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RAISING OUR CITIES' CHILDREN:

SAFE PRODUCTIVE PLACES IN THE AFTER-SCHOOL HOURS

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Executive Summary

With children increasingly at risk of violence on our cities' streets, youth-serving organizations around the country are attempting to provide constructive activities in the after-school and evening hours. To support these efforts, many Federal agencies and private foundations are sponsoring research to learn how best to decrease the number of children and teens involved in criminal incidents while increasing the number involved in productive activities in wholesome environments.

This report, based on research cosponsored by the National Institute of Justice (NIJ), U.S. Department of Justice, and the Carnegie Corporation of New York, addresses two questions that have been asked by those who are attempting to create safer places for youth:

> o What are the dimensions of crime affecting organizations serving youth in the nonschool hours?

> o What approaches can be taken to prevent such crimes?

A major finding of the study was that the key factor associated with preventing or reducing crime by or against participants in youth programs was the involvement of law enforcement in these programs -- not just in responding to calls for service but also in participating in the programs themselves.

The study was carried out in collaboration with seven national youth-serving organizations: Boys and Girls Clubs of America, Boy Scouts of America, Girls Incorporated, Girl Scouts of the U.S.A., National Association of Police Athletic Leagues, National 4-H Council and USDA 4-H and Youth Development Service, and YMCA of the USA.

The research involved a national survey of affiliates and charter members of these organizations and onsite observations in three communities. Survey data were provided by 579 local affiliates that collectively were serving 21,000 children during nonschool hours on a typical weekday. Based on the information they provided, this report describes the types and rates of crimes experienced by youth-serving organizations during the 1993-1994 program year and the approaches they took to prevent crimes.

Importance of youth-serving organizations in high-crime areas

Homes and schools are recognized to be the two most important contexts for wholesome child and adolescent development. But in the United States, community-based youth organizations have also played an important role in socializing children and adolescents. Today, many youth-serving organizations are trying to supplement their activities to meet the increasing national need for more hours of supervised and productive activity when school is not in session. In response to the growing involvement in crime and substance abuse of "latch-key" children

and undersupervised teens, all seven national youth organizations collaborating in the study, in addition to fulfilling their more traditional goals, are implementing programs designed to help youth avoid "risky" behavior and are attempting to do this in inner city communities, where the need is most pressing.

Contrary to the common myth that some of the national youth serving organizations confine their services to relatively crime-free towns, all seven of the national organizations were providing programs in large cities with high crime rates. About half (300) of the organizations in the sample were nationally affiliated youth organizations in large cities with high crime rates, with the remainder in small cities and towns (about 150) or large cities with relatively low crime rates (about 150). Slightly over half were in neighborhoods thought to be unsafe after dark.

Recent major reviews of prevention and evaluation research have independently concluded that comprehensive youth development programs that are appropriate for children of specific ages and developmental stages and continue over the long term have the best chance of achieving successful results. These characteristics have provided the foundation for the programs of all the organizations collaborating in the study.

Highlights of survey findings

The national survey found that crime is a obstacle to serving communities most in need of these programs. More than half the organizations surveyed reported that an offense had occurred at or immediately outside the primary program site during the year. Vandalism was the most common offense, followed by theft, and then by violence such as grabbing, punching, or choking, and less commonly, felonious assaults and threats with weapons.

Crime is not just costly in terms of organizational and staff property lost or stolen. Parents need to know that their children are safe, and the children and teens themselves want to find after-school locations where they are not in danger.

