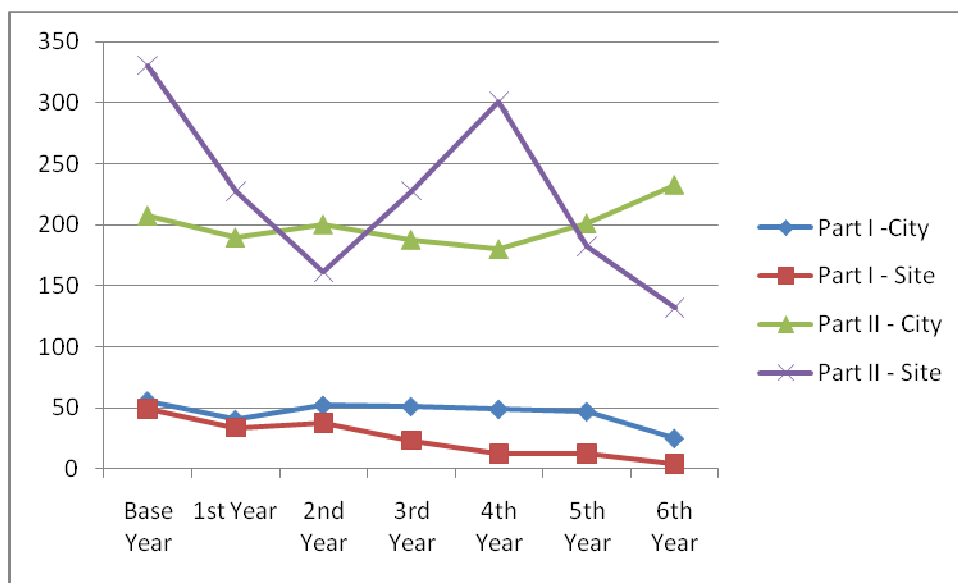


Figure 8. Pattern of change in Part I and Part II Crime Rate for the City of Somersworth and Nadeau Homes



The true significance of the decline in Part II crime is complicated. Consider that Nadeau Homes has a very stable population. Few residents move, meaning that the number of teenagers increased over the six year period. Since teens are more likely to commit crimes, the at-risk population was in fact increasing at the very time crime was decreasing. This suggests that the program and community policing were having a greater impact than suggested by the positive statistics.

Grades

Examining cohort grades over two different time periods 2002-2005 and 2004-2007 (see Table 6 below), it can be seen that the intensive focus of the program on grades had a very significant positive impact.^{vi} One real strength of the Somersworth program was having an Assistant Director, later Co-director who was skilled in math. His life partner was a talented

writer. Between the two of them, all questions in math and language arts could be accurately answered.

Table 6. Change in Grades, 2002-2005 and 2004-2007

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Somersworth, 2002-2005	14	21.4	64.3
Somersworth, 2004-2007	23	21.7	60.9
Comparison Group, 2005	25	51.2	31.7

The 'SAFE' in Youth Safe Haven

The Foundation, with the assistance of the University of New Hampshire, developed a database system, which as implemented in Somersworth, provided the Foundation with more information than was available from any other site. Because of this, it was possible to demonstrate an interesting factor behind participation.

All 59 participants were at-risk because of factors in the community: poverty, crime, drugs, living in single parent households, and other typical factors. Because of excellent recordkeeping and cooperation among the site staff, the police and the housing authority, it was possible to identify 11 of the 59 participants of being at-risk because of their home situation, beyond the issues of the community in general. Among the factors used to label these 11 children were the number of police calls to the house for domestic and other disturbances. After being identified, the site staff noted that these 11 seemed to be among those most likely to be at the Youth Safe Haven on a regular basis.

To examine the possible relationship between at-risk status and participation, a simple correlation was computed between the number of days in a year that each of the 59 children participated and whether they were labeled at-risk (1) or not (0). The relationship between days of participation and the binary variable of being at risk was significantly high ($r = .747, p < .001$). This means that 56 percent of the variation in the participation rate is accounted for by being at-risk. When their grades were examined statistically, the program had little effect. In substantive terms, this suggests that the at-risk children saw the Youth Safe Haven as just that, a SAFE place to be.

Everyone who has taken a child psychology class is aware of Maslow's Hierarchy of Needs, which states that only basic physiological needs (food, water, shelter) are more important than safety. Social needs, the third level in Maslow's model, are also met by the Youth Safe Haven programming^{vii}. So, in conclusion, Youth Safe Haven not only helps grades for most children and reduces crime, they help satisfy fundamental needs of the most at-risk young participants.

As an addendum, it should be noted that of the children whose grades dropped in each of the two cohorts, five were among the eleven at-risk, each from homes with multiple police calls to the home and each in homes with at least one adult or older sibling having a major psychological diagnosis (bi-polar or serious depression), requiring medication.

Focus Groups

The program was well developed when focus groups were held during the Winter of 2003 and Fall of 2004. The desire was to get feedback from the children, parents, staff and community members regarding the program.

Unfortunately, due to a 24” blizzard at the time of the 2003 site visit, focus group attendance was very sparse, and data collected were very incomplete. However, the focus group held in the Fall of 2004 offered the same insights, suggesting that despite the small number of participants in 2003, their voices represented the community. The focus groups held in 2003 and 2004 both emphasized the improvements that had occurred since the inception of the YSH, and the relative quality of life in the area.

Because the parents had gotten to know each other through the program activities and their children, the residents were now more likely to look out for each other. This led to parents feeling an increased sense of safety in their neighborhood. The parents allowed their children to play further from home, a privilege the children truly enjoyed. In fact, the public housing area and the surrounding area were seen as a safe zone in which children could freely play. Even bullying was dropping. To quote one second grader, “we don’t get thrown into snow drifts as much.”

While getting thrown into snowdrifts in New Hampshire can hardly compare with being shot at in Baltimore, it points to the efficacy of problem oriented community policing, which attempts to address big issues by taking small issues seriously. By standing near the path that the children walked from their school to the housing area, the police officer protected the youth, and in so doing gained their trust. When the youth had more serious problems, hopefully they would be more likely to seek help from the man who had protected them from bullies.

The adults and older children reported that they were much more likely to report crime to the police, while in the past they were more likely to deal with it on a personal level, causing friction in the community. Even the younger children felt comfortable talking to the assigned police officer or the National Guardsman, who many treated as if he was a police officer.

Adult residents were happy with the programs and what they brought to the community. They stated their appreciation for the funding from Eisenhower going towards prevention efforts, because they felt that was what was best for their children. The Safe Haven program had an adult participation component that was highly regarded and appreciated by its participants.

MANAGEMENT

Somersworth went through two management periods. In the first, there was a single program director who oversaw all aspects of the program. She was assisted by a program coordinator, a Vista volunteer, a police officer, a National Guardsman and volunteers. When she left, management was split between two individuals, acting as co-directors. One focused on the youth programming and the other on the financial management tasks. An Americorp volunteer also participated by working as a grant writer.

This co-directorship approach had both strengths and weaknesses. Perhaps the greatest strength was having a clear division of labor based on the strengths of the two individuals. The main problem was not having a single individual to make decisions. Decisions were simply made by who ever was present at the time.

Nevertheless, the partnership did not lead to problems that adversely affected the program and delivery of services to the youth.

3.

***ROCHESTER YOUTH SAFE HAVEN AND
THE ROCHESTER POLICE***

Among the Eisenhower Foundation replications that began operating circa 2000, several show the benefits that come from strong management and dedicated staff. Perhaps nowhere other than Rochester is there an example of a site that nearly failed, only to have new management turn the site around in literally a few of weeks. Rochester also provides an excellent example of how different management styles can be successful.



Rochester, like all the other sites in New Hampshire and Columbia, SC, was expected to serve the children of a public housing area, in this case Cold Springs Manor. As noted in Chapters 1 and 2 the Dover program expanded very early to serve many children not in public housing and Somersworth needed children from the surrounding private housing to fill the 50 slots stipulated in the program workplan and contract. In its earliest months, Rochester struggled to recruit enough children. Reaching out to surrounding housing was not an option, because unlike Somersworth, where the private housing residents were unsure of the public housing residents, in Rochester the opposite was true, residents didn't trust those in surrounding private housing, because of alleged drug activities.

THE ROCHESTER REPLICATION AND ITS FUNDING

The facility housing the program did not help. A single building housed a day care facility, Head Start, a Laundromat and the centralized mail boxes, leaving the Youth Safe Haven with an L-shaped room that held both a small office for the police officer and a medium sized

room for the program. A single stall restroom was also available. With little space and leadership that did not reach out to gain support for expanding the facility, the program struggled, providing management of the Housing Authority with little reason to provide additional resources.

By winter of 2002-2003, attendance was as low as seven children on some days, with only 13 children actively participating. When a Foundation consultant arrived to evaluate the situation, it was found that there was a conflict between the program director, whose grandchild attended the program and was seen as a problem, and many parents, who felt that the program offered nothing of value for their children. However, Housing Authority management had already identified the problem and despite some opposition, had begun removing the Laundromat and mailboxes, so that the program could provide separate space for younger and older children. They had also hired a new director, a recently retired Air Force officer with a background in logistics. In a very short time, and with assistance from the police officer, she had extended the hours of the program, reached out to the youth and the families of the community, opened up participation to the friends of current participants and was serving over 30 children on a typical day.



When her commitment of a single year ended, she was replaced by a recent college graduate with a background in youth development, who was able to further expand on the successful foundation that had been laid. Over the next two years, the program had:

- received unlimited access to the National Guard armory a short distance from the site,
- a playground that had been exclusively for Head Start was opened to the program,
- the Housing Authority had listened to comments made at focus groups and had constructed a skate park,
- a two bedroom apartment had been provided for the police and civilian staff as offices and counseling rooms,
- the program was the first Foundation program to recruit college interns (from the University of New Hampshire), who received college credit for their work with the youth,
- the program had attracted a large number of volunteer mentors, including a retired engineer who worked intensively on math skills,
- had been allowed to expand into the Head Start space, with a commercial kitchen, and
- a separate computer room had been created and was staffed by volunteers that could help the youth with projects.



The program had also become so successful that it was decided that if additional funding could be obtained, a second location would be opened. Unfortunately, after renovating a space at another location, funding was not available to begin the new program.

Funding

At no other site will one see a local commitment to turn a program around like the local funding provided in Year 4 in Rochester. While the program seemed to be failing, through the efforts of many who believed in the program, including the assigned police officer, the Housing Authority invested in the program by expanding and improving the facility, while also adding funds to hire a new and more expensive director, who turned the program around.

Table 7.

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
Foundation	\$97,000	\$97,000	\$97,000	\$97,000	\$97,000	\$97,000	\$115,030	\$112,704
Local	\$55,000	\$71,800	\$71,779	\$288,300	\$206,300	\$206,300	\$206,300	\$206,300
Total	\$152,000	\$168,800	\$168,779	\$385,300	\$303,300	\$303,300	\$321,330	\$319,004

EVALUATION

Crime

The figures below (Figure 9 and 10) show the impact on crime that can be attributed in large measure to community policing in the area. The actual number of Part I (major) crimes has always been low at the site, but jumped somewhat in 2001 and 2002. 2003 saw the number drop to zero, and the number stayed at 0 for 2004, an impressive accomplishment. Part II (less serious) crimes had increased significantly the year prior to establishment of the YSH, but at the end of the analysis stood at a six-year low. Further, the number of crimes dropped significantly between 2003 and 2004.

Figure 9.

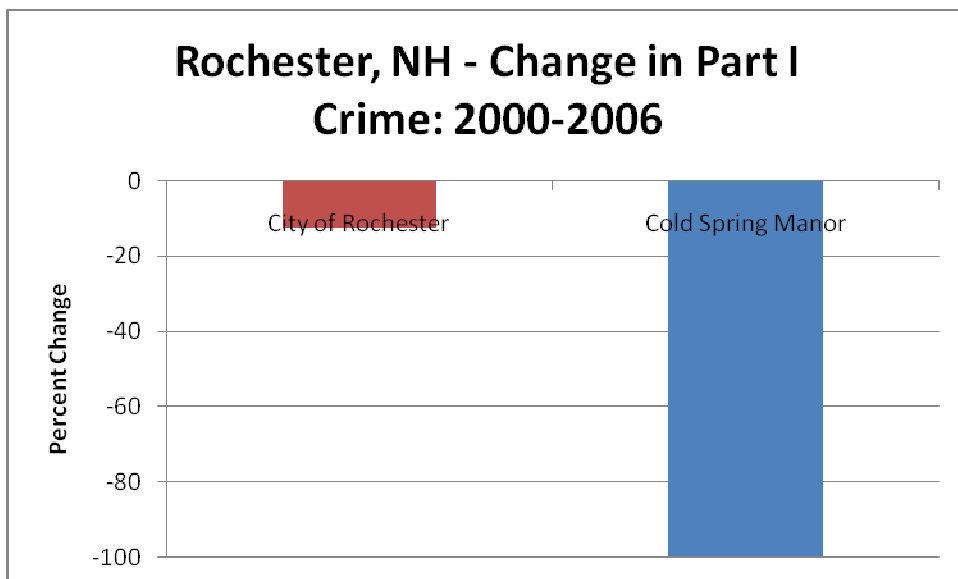


Figure 10.

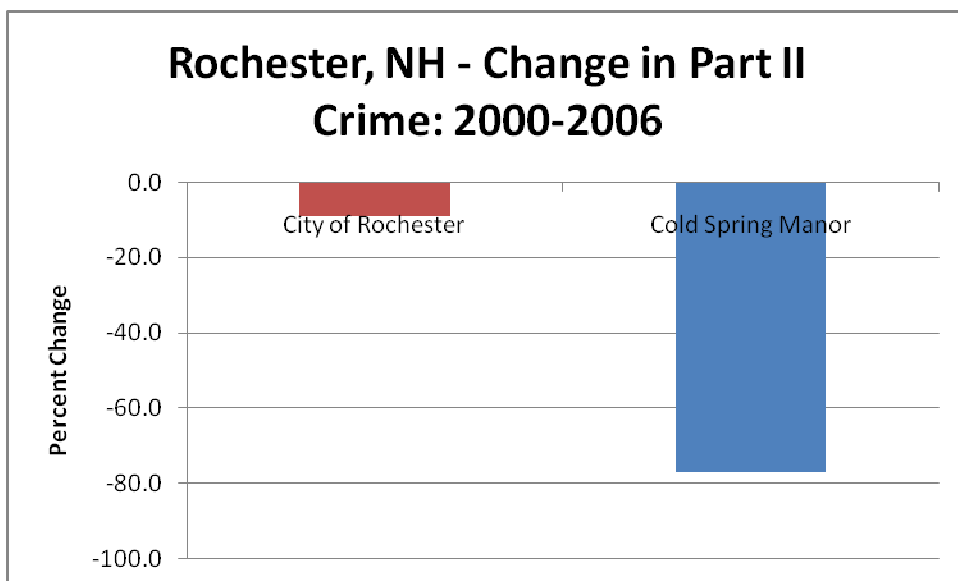
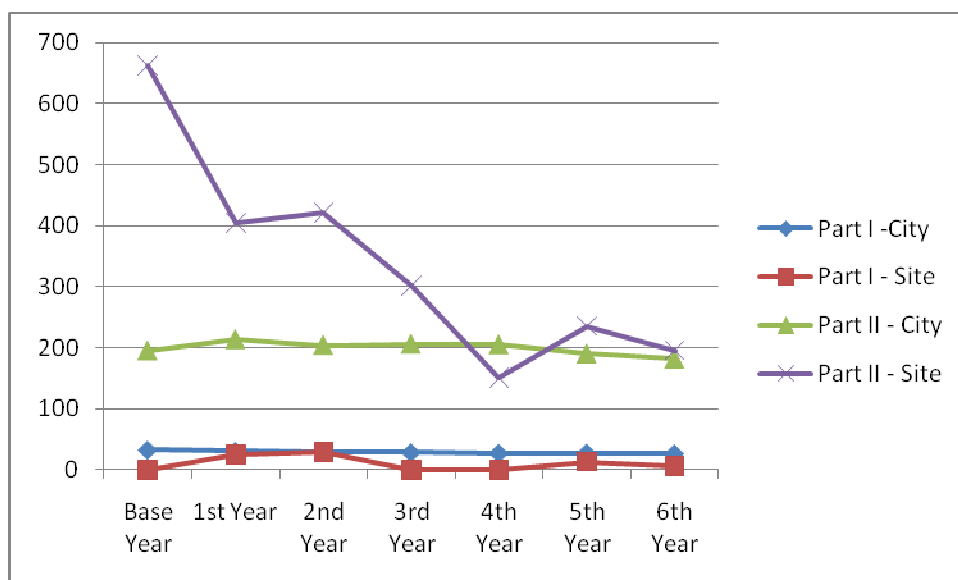


Figure 11. Pattern of change in Part I and Part II Crime Rate for the City of Rochester and Cold Spring Manor.



Grades

Twenty-three children were included in the cohort grade analysis. They were members of the Safe Haven program from at least 2002 to 2005, and were in grade 3, 4 or 5 in 2002. By the end of the three year period of analysis, 60.9 percent had improved grades, while only 21.7 percent (N=5) had seen their grades drop. Of the five whose grades dropped, three had catastrophic drops that suggest life events that would have probably been beyond the capacity of the program to remediate. This is consistent with the drops observed in Somersworth, where documentation clearly showed probable causation. Such documentation was not available for the children in Rochester.

Table 8. Change in Grades, 2002-2005.

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Rochester, 2002-2005	23	21.7	60.9
Comparison Group, 2005	25	63.3	24.1

Focus Groups

The focus groups conducted in both Fall 2003 and 2004 suggested overwhelmingly positive perceptions of the Safe Haven-Ministation program and the role of the community police officer. This was in stark contrast to perceptions in February 2003, when it wasn't even possible to get a group of more than three individuals to voice their feelings.

First, all the parents in the focus groups said that their neighborhood had gotten better since the Safe Haven-Ministation program started. They described the enthusiasm with which the programs started, the first year of success, the near failure of the program and its resurgence. They felt that the program was positively affecting the children's long-term decision-making, a sentiment that is repeated at almost all sites. They also felt that without the program, the children would eventually go back to the negative behaviors they had engaged in before the program began.

As with the other New Hampshire sites in the area, the parents had gotten to know each other through the program activities and their children. The residents acknowledged that they were more likely to look out for each other and had something resembling an unofficial

neighborhood watch program in effect. This led to parents feeling an increased sense of safety in their neighborhood.

At the risk of sounding redundant, since both Dover and Somersworth respondents made the same comments, children reported liking the neighborhood more since they started attending Safe Haven-Ministation activities. It was safer and therefore parents allowed their children to spend time with their friends outside the home. The parents also allow their children to play further from home.

Second, the adults in Rochester have come to depend on the Safe Haven-Ministation programs. Many of the residents are single mothers, and Safe Haven allows them to work later hours without worrying that their children might be at home alone, or worse, out on the streets. They were confident that without the Safe Haven program, their children's behaviors would be worse. They particularly commented on improved comments from teachers.