The survey also found that:

o A relatively large proportion of children served were at risk for delinquency. Almost three out of four reporting organizations were recruiting participants during the developmental stages when they were most likely to become involved in delinquent acts--early adolescence through the teen years.

o In general, the less economically prosperous an area served by a large city youth organization, the more likely the organization was to have experienced crime, especially violent crime.

o The number of crimes per year reported by youth-serving organizations was also strongly associated with the economic level and ethnic makeup of the neighborhood, and the extent to which the neighborhood was experiencing other forms of urban blight. Organizations serving impoverished minority neighborhoods with obvious structural decay on the average experienced significantly higher rates of crime than those serving children in other areas.

o Moreover, the levels of crime also differed within economically disadvantaged neighborhoods. Organizations meeting in churches, temples,

and other religious facilities were least likely to report high levels of crime; those meeting in centers or clubs entirely devoted to youth programs reported the highest levels of crime.

o More organizations reported offenses by children and teens than by adults, and these offenses tended to be committed by nonparticipants, although there was much variation among programs.

o The large number of children served explains much of the relatively high crime rates experienced by youth centers in economically disadvantaged areas.

o The level of crime experienced by the organizations was more strongly associated with the number of hours they operated and the number of children they served than with the economic level of the neighborhood or the presence of minority groups in the neighborhood.

Youth organizations' experience with crime and crime prevention

The most widely used crime prevention approaches simply involved putting locks on doors, gates, cabinets, and closets to prevent unauthorized access to program areas. Another widespread and highly recommended approach involving requiring a responsible adult to accompany participants when they left the program site.

Approaches that were gaining in popularity involved background and criminal record checks on staff and volunteers; programs to help youth avoid becoming victims of crime; programs to prevent participants from becoming offenders; approaches that actively involved youth in crime prevention activities; and collaborative efforts with other organizations to prevent crime.

The number of crime prevention approaches implemented by an organization was strongly and positively associated with the numbers of crimes it was experiencing. The more the crime, the more approaches used.

One factor appeared to be strongly associated with lower levels of crime: police responsiveness to organizational requests for help.

Police responsiveness as a prevention measure

There was considerable positive interaction between the youth-serving organizations and the police. About two-thirds of the organizations responding to the survey called their police department at least once during the 1993-1994 program year. Only 25 percent called the police to report a crime. Most police involvement with the organizations resulted from requests for help in preventing crime rather than responding to it. Of the organizations that contacted the police:

o 71.9 percent called to ask for an officer to give a one-time talk to youth participants about drugs, crime, child abuse, or other topics.

o 55.3 percent asked for pamphlets or other information about crime prevention.

o 51.4 percent asked the police department to present a drug prevention, crime prevention, or other program it had developed for youth.

o 50.3 percent arranged a field visit to the police or sheriff's department.

Police responsiveness varied with the nature of the request. Organizations requesting assistance from a crime prevention unit were more likely to report that the department was "very responsive" to their request than those requesting the assistance of a patrol unit.

Survey results also showed that organizations experiencing high rates of crime and thus calling police frequently were the ones more likely to report that police were "moderately responsive" or "unresponsive." However, it should be noted that about two-thirds of the organizations that requested police response for crimes in process or other crime-related matters reported that the police were "very responsive."

The survey findings were followed up with indepth studies of programs that contained features most likely to lead to success.

The exemplary programs

An advisory panel selected four exemplary approaches for indepth study, one being implemented in Bristol, Connecticut; one in Arlington, Texas; and two in Spokane, Washington. The sites are all in cities or neighborhoods with relatively high rates of crime.

Bristol, Connecticut, Family Center for Girls and Boys. Located in the rolling hills of central Connecticut and founded before the Revolutionary War, Bristol is now primarily a blue-collar town that has accommodated successive waves of ethnic and racial groups. The previously homogeneous city has been altered by areas of poverty in the central area and the development of upscale homes in the outlying areas. The Family Center is on a downtown street in a mixed commercial and residential neighborhood but attracts children from all over the city. The center is open from 6:30 a.m., when preschoolers are dropped off for child care, to 9 p.m., when teens finish swimming, gymnastics, dance classes, and other activities. The Family Center includes among the numerous children served teen parents and their babies, young offenders assigned by the Bristol Juvenile Review Board to carry out community service, and children who are physically challenged.