Parents emphasized that the program teaches the children positive behaviors and that children learn to stand up for themselves, which increases their self-esteem. Discussion is taught as the way to resolve conflict; without such teachings, according to the participants, there would be much more violence in the neighborhood.

The parents are especially appreciative of the homework lab component of Safe Haven. The residents are impressed by Safe Haven's capacity to teach values that are consistent with their own. Parents describe the program as "a place that keeps people well-educated."

MANAGEMENT

There were four management periods in Rochester, each demonstrating the benefits and weaknesses of particular styles. First, there was a program director with a youth development background. Under her leadership the program developed as expected, particularly given the difficulties associated with the facility that housed the program. When she left, management was turned over to a resident with a grandchild in the program. Despite having a big heart, she lacked the skills necessary to run the program, leading to a significant drop in participation.

The Housing Authority found a good replacement in a retired Air Force officer, who got the program back on track, financially stable and in an improved facility. However, she lacked the skills necessary to attract a full complement of kids. The fourth and final director was a recent college graduate who had both the technical knowledge and the interpersonal skills to attract kids, attract supporters and manage the program. Under his leadership the program outgrew the facility, which was then expanded to hold all the youth. A program that typically attracts about 60 percent of participants on any given day was now experiencing participation rates of over 100 percent, as children brought their friends.

4.

***TREE STREET YOUTH SAFE HAVEN
AND THE NASHUA POLICE***

Unlike the other sites in New Hampshire, the Youth Safe Haven in Nashua only operated for two and a half years. It was also unlike other Safe Haven sites in that it served a very diverse population. Partners in this program included the Police Athletic League, Public Housing Authority, New Hampshire National Guard, and Nashua Public Schools. In addition to the resources available through Eisenhower Foundation funding, they acquired a van for transportation, local funds for a library and part-time librarian, and support from the local food bank.



THE NASHUA REPLICATION AND ITS FUNDING

The program was actually layered on top of an existing Police Athletic League (PAL) program, which provided only recreational activities for youth of the ‘Tree Street’ community. This area included both public housing and low income (not Section 8) housing. Most of the youth in the area were recent immigrants from a wide variety of Latin American, Eastern European and Asian countries. The parents of the children generally had little concept of American culture, schools, police or societal norms, though they made earnest efforts to adapt.



From among the many youth who came to the PAL facility after school and on weekends, 50 were chosen to participate in the Youth Safe Haven programming. They received snacks, homework assistance, academic remediation, access to computers and opportunities to participate in a variety of community, cultural and sports events, including trips to see professional baseball games and occasional trips to the shore.

Unlike many residents of Nashua who commuted to Boston, many of the parents worked at local businesses, including the Batesville casket company, across the street from the Safe Haven. Due to its closure, many of the program youth left the area, reducing significantly the number who could be tracked to see the impact of the program on grades and more generally on crime.

As Table 9 suggests, Year 1 was actually half a year and Year 4 was funded at a reduced level to provide a gradual transition for the youth who had become comfortable with the program.

Table 9. Program Funding

Source	Year 1	Year 2	Year 3	Year 4
Foundation	\$50,000	\$75,000	\$100,010	\$27,500
Local	\$52,050	\$104,100	\$104,100	\$52,050
Total	\$102,050	\$179,100	\$204,110	\$79,550

EVALUATION

Crime

Changing patterns of crime are always difficult to understand, and events in the Tree Street area of Nashua further complicated the analysis. The closure of the Batesville Casket factory had an unknown impact on crime in the area. Certainly, the abandonment of the facility and the loss of jobs should have a negative impact on crime (causing an increase). Further, there is generally an increase in reported crime when Youth Safe Havens are in their early stages.

Given the short duration of the program and the significant economic change, it was not possible to systematically analyze the crime data for the area. However, anecdotal information from the officers who serve in the area suggests that there was surprisingly little change that might be attributed to the factory closing, perhaps in part because of the large number of people who left the area.

Grades

While crime may not have changed, grades did. Table 10 below presents a basic analysis of change in grades for various periods. Note that for the period 2005-2006, half of the 34 participants who were in the program for the full year saw their grades increase. This did not occur in 2006-2007, possibly because of economic events surrounding the Batesville Casket factory closing, which affected some families, either directly or indirectly. Despite this downturn, grades for the 13 youths in the program for the full two years were generally good,

with almost half (46.2%) improving. It should be noted that all of the youth in this cohort were either immigrants or the children of immigrants, with all speaking a language other than English at home.

Table 10. Change in Grades, 2005-2006, 2006-2007 and 2005-2007

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Nashua, 2005-2006	34	29.4	50.0
Nashua, 2006-2007	39	30.8	12.8
Nashua, 2005-2007	13	30.8	46.2
Comparison Group, 2005-2007	75	68.0	28.0

The success of the program is further highlighted by the performance of the youth, relative to a crude comparison group. Academic records of 75 youths of similar age and grade, were obtained from the schools attended by the participants. These comparison youth did not represent only at-risk youth, but rather a snap-shot of the schools as a whole. Note that for any period, just over one-quarter of the students had an increase in grades, and consistently more than 50 percent saw their grades decline.

MANAGEMENT

Over the two and one-half years of the program, there were two different, but equally capable directors. The first was probably best qualified for getting the program going, and the second was quite adept at working directly with the youth, having previously run a Boys and Girls Club.

The original director was more mature and worked well with city officials and potential funders. She was also good at working with the Housing Authority, which was not fully supportive of a program that served public housing residents, but was not actually in a public housing area or overseen by the authority.



COLUMBIA, SOUTH CAROLINA

Columbia, SC is the state capital and home to the University of South Carolina, with over 27,000 students. In addition, it is home to Benedict College, the nations 4th largest Historically Black College or University; Allen College, built in 1870 to educate freed slaves; Midlands Technological College, with 11,000 students; as well as other small liberal arts colleges. It is also the home of Ft. Jackson, a large Army training base. With enlightened leadership from the police, Columbia was an ideal location to implement multiple Youth Safe Haven programs, to benefit residents of several Public Housing Authority areas, and a private residential area with serious crime and drug problems. By 2001 the Kobans of Columbia were recognized by Time magazine as “An obscure Japanese import --- racing across America -- reducing crime and increasing safety along the way.”



TIME

April 20, 2001

Kobans and Robbers

By Barry Hillenbrand

Charles Austin (pictured above), the Columbia Police Chief, who would later become the City Manager, was an early participant in both the visits to Japan and the transplanting of the

Koban concept to the United States. The first Youth Safe Haven-Police Ministation, known locally by the Japanese term Koban, was opened in 1995. The following year, the longest running Koban of all Foundation replications was opened in Gonzales Gardens. During the first five years, programs were added in Hendley Homes and Saxon Homes, but both were closed when the Columbia Housing Authority choose to demolish those housing areas. They were replaced by Kobans in Latimer Manor and Allen-Benedict Homes.

The several long-running programs in Columbia have seen considerable change during the reporting period. Most significant has been a high degree of staff turnover and the addition of Community Safety Officers. While it is not possible to fully document the impact of either, there are indicators that suggest the implications of both, discussed below.



Columbia Kobans

The following site descriptions begin with Gonzales Gardens, the longest running Youth Safe Haven in Foundation history. In operation for ten years, it's ups and downs provide insight into the barriers and challenges that a program can face. Following the discussion of Gonzales Gardens is that of Latimer Manor, a program that faced very direct competition from a large Boys and Girls Club facility. This is then followed by Allen-Benedict, a fairly typical site and program.

We conclude this section by covering Lady Street Koban, which is unlike any other Youth Safe Haven, though it is most similar to the Japanese Police Ministation, or Koban, after which the programs get their name.

5.

***GONZALES GARDENS AND THE
COLUMBIA POLICE***

The longest running Youth Safe Haven, having opened in 1996, is the Gonzales Gardens Koban. In February 1998, it was the focus of coverage on ABC World News Tonight, hosted by Peter Jennings.

ABC World News Tonight

With Peter Jennings

February 18, 1998

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 helpers. 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 YARBOROUGH, 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 ong-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.

THE GONZALES GARDENS REPLICATION AND ITS FUNDING



Housed, like two other Columbia Youth Safe Havens, in a three bedroom apartment, it was always cramped for space, but still provided needed services to the youth of the area. In the spring of 2004 the facility had new plantings and painted fencing, courtesy of volunteers from Ft. Jackson, who had adopted the program. The new CSO was enthusiastic, greeting the children as they got off the bus at what was described as having been a “drug infested corner” in the transcript above. In addition to the police ministration next door to the Youth Safe Haven, a second ministration had been added in a more remote section of the large housing complex. This had been necessitated by the perception that there was gang activity in the area, three individuals having been shot at a school, not far from the housing area and tagging visible across the street on private property.

Programs

Over the ten years of its existence, the Koban had served the area’s children with daily snacks, homework assistance, and recreational activities. There was never much creativity in the program offerings, as there had been at other sites, and through the years there had been ups and

downs. But consistently the doors opened at 2:30 to welcome the children, providing a safe place for them to spend three or more hours.

Police

There were two types of police assigned to the Gonzales Gardens area, 1) a problem oriented community police officer and 2) a regular officer assigned to the district, but actually stationed at the Koban. Further, a second mini-station was established in a more remote area to provide protection for what was often described as Upper-Gonzales Gardens.

While there was never a lack of an officer to respond to problems, there was enough turn-over during certain periods to disturb the relationship that officers developed with the residents, many of whom didn't trust police in general.