Participants can choose from an extensive menu of activities designed to foster their physical, social, and psychological and intellectual development, including sports, "discovery," and "creative play" activities for different age groups from preschoolers through high school. Adolescent programs include science projects and activities that involve offsite preparation; older participants also take responsibility for helping younger children who need assistance.

Arlington, Texas, Teen Center. Located between Dallas and Fort Worth, Arlington is the home base for several major corporations and boasts a population with one of the highest educational levels in the Nation. Arlington is undergoing rapid growth with the influx of well-to-do commuters as well as large numbers of low-income families fleeing the difficulties and dangers of economically depressed areas of larger cities. The city now contains enclaves of primarily African-American or Latino families living in large complexes of apartments for low-income residents.

The Teen Center, located in one of the older city areas, is open 7 days a week and attracts up to 100 participants a day, the vast proportion minority members, some with gang affiliations. The neighborhood from which participants are drawn had been experiencing a surge of youth violence, and a relatively large number of participants were previously involved in some of the most serious incidents, including homicides.

One critical barrier to participation--the need to get safely to and from the Center--has been overcome by Arlington Youth Service vans that make frequent runs between participants' neighborhoods and the Center.

The Center has strict rules regarding behavior, including a prohibition against any gang-related symbols, for the Center is considered to be neutral territory. Situations in which the staff need to step in and remind the teen participants about the rules commonly involve issues concerning "respect" and the great value teens place on maintaining "respect." Staff alert to these needs take immediate action by first breaking the tension with a simple take-charge action like blowing a whistle and talking quietly to the two participants. No one is blamed, everyone saves face, and "respect" is maintained.

Teens interviewed as part of this study made clear that part of their preference for spending many hours playing basketball in the Teen Center was because they knew that a staff member was available as a referee when issues of respect arise. "Archie, he knows when to say 'chill'; on the streets... no Archie to say chill, so we fight."

Spokane's Family Focus and Nevawood C.O.P.S. Youth Volunteers programs. Spokane has experienced an influx of new residents along the economic and ethnic spectrum, including descendants of European ancestors who have become enmeshed in poverty, Native Americans, and recent immigrants from Southeast Asia and East India. The two exemplary approaches in Spokane -- Family Focus and the Nevawood C.O.P.S. Youth Volunteers -- are taking place in two neighborhoods in which the Spokane Police Department is carrying out one of the most innovative community oriented police services (COPS) efforts in the country. Both the C.O.P.S. Youth Volunteers and Family Focus are essential components of the comprehensive COPS efforts in the West Central Spokane and Nevada-Lidgerwood (Nevawood) communities.

The Nevada and contiguous Lidgerwood neighborhoods were never the highest crime-rate areas, but before the COPS efforts were initiated, the community reportedly began to experience increasing rates of crime, including more burglaries, more vandalism, and more youth violence. In reaction, neighborhood Senior Girl Scouts and their adult Girl Scout leader were instrumental in forming the Nevawood C.O.P.S. (Community Oriented Police Services) and the core subgroup, the Nevawood Youth C.O.P.S. Volunteers.

Currently the youth group has more than 60 active participants, both girls and boys, most in their midteens. In its first year the Nevawood Youth Volunteers took on a wide range of projects including "Knock and Nag" for reminding residents to keep their doors locked, a blanket drive for residents in need, and Alley Watch -- occasional 6 p.m. to 2 a.m. outdoor vigils (carried out under the supervision of the police) in areas formerly experiencing high rates of burglary. The volunteers decide as a group which of the many projects requested by the community to take on. They form ad hoc committees to take responsibility for each project they agree to do, with meetings held in places that provide recreational opportunities.

The West Central Community is a multiethnic neighborhood that has experienced some of Spokane's worst problems, including violent crime. Administered by Washington State University's Spokane County Cooperative Extension, Family Focus seeks to break down social isolation and to bring neighbors together for mutual day-to-day support and assistance. Family Focus activities (first implemented in West Central Spokane and as of April 1996 implemented in nine neighborhoods) include direct service for youth including 4-H club activities for school-age participants and the teaching of basic life skills to isolated single mothers,

many living in poverty. A door-to-door visit by the Family Focus team was carried out to recruit neighborhood residents for the program. Family Focus activities take place throughout the West Central Spokane neighborhood: in participants' homes, a small bungalow used as the C.O.P.S. West ministation headquarters, and the West Central Community Center.

Just a little over 5 years ago in the neighborhood served by the Center, few neighbors knew each other and most were afraid to go out after dark because of numerous rapes and other crimes. Today the Center is a beehive of activity. During school hours, it is home away from home for developmentally delayed adults who are cared for by trained providers until their primary caretakers return from their jobs. The Center also provides a safe and productive environment for school-age children in the before and after school hours. Large numbers of people have been brought into the Center, in large part through rigorous outreach conducted in the surrounding neighborhood by C.O.P.S West and Family Focus.

C.O.P.S. West was organized in 1991 through joint efforts of citizens, business owners, and the Spokane Police Department. The C.O.P.S. West ministation is staffed by community volunteers (many of whom are Family Focus participants or graduates), a Neighborhood Resource Officer (NRO) assigned by the Spokane Police Department, and more recently representatives from a number of other public agencies including the Office of the District Attorney and Adult and Juvenile Probation and Parole.

Both traditional and innovative neighborhood policing techniques are used by C.O.P.S. West. Teams of neighbors are trained in dispute resolution and respond to calls involving conflicts between community children and teens or other residents, if the Neighborhood Resource Officer is confident that the confrontation can be handled without violent responses. Adults patrol the streets before and after school to make sure that children are safe and that older teens are not harassing each other or younger children.

A close bond between uniformed police officers and residents has been forged through joint participation in upbeat community events. Integral to the community events are the neighborhood children and teens--both through their participation in the C.O.P.S. Junior Volunteer Groups and through other youth groups formed at the Community Center. The Neighborhood Resource Officer is highly visible at many community events, coalition meetings, and in an independent study of the Spokane Police Department's NRO Program, was noted to be carrying out activities very responsive to the communities needs.

Together C.O.P.S. West/NRO and Family Focus have achieved documented success in creating a safer community. According to the police department, the effort has resulted in a 40-percent decrease in crime in the West Central neighborhood between 1991 and 1994. The neighborhood, formerly known as "felony flats," now takes pride in having one of the lowest crime rates in the city.

Working with the police

In Spokane, as already discussed, the programs benefited from close working relationships with the city's COPS program. However, strong law enforcement involvement was not limited to Spokane. Bristol and Arlington, too, developed strong links to juvenile justice agencies.

The Bristol Juvenile Diversion Program. The Bristol Family Center participates with the Bristol Police Department and Youth Service Bureau in a juvenile

offender diversion program. The coalition also involves the Bristol Schools, other youth development organizations, the Department of Probation, and both public and private agencies providing clinical services for school-age children and their families.

Representatives from these agencies review cases of juveniles who have been detained by the police. Alternative options for a plan of action for each child are discussed. For first-time adolescent offenders involved in minor crimes, one alternative is restitution through community service; in these cases the Family Center representative can volunteer to place the child as an aide in one of the Center programs. Adolescents who receive a "sentence" of community restitution in the Center must sign a contract with the Juvenile Review Board that specifies the number of hours they are to work in a set calendar period.

The Arlington Teen Center juvenile diversion program. The Arlington Teen Center also cooperates in a juvenile diversion program, and a small number of participants have been assigned to the Center by the courts. The majority of participants, however, have been recruited through initial outreach to teens who have already been experiencing difficulties, including contacts with police, in neighborhoods where most teens never previously had the opportunity to participate in constructive activities in the nonschool hours.