Community Safety Officers

In 2002, Columbia instituted a Community Safety Officer program. These officers were non-sworn, unarmed and did not have the power to arrest. 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. In their role with the Kobans, they provided homework assistance, facilitated participation and assured the safety of the youths, both between school and Koban and as they departed for home. In interviews, some of the CSOs indicated that they 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. All those interviewed appeared dedicated to their job.

Unfortunately, a CSO, not associated with Foundation programs, was accused and admitted to molesting a child. The news coverage following the incident forced police administrators to temporarily institute a policy requiring all CSOs to be with a staff member

when they interacted with children, and restricted them to public areas. This significantly reduced the multiplier effect that the CSOs previously had. It prevented them from working independently with students, but it didn't reduce their ability to observe and serve as a deterrent to crime.

During a period following the terrorist attacks of 9/11, police were reassigned to protect the capitol and other government facilities until new security measures could be put in place. During this period, The CSOs replaced the police at the Kobans. The impact of this policy will be shown below.



Funding

Table 11.

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Foundation	\$44,275	\$32,000	\$34,000	\$12,000	\$66,666	\$66,666	\$60,500	\$99,780	\$95,000	\$89,000
Local	\$76,962	\$106,667	\$91,814	\$100,000	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000
Total	\$121,237	\$138,667	\$125,814	\$112,000	\$126,066	\$126,066	\$160,500	\$199,780	\$195,000	\$189,000

EVALUATION

Crime

While the children benefited from the safety of the program, the whole community really benefited from the problem oriented community policing. Consider the following two figures.

While crime dropped at all three regular Koban sites, nowhere was the difference more striking than in Gonzales Gardens, where serious crime dropped by 45 percent, while in the city, during the same period, serious crime dropped only about 23 percent.

While the change in less serious Part II crime was not as great, relative to the city, it nevertheless decreased by 45 percent during the ten year period. Combined, these improvements, along with the police further increasing their presence in the area, shows the positive impact of problem oriented community policing. This is further indicated by the findings from a community survey.

Figure 12.

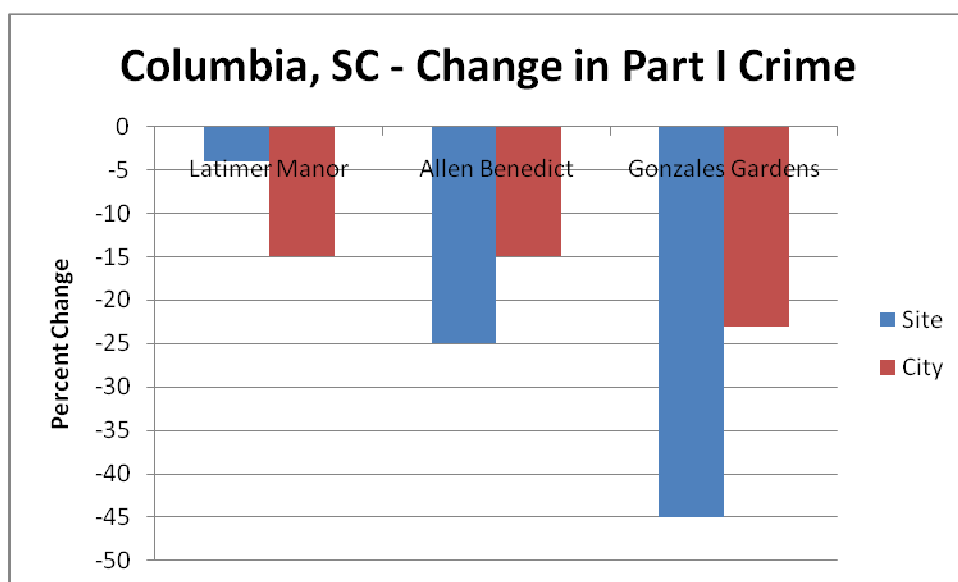


Figure 13

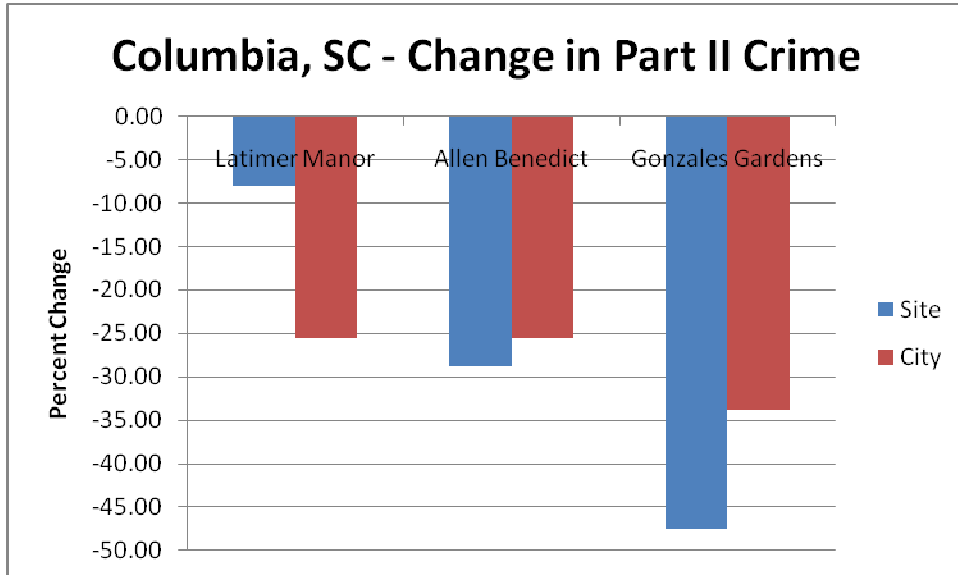


Figure 14. Pattern of change in Part I and Part II Crime Rate for the City of Columbia and Gonzales Gardens Koban.

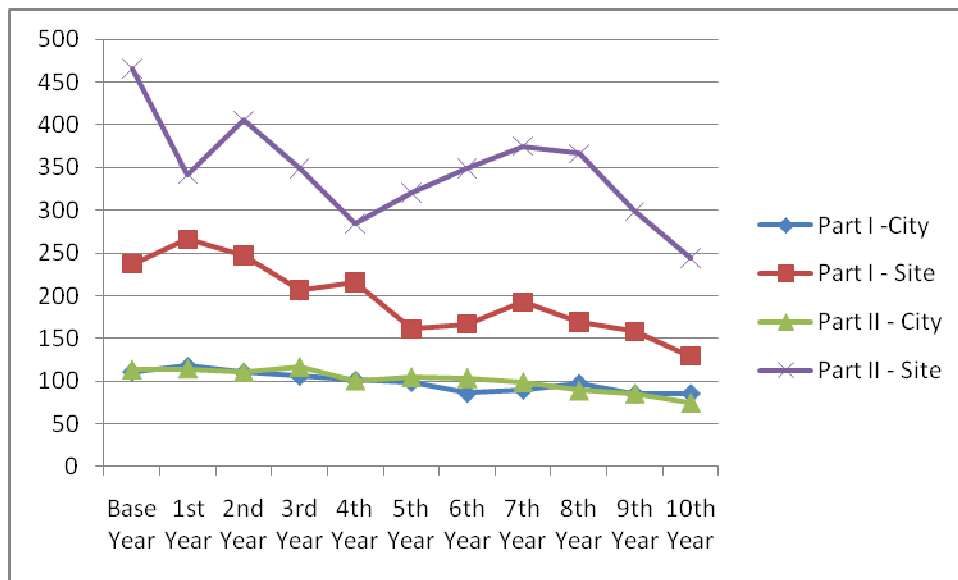


Figure 14 shows clearly the impact of replacing regular police officers with Community Safety Officers in the period after 9/11. In this figure, the 7th year is 2002, the year that police were reassigned. While there had been a slight increase in Part II crime the previous year, such an increase was within the normal pattern of change. In 2002, both Part I and Part II crime increased, only to go down after the regular officers were re-assigned.

Community Survey

During the winter of 2002-2003 a survey conducted in Gonzales Gardens, Hammond Village and Dorrah-Randall Homes showed that there was no significant difference in the attitudes of the residents with regard to issues of safety, the police and the quality of life in the neighborhoods. This was during the period when the police had been pulled from the area to provide increased security around the capitol.

This survey was repeated during the summer of 2004, a year after the police had been returned to community policing activities in Gonzales Gardens. A total of 67 surveys were completed in Hammond Village and Dorrah-Randall Homes, areas with no Koban, assigned police or Community Safety Officers. Seventy-one surveys were completed in the Gonzales Gardens Koban area. The following questions elicited answers that were significantly different between the Koban and non-Koban areas:

- *Are you satisfied personally with the police in your neighborhood?*
- *In general, do you trust the police in your neighborhood?*
- *Compared to a year ago, are the police more or less involved with youth in the neighborhood?*
- *Have you observed the police being involved in a positive way with youth in the neighborhood?*

- *Have you personally spoken to a police officer in this neighborhood?*
- *Do you think the police have lowered the crime rate in your neighborhood?*
- *Do you feel safe or unsafe because of the police in your neighborhood?*
- *Compared to a year ago, do you feel more safe, less safe, or about the same because of the police in your neighborhood?*
- *Please rate the police in your neighborhood on the following:*
 - A. Fairness*
 - B. Courteousness*
 - C. Responsiveness*
 - D. Sensitivity to cultural differences*
- *Please rate the change over the past year in the behavior of the police in your neighborhood on the following:*
 - A. Fairness*
 - B. Courteousness*
- *Are there things in your neighborhood that are getting better and about which you are proud?*

In all cases, the responses from the Koban area were significantly more positive than for the control areas. It should be noted that there were no significant differences on questions dealing with the neighborhoods as places to live or victimization. When combined with the positive findings on crime, it appears that the presence of the Koban is having a positive impact on crime and on public perception of the police and the CSOs, who are generally perceived to be the police.