As described above, one strong find of our survey was that the responsiveness of police to the needs of youth-serving organizations was a significant factor in their ability to provide safe places in the nonschool hours. The organizations detailed in this report are serving children in the types of neighborhoods most likely to experience crime, and they are serving large numbers of children in the age ranges most likely to be involved in crime. A large part of their ability to provide safe productive places can be attributed to the commitment on the part of their city police to addressing the needs of youth for safe and productive activities in the nonschool hours.

Police support takes many forms

The three-city study found many ways police at all ranks supported youth-serving organizations' efforts to provide safe and productive activities for school-age children. For instance:

  o Chiefs and other top-ranking police actively participated on youth organizations' advisory boards. They publicly honored youth for community service and encouraged officers who voluntarily provided leadership for school- age children in their off-duty hours.

  o Officers at all ranks led traditional youth services, served on juvenile review boards, and helped select and monitor youth assigned to community service. They regularly dropped by youth centers to watch and cheer activities.

  o Neighborhood and community police officers participated in neighborhood meetings on the needs of children. They also played a key role in helping community members realize that, when supervised by experienced staff, programs that attract large numbers of at-risk adolescents are more a boon to the neighborhood than a threat to safety.

In Bristol, police officers are providing special training programs for youth organization participants, such as babysitter emergency training and gang awareness programs. As part of the Bristol Police Department's "Walk-and-Talk" community policing approach, patrol officers regularly drop by youth centers.

Independent Arlington Police Department efforts include more than 25 short youth education programs covering issues such as self-help for young "latch-key" children and gang alerts for children approaching adolescence. The department has also launched a School Resource Officer (SRO) Program that provides a liaison between the school district and the police department. The SRO participates in education programs and generally enhances the police image through positive contacts, problem resolution, counseling, and enforcement when necessary.

At the Teen Center, patrol officers regularly drop by beginning in the late afternoon and remain to watch and cheer basketball games. Their presence is key to the residents' willingness to have the Center in their neighborhood.

With strong motivation provided by the police chief and supervising officers, individual officers in Spokane have developed a range of approaches for creating safer environments for children and teens in the nonschool hours. One example is the "Every 15 Minutes" 2-day and 1-night program designed by an officer who was sickened by a number of visits he had to make to inform parents that their teens had died in alcohol-related accidents on prom night. The program is entirely funded by local businesses and carried out on a volunteer basis by officers and their spouses. Since the program was initiated, there have been no more alcohol-related fatalities in Spokane on prom night.

Spokane police started several youth programs in 1987, including a Boy Scouts of America Explorer Post. Officers help prepare at-risk teens to meet the rigorous qualifications for joining the Explorer Post. One approach involves adolescents who had little or no previous opportunity for community leadership. Spokane girls and boys in the 8th and 9th grades can apply for leadership programs and are selected in part to reflect the ethnic diversity in the city. Students participate in an intensive program of training similar to the Explorer Scouts but more appropriate for their stage of development. Training not only involves physical exercise but also exercises for increasing communications skill, team work, and, as explicit in the program name, leadership skills.

Importance of broad community involvement

In addition to involvement with the police, each of the cities developed close collaboration between public and private sector organizations for a comprehensive youth approach.

Bristol used several approaches to gain and maintain widespread support for creating safe places for youth in the nonschool hours: community workshops to help community leaders collaborate on behalf of children, experiential programs to engage city officials and directors of influential organizations, and neighborhood outreach and focus groups to broaden the base of support.

In Arlington, a citizen-prepared crime prevention action plan recommended the creation of after-school and summer programs. In addition, the Arlington Human Service Planners convened a group of citizens and youth service professionals that assembled a wealth of information from schools, police, and other sources to document unmet needs. The committee called for priority attention to programs for low-income minority youth and established a framework for a permanent city commission to develop and implement a comprehensive plan.