Grades**Table 12. Change in Grades, 2001-2004**

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
<i>Latimer Manor</i>	19	37.7	44.4
Gonzales Gardens	27	31.2	51.4
<i>Allen-Benedict</i>	21	29.1	57.4
Comparison	50	74.0	22.0

These numbers strongly suggest that the programs had positive effects on the participant's grades. Consider that the percentage of program participants who increased their grades was greater than the percentage with declining grades. Further, the comparison group showed the reverse pattern.

MANAGEMENT

Sometimes, in looking at information gathered from the sites, it is possible to observe changes that suggest either positive or negative events occurring in the area or the program. Such is the case of participation rates at various times and sites. Consider Table 13 below. Clearly, during Period 1 participation increased, though Gonzales Gardens did not do as well. These changes were almost certainly due to the program director at Gonzales Gardens being transferred to Allen-Benedict and given overall management responsibility for the Columbia Kobans. Subsequently, the board that provided oversight terminated her employment. While the underlying dynamic of these changes may not be well understood, it is clear that personalities do matter, particularly when dealing with young children.

Table 13. Change in Youth Participation				
	Latimer Manor	Allen- Benedict	Gonzales Gardens	Total
Period 1	198.3%	100.0%	9.5%	81.4%
Period 2	-0.4%	-27.8%	25.6%	-5.8%

6.

***LATIMER MANOR KOBAN AND THE
COLUMBIA POLICE***

The Koban in Latimer Manor faced enormous competition from the Boys and Girls Club program, housed in a large and inviting facility at the city park across the street from the housing area. This Boys and Girls Club facility had both space and recreational equipment that was not present at the Koban. Parents could be observed dropping-off and picking-up their children, socializing in the park and generally showing enthusiasm for the program. The same was not true for the Youth Safe Haven, probably because of the facility, a three-bedroom apartment, and lack of a place to gather. However, the Boys and Girls Club did not offer the mentoring and homework assistance offered by the Koban.

THE LATIMER MANOR REPLICATION AND ITS FUNDING



Subjectively, the Youth Safe Haven facility was welcoming and well organized, given the space limitations. The staff had enlisted the aid of a local art teacher to paint a mural (Van Gogh's A Starry Night) on the wall of the reading room. The staff, including the police officer and CSO, showed concern for students and were careful to not let them wander off when the weather was good and the children were allowed to play out-of-doors.

There were 348 youths eligible for participation and 50 were enrolled in the program. Despite this, there were regularly less than 20 students in attendance. Staff reported that initially, many of the parents of those eligible opposed their children's participation or were merely indifferent, not seeing the advantage of their child's participation. Some of the parents didn't care what their children were doing, as long as they were out of the house. Of course, other parents actively cared about their children's development. Also, some parents wanted their children to act as caretakers for younger children or elders.

Again, with the Boys and Girls Club so close, parents generally felt that it didn't matter which program they attended. The CSO and police officer supported this observation. Some parents didn't want their children participating in a program that involved the police, ostensibly because the parent was involved in activities that they didn't want to come to the attention of the police or housing officials.

Program

The children arrived by bus at the housing area, and walked to the site. Younger children arrived first, followed by older elementary and middle school youth. Snacks were followed by homework assistance. Unfortunately, there was not enough room for all youth to work at a table or desk, so some worked on the floor or on their lap on a chair. Staff generally didn't check the accuracy of the student's work, rather opting to simply check for completion.

Due to a small number of mentors, there wasn't time to provide much individual assistance. Given the crowded facility, additional mentors or tutors would certainly have meant that fewer youth could participate. Despite this, parents recognized that the children were getting more assistance and structure, than they would have had they gone directly home. They were also getting more homework oversight than they would have gotten at the Boys and Girls Club,

which was virtually all recreation. Following homework time, opportunities were provided for games, other recreational activities, arts and crafts, and quiet reading, which was a favorite activity of many of the children.



Special activities were generally done on weekends, but unlike the New Hampshire programs, there was no attempt to connect participation in the daily activities with participation in special activities. The staff felt that all youth should be able to enjoy trips to the zoo, college sporting events, museums and special shows that played in town. Also, there was no attempt made to provide a broad range of special activities on a daily basis, such as was discussed in chapter 1.

Funding

Funding at the three primary Youth Safe Haven (Koban) sites was essentially the same. The level of funding did increase over time, as both Federal and local sources provided additional resources.

Table 14. Program Funding

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Foundation	\$66,666	\$66,666	\$60,500	\$99,780	\$95,000	\$89,000
Local	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000
Total	\$126,066	\$126,066	\$160,500	\$199,780	\$195,000	\$189,000

EVALUATION

Crime

In Figure 15 below, one can see that Part I, serious crime decreased in both the city and at the site, though more for the city, over a six-year period. What is unique about Latimer Manor is that, as demonstrated in Figure 15, over the period, the Part I crime rate was lower in Latimer Manor than for the city as a whole. The reason for this is not known, but the relative isolation of Latimer Manor may account for this relationship. Also note the spike during the third year. This was in large part due to the replacement of police officers by Community Safety Officers in the period after 9/11.

Figure 15.

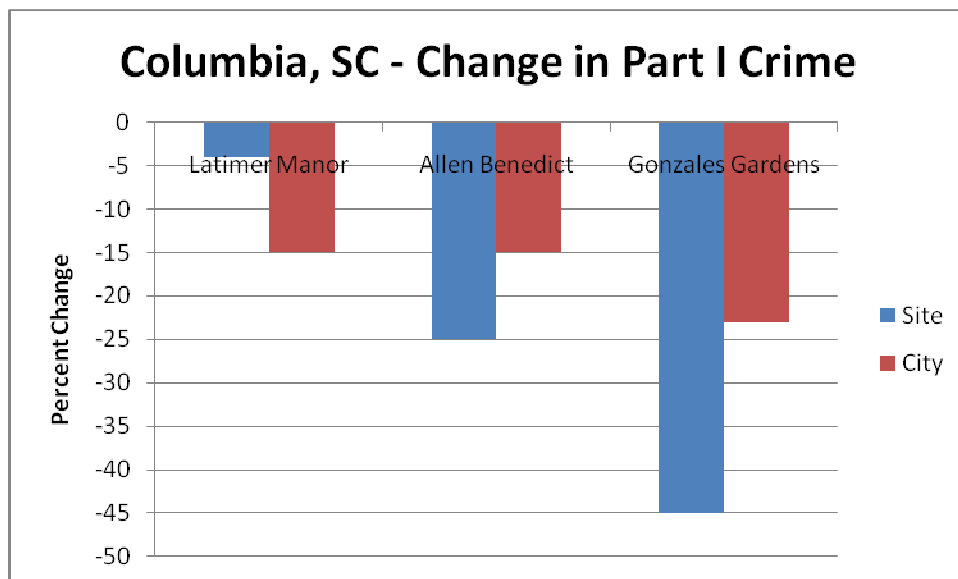
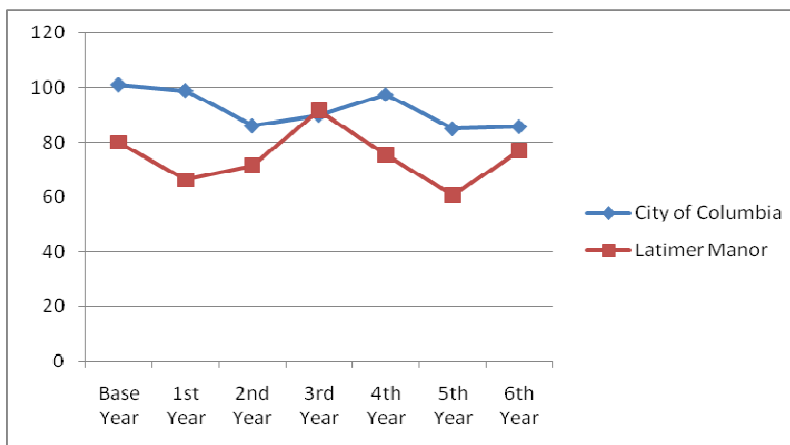


Figure 16. Change in Part I Crime Rate, City of Columbia and Latimer Manor.



Part II crimes in Latimer Manor (Figure 17) also dropped during the period, but again, not as much as for the city as a whole. The civilian staff and the police in Latimer Manor all noted that the housing area had a lot of teenagers, not affiliated with Foundation programming, who committed minor crimes and that were more likely to get reported, once the police became known to the residents. While the Part II crime rate was slightly higher than for the city as a whole, it was consistently less than half of the rate observed at the other sites (Figure 17).

Figure 17.

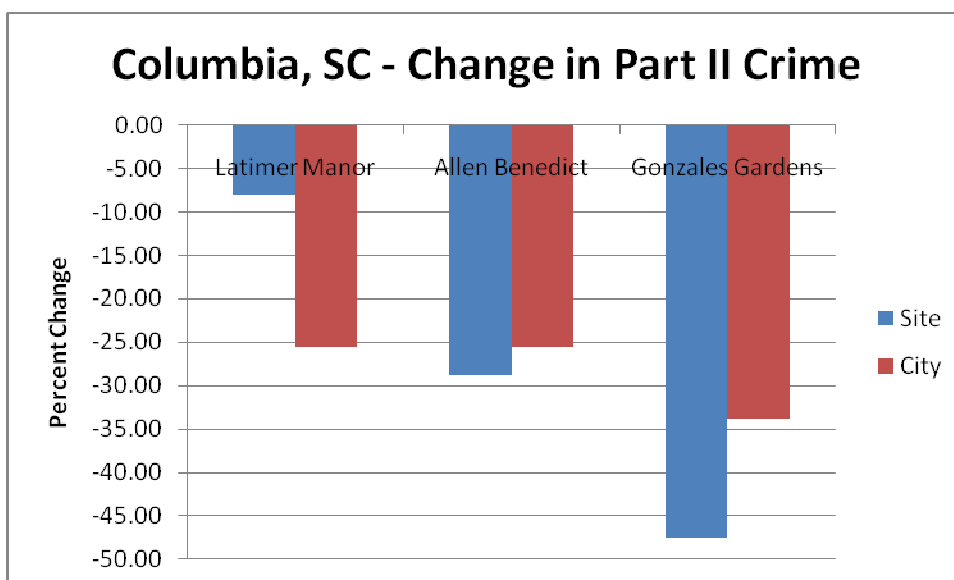


Figure 18. Change in Part I Crime Rate, City of Columbia and Latimer Manor.

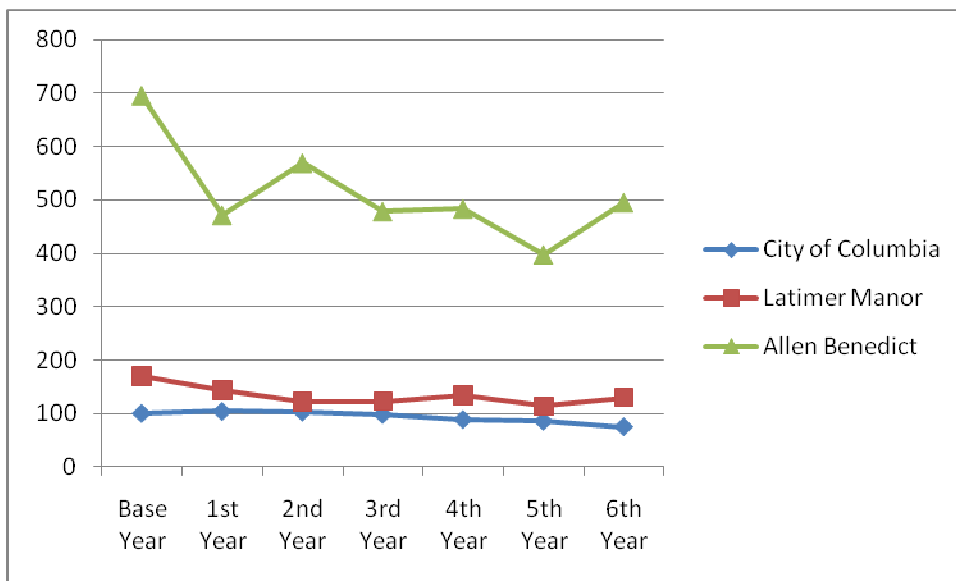
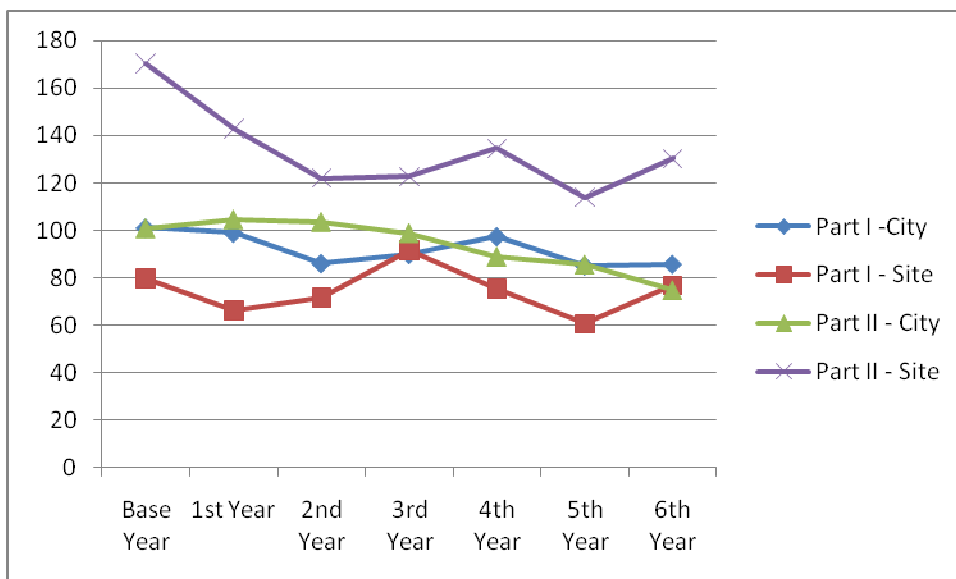


Figure 19. Pattern of change in Part I and Part II Crime Rate for the City of Columbia and Latimer Manor Koban.



Grades

The Foundation has conducted analyses of grade change over three academic years (2001 – 2004) at the three YSH sites in Columbia. These grades are for core classes: 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 program youth were from three elementary schools, two of which provided comparison groups of 25 non-participating students to provide context to the observed change. The comparison group's grades were provided by the school at the end of the analysis and represent a random sample of students who attended all three years, were eligible for free/reduced lunch, and were not in the programs at any time.

As Table 15 shows, over a three-year period, the youth of Latimer Manor Koban seem to have benefited from the homework assistance program. However, they didn't benefit as much as the children at the other two Koban sites. Nevertheless, when compared to a randomly selected comparison group, they did quite well, with more youth improving than having their grades drop.

Table 15. Change in Grades, 2001-2004

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
Latimer Manor	19	37.7	44.4
<i>Gonzales Gardens</i>	27	31.2	51.4
<i>Allen-Benedict</i>	21	29.1	57.4
Comparison	50	74.0	22.0

Focus Group

The focus groups conducted in Spring of 2003 and repeated in Spring of 2004 provided valuable information regarding perceptions of the community. When parents and children were asked if they had witnessed crime, some indicated that they had, but that since it didn't have anything to do with them, they didn't feel at risk. None of the children indicated that they felt unsafe walking in the housing area during the day, though several indicated that they weren't allowed out at night.

Latimer Manor is by far the most spacious of the three housing areas served by Kobans. It was also the only area where there didn't seem to be a sense of community. No one mentioned an increase in cooperation or feeling more communal, because of the Youth Safe Haven. It was merely seen as an alternative to the Boys and Girls Club across the street.

MANAGEMENT

It is difficult to discuss the management of Latimer Manor Youth Safe Haven except in the context of the overall management of all Kobans. With central management at the Lady Street facility, Latimer was free to focus on youth activities and not on budgets, funding and reporting.

However, one weakness of the approach that Columbia took was to occasionally move staff from one site to another as needs arose. This became problematic when the youth had bonded with a particular staff member, only to see them moved. The impact of this policy was seen in large fluctuations in attendance, as seen in Table 16.

	Latimer Manor	Allen-Benedict	Gonzales Gardens	Total
Period 1	198.3%	100.0%	9.5%	81.4%
Period 2	-0.4%	-27.8%	25.6%	-5.8%

During Period 1, participation doubled. This was due to the presence of a particularly popular staff member. During Period 2 the participation was flat.

7.

***ALLEN-BENEDICT KOBAN AND THE
COLUMBIA POLICE***

Unlike the Koban in Latimer Manor, the Allen-Benedict Koban had no significant competition in the area. Further, it benefited from its proximity to Benedict College, which provided mentors to work with the children. Like the Latimer Manor Koban, Allen-Benedict was housed in a three-bedroom apartment. The lack of competition meant that attendance was somewhat higher, averaging around 30 children per day, depending on the weather. However, the staff reported that as noted above, many parents did not want their children participating

THE ALLEN-BENEDICT KOBAN AND ITS FUNDING

There was little to distinguish Allen-Benedict Koban from Latimer Manor Koban. The exception was the availability of mentors from the college. These young people would occasionally stop by to help with homework. But on weekends, they would spend considerable time with the youth, even taking them to sporting events and social activities.

During the last two years of the Koban, the youth benefitted from having a Community Safety Officer who had a degree in special education. She used her skills to help identify youth who needed, but weren't receiving special education services at their school. She also helped other staff understand the particular needs of students with special needs.

Programming changed as the program directors were moved from site to site. Despite the occasional change in staff, the participants could expect to get a snack, receive help with their homework and then either read, participate in art activities or play games, in the safety of the Koban.

Funding

Table 17. Program Funding

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Foundation	\$66,666	\$66,666	\$65,900	\$99,780	\$95,000	\$89,000
Local	\$59,400	\$59,400	\$100,000	\$100,000	\$100,000	\$100,000
Total	\$126,066	\$126,066	\$165,900	\$199,780	\$195,000	\$189,000

EVALUATION

Crime

Allen-Benedict had a higher rate of both Part I and Part II crime than Latimer Manor. Thus, it was possible to have a greater impact on both types of crime. As with all the Youth Safe Haven sites, both Part I and Part II crime dropped during the period of the program as can be seen in Figures 20 and 21.

Figure 20.

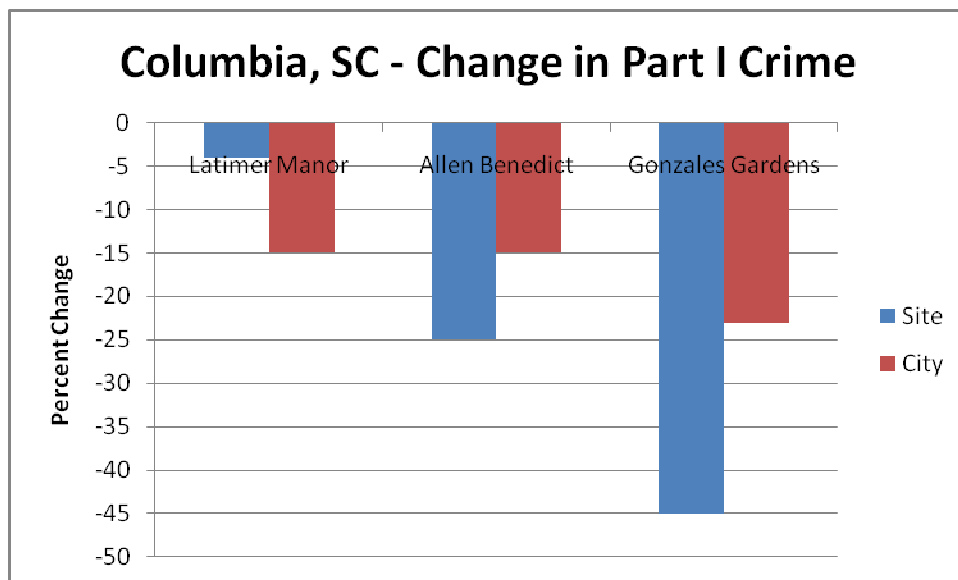


Figure 21.

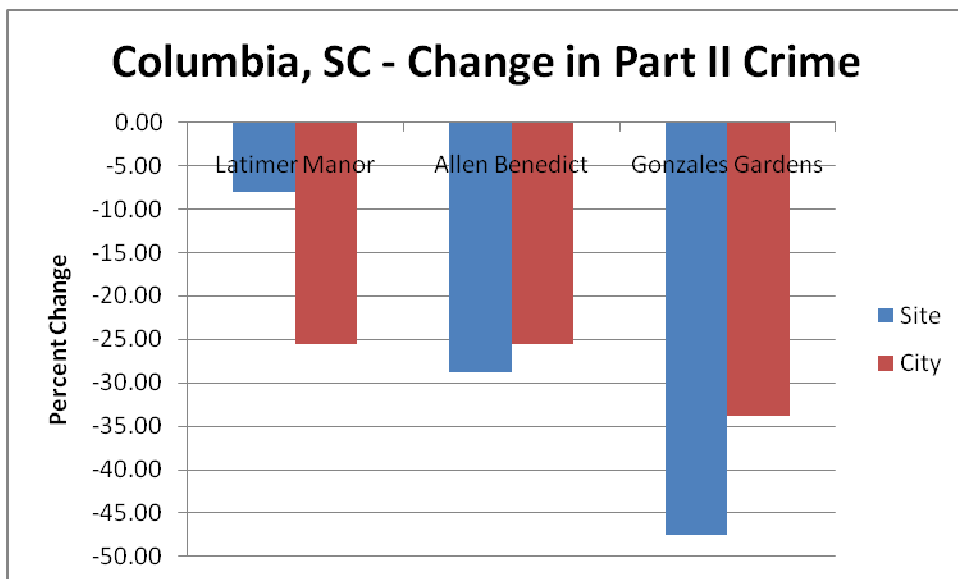
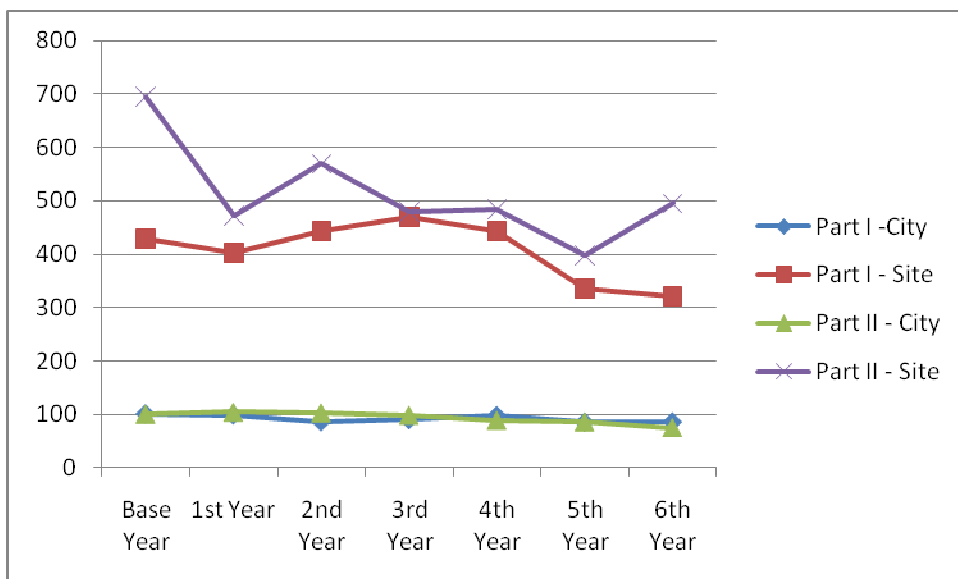


Figure 22. Pattern of change in Part I and Part II Crime Rate for the City of Columbia and Allen-Benedict Koban.



Grades

Perhaps because of the involvement of the college students, the youth of Allen-Benedict Koban improved the most in their grades. This despite complaints from the school attended by most of the youth that the Koban program was mainly recreational. One factor contributing to improved grades at most of the Youth Safe Haven sites was simple oversight of the students. The staff and mentors made certain that the youth were doing the correct homework and getting it turned in. The accuracy of the homework was rarely a concern at any of the Columbia Kobans, but the youth did complete their work and got it turned in. This seems to have had a positive impact on their grades.

However, since the school from which the youth came was not willing to cooperate in the evaluation process, the comparison groups grades were from schools serving the other two Kobans. It's entirely possible that had a sample been available from the school serving Allen-Benedict, it would have shown greater improvement for their students.

Regardless, over half of all Allen-Benedict students saw an improvement in their grades over a three year period.

Table 18

Site	Number of Students	Percent With Lower Grades	Percent With Higher Grades
<i>Latimer Manor</i>	19	37.7	44.4
<i>Gonzales Gardens</i>	27	31.2	51.4
Allen-Benedict	21	29.1	57.4
Comparison	50	74.0	22.0

Focus Groups

The focus groups conducted in Spring of 2003 and repeated in Spring of 2004 provide valuable insights into the perceptions of the children, parents and community members. Both children and adults felt safe in their neighborhood. They liked the relatively new Community Safety Officer, who had a degree in social work and was willing to use her skills for the betterment of the children.

Parents wanted to see a component added to the program that would provide them with opportunities to become more involved in their children's lives. For example, the parents reported that they would like to learn more about gangs and what they can do to keep their children out of them. They would also like to increase the involvement of male relatives and/or positive male role models from the community in their children's lives. Only at Allen-Benedict was parent involvement mentioned.

8.

***LADY STREET KOBAN AND THE
COLUMBIA POLICE***

The first residential Koban in the United States was established on Lady Street in the Waverly neighborhood of Columbia, SC, during the summer of 1999. The idea of the Koban, or police ministration, is more than just having a police presence in a neighborhood. Kobans are prominent fixtures of Japanese communities, where officers work and sometimes live. They are expected to become a part of the local community: getting to know all the residents, helping to spread good news, as well as identifying problems that might arise.

THE LADY STREET REPLICATION AND ITS FUNDING

In Columbia, the officers were to develop a relationship with local residents, encouraging them to stop by to socialize, report crime and even use the facility for community meetings. They also worked with youth, who needed help with their homework and other problems. The facility had computers, space for mentoring youth and private space for meeting with parents and other community members regarding problems they might be having. Above all, the police and civilian staff were to help prevent further problems in a historic community that was plagued by drugs, violence and other problems.

TOWN-N-TOURIST MOTEL

In 1963 the Town-N-Tourist motel was built on Harden St. in what was then a declining middle class African American neighborhood. The first Yellow Pages listing doesn't suggest that it was a 'Colored' facility, as did the listings for the nearby Royal Motel and Simbeth Motel, though it quickly became the center for civil rights activities. (Senators) Fritz Hollings and Strom Thurmond regularly met with local leaders there. It was also the place to stay for big name African American entertainers traveling between Washington, DC and Atlanta. Ruby Dee, Ossie Davis and Jackie Wilson were among those who regularly stayed at the motel.

Over the next 20 years, the motel's coffee shop became a restaurant and then a lounge. By the mid-1980s, the area was clearly in trouble, and the motel had become a contributing factor. According to an article in The State (July 25, 1989), E.W. Cromartie, a city Councilman, was concerned about crime at and around the Town-N-Tourist Motel. "For more than 10 years, ---, the area has been saturated by prostitutes." Two months later, The State (September 20, 1989) reported "125 are arrested in vice sting." The sweep was concentrated near Pine and Lady streets. In 1991 the body of a Columbia woman was found in one of his motel's rooms. Later that year a man was shot to death during a robbery at the motel and in 1993 the Town-N-Tourist manager was murdered after arguing with a motel tenant.

The idea of putting a Koban in the area was first announced during the summer of 1995 (The State, August 3, 1995). The decision to locate it on Lady Street was specifically related to the crime problem in the area and the Town-N-Tourist motel across the street. The President of the Waverly Neighborhood Association said that when the police are called, "Boom – they come, and they scatter" (The State, August 25, 1994). The only way to directly impact the problem was to put police officers in the community on a full-time basis. Police Chief Charles Austin specifically choose the location with the hope that the constant presence of the police would deter crimes in the surrounding neighborhood.

The Lady Street Koban finally opened during the spring of 1999 and soon became the headquarters for the larger Koban Columbia, which had three housing based Youth Safe Haven/Police Ministations, one school based Youth Safe haven, and two Quantum Opportunities

Programs, in addition to Lady Street. The Lady Street Koban had two resident police officers, a civilian staff for Koban Columbia and a constant flow of police, civilian staff and, later, Community Safety Officers.

In 2002, the Town-N-Tourist Motel was purchased by the city and razed. The property was sold to Eau Claire Cooperative Health Centers, which has built a clinic on the site.

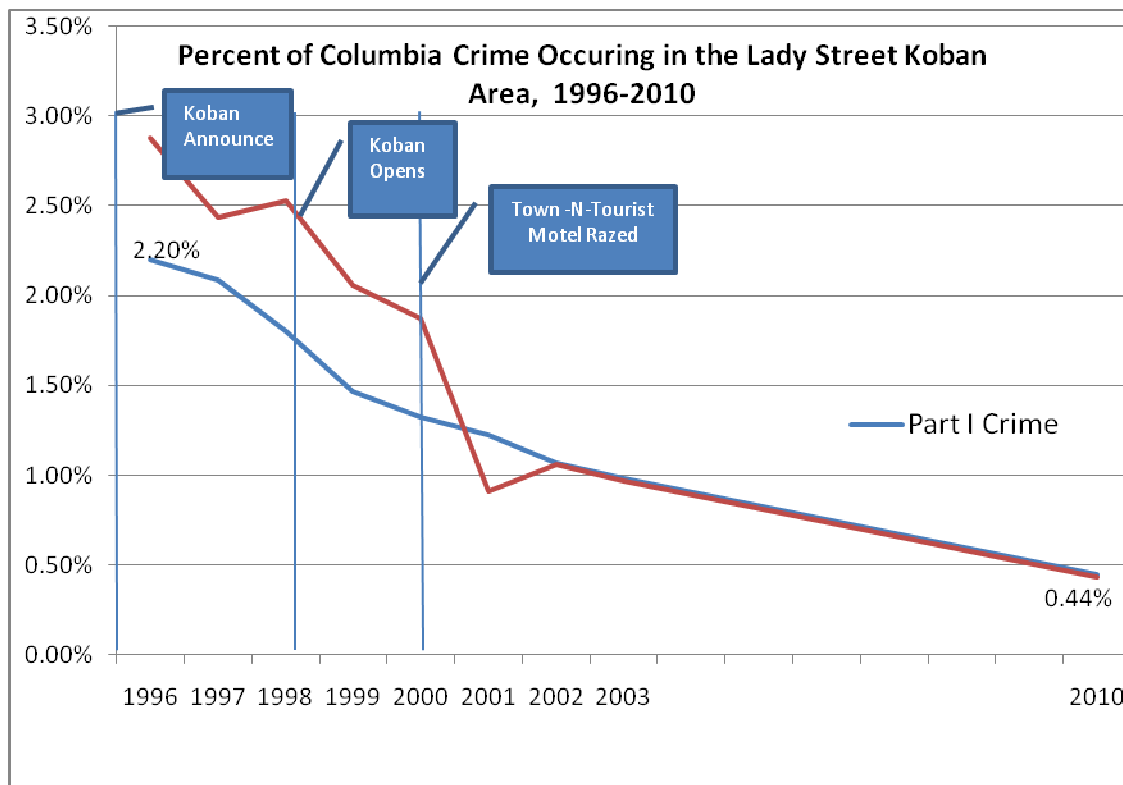
Table 19.

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Foundation	\$0	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000
Local	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000
Total	\$80,000	\$112,000	\$112,000	\$112,000	\$112,000	\$112,000	\$112,000

EVALUATION

One clear indicator of the impact of the introduction of the Koban and the demolition of the Town and Tourist Motel is the change in crime in the Waverly neighborhood. The figure below demonstrates the change in crime during the period from 1996 to 2010. During this period, crime dropped across the City of Columbia, with Part I (serious) crime dropping 23.0 percent. However, during the same period, Part I crime in the Waverly neighborhood dropped 84.5 percent.

Figure 23.



Of greater interest than the drop over the entire period, is the drop that is associated with two specific events in the neighborhood: the opening of the Koban in 1999 and the razing of the motel in 2001. By examining the change that occurred from the year before to the year after these events, it is possible to draw possible conclusions regarding the impact of the events. Statistics for the two year period before the Koban are also provided as a measure of the underlying change that might have occurred in the absence of the Koban. However, it should be remembered that the Koban was announced four years before it opened, renovation had begun, and the police were increasingly present in the neighborhood in the years leading up to the Koban opening.

Consider first, the change from 1998 to 2000. This would represent the possible impact of the opening of the Koban. In Columbia, Part I crime dropped 12.8% percent. In the Waverly area, Part I crime dropped 35.9 percent. The figures for the period 1998 to 2000 are particularly impressive when one considers that the police had been focusing on the area for some years, bringing the number of crimes down slowly.

The period 2000 to 2002 represents the closing and subsequent razing of the Town and Tourist Motel. During this two-year period, Columbia experienced a 5.1 percent increase in Part I crime, while Part I crime in Waverly continued to decline (-15.2%).

This pattern of decline in crime in Waverly continues. In 1996, 2.20 percent of all crime in Columbia occurred in the Waverly community. In 2010, only .44 percent of all crime occurred in Waverly, exactly 1/5 of the early amount.

It would seem clear from these statistics and the graph, that crime has dropped precipitously in Waverly, beyond that seen in Columbia as a whole, and that it seems to be closely associated with the opening of the Koban and the subsequent closure of the Town and Tourist Motel.

MANAGEMENT

Lady Street Koban was the central headquarters for management of all the Kobans and other Eisenhower funded programs. Over the years, a number of different managers had been in charge. Perhaps the most important lesson that can be learned from the change in management is the impact that occurs when staff who are skilled at working with children are promoted to management positions and away from direct contact with the youth. Such changes can have a very disruptive effect on a program. Because Safe Havens are supposed to provide a feeling of

comfort and safety, radical changes in staffing can have a negative impact. If staffing changes lead to a disruption in the participant's daily routine, the change can be even more disruptive. Even positive changes need to be done slowly and with a full understanding of the consequences for the program youth.

Changes at all levels of staffing were common during the last two years at Lady Street, and these changes were mirrored at Gonzales Gardens, Latimer Manor and Allen-Benedict Kobans. Despite the changes, the civilian staff and police did their best to deliver critical services to the youth of Columbia.



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END NOTES

ⁱ See Reubenfien (1989a) and Reubenfien (1989b).

ⁱⁱ Kid and Mid Quantum are based on the Quantum Opportunities program model for high school students. The primary focus is on helping youth stay in school by keeping them on-target for graduation with improved grades and improved academic skills.

ⁱⁱⁱ There are a number of issues that must be considered when evaluating crime reduction programs, particularly in small cities and areas with relatively low crime. At least four interrelated issues can affect perceptions of change in crime:

- What crimes to use as indicators
- Impact of a crime reduction program on crime reports
- Anomalous events
- Nature of crime reporting procedures

There are a number of different ways of classifying crimes. Perhaps the most commonly used system is a simple division of crimes into Index Crimes, which are considered to be the most important, and all others. The eight index crimes are:

- Murder and non-negligent manslaughter
- Forcible Rape
- Robbery
- Aggravated Assault
- Burglary
- Larceny-Theft
- Motor Vehicle Theft
- Arson

These crimes are often referred to as Part I crimes, which they are, but Negligent Manslaughter is also a Part I crime, though not an Index Crime. All other crimes are classified as Part II crimes. A central problem in examining crime in small communities is the relatively low level of crime, particularly Index Crime. Single, anomalous incidents can completely change the appearance of the efficacy of intervention programs. The actions of a single individual can change the most frequently used objective measures of crime, when an area has between five and ten Index Crimes a year.

Even using aggregate statistics for Part II crimes can be problematic, because unlike Part I crimes, the very presence of the police can actually cause an 'increase' in crime, due to increased reporting and apprehension. Using a simple example, virtually all murders are reported, but drug offenses are only recognized if the police are actively searching for drug violations. At least in the short run, the implementation of a drug reduction program will lead to an increase in drug arrests. Such should also be the case for liquor law violations, family offenses, curfew violations, fights, vandalism and other crimes.

The nature of record keeping presents another problem for analysts looking at small areas. It is often the case that police records will show a certain number of crime events based on the initial report. In examining assault reports in one community, it was found that an event had been called in by a concerned citizen, who reports a fight. The event is logged, but subsequent investigation finds that it was not a physical fight, justifying an assault charge. Other jurisdictions report the number of crimes, according to corrected records.

^{iv} *Problems in Analyzing Grades*

Because the program in several of the sites continued for several years, it was possible to examine the longer term impact of the program on grades. However, this was not without problems:

- Grading schemes changed as the youth moved from 2nd Grade to 3rd Grade, from 5th grade to 6th Grade and from middle school to high school.
- Grading schemes changed over time, as the district adopted new grading approaches.
- Grading for Kindergarten, 1st and 2nd grades used a scheme that could be used to examine change during an academic year, but not easily across years, particularly from 2nd to 3rd grade.

^v The comparison group was selected by the school from among youth who were eligible for free or reduced lunches. They were students who were attending at the end of the time period and had been enrolled for the total period. Only core grades (Math, Language Arts, Social Studies and Sciences) were used in the computation.

^{vi} The values in this table represent the children who were in the program for the whole time period and were in at least the 3rd grade at the beginning of the period. Children in grades 1 and 2 were assigned grades by their school that were not easily converted for comparison with later years, so were excluded from the analysis. The comparison group's grades were provided in 2005 by the school attended by most of the program children and represent a random sample of students who attended three years and were not in the program at any time.

vii Maslow, A. (1943), *A Theory of Human Motivation*, *Psychological Review* 50(4):370-96.