Spokane, like other cities in the Northwest, has a long history of forming coalitions to address shared problems. Collaborative efforts have involved the establishment of a citywide youth commission, coalitions of public agencies and

private youth organizations, and neighborhood-based teams consisting of youth-serving organizations, public agencies concerned with youth, and neighborhood volunteers.

Creating partnerships

To ensure that children are not "falling through cracks" because a single organization lacks all the resources needed, the programs are also recruiting and training large numbers of volunteers to supplement the time professional staff can provide to individual children.

In Bristol, more than 300 students each year work in the nonschool hours as volunteer aides in the Family Center, the local hospital, the library, and other community organizations. Each school in Bristol has been "adopted" by a business that encourages their employees to meet with an individual student during the work day. Employees of city agencies are also encouraged to become mentors.

In Arlington, members of the women's auxiliary for Arlington Youth Services provide hours of onsite administrative support services as well as helping hands for creative projects and an annual gala fundraiser.

In Spokane enduring neighborhood-based partnerships between city agencies and organizations are being generated and sustained by the police department's COPS programs. By physically housing neighborhood volunteers and representatives from key city agencies in "COPS Shops" in a growing number of Spokane neighborhoods, agencies are able to coordinate services and activities on a minute-by-minute basis.

Conclusions

In the study sites the support police are providing to youth organizations is integral to comprehensive efforts to address youth issues. Moreover, crime prevention and youth development approaches appear to be most effective when carried out collaboratively by neighborhood-based representatives of city leaders, municipal agencies, private nonprofit organizations, small businesses, major corporations, and perhaps most important, by neighborhood groups of concerned residents. Together, youth organization staff, neighborhood volunteers, police, and other municipal agencies are providing safe and productive places in the nonschool hours for raising our cities' children and teens.

Acknowledgements

Many major contributions to our project and report were made by professionals and volunteers concerned about the need for safer and more productive places for children and teens in the nonschool hours. They include funders, researchers, police, professionals in the field of youth development, city leaders, and a host of service providers. They unstintingly shared their support, data, advice, methodological skills, insights, and time, in the hope that the results of this study could help point to better ways for raising school-age children growing up in our cities. I would like to thank them for their cooperation and express my appreciation for their high level of commitment to our nation's youth. In particular, I would like to thank the following people for their help.

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Project advisors: Professor Delbert Elliott (University of Colorado), Dr. Dennis Kenney (PERF), Professor Wesley Skogan (Northwestern University), and Dr. Joan Wynn (The Chapin Hall Center for Children, University of Chicago).

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Several colleagues at the Institute for Law and Justice played a major role in carrying out the survey sample selection, designing and preparing the questionnaire, and conducting preliminary data analysis; they are: Dr. J. Thomas (Tom) McEwen, Jenny Fu, and Joan Peterschmidt.

Before joining the U.S. Department of Justice as Director of the Bureau of Justice Statistics, Dr. Jan Chaiken designed the methods for selecting the survey sample and constructed the sampling frame using data provided by the Federal Bureau of Investigation. Throughout the duration of this project, my colleague, Dr. Shama Chaiken, acted as a sounding board and provided cogent advice.

I thank the 600 anonymous program leaders who devoted time and thought to completing our survey. And finally I send my personal gratitude to the many children and teens (especially Harmony), who welcomed me to observe their activities and who provided major insights about secure and productive places in the nonschool hours. You have made clear that we can count on you to create a safer world.

Marcia R. Chaiken
May, 1996

"In January at about 7:00pm, gun fire started going off behind the building scaring all the kids who were inside and outside. Most of the kids ran home after the first shots were fired. The shots continued for about 45 minutes to an hour. When the police finally arrived, they arrested three teenagers who live about 150 feet from the building who were shooting at the apartments right above the [youth organization]. They all had been drinking." -- LINC 1994 survey respondent

OVERVIEW

Faced with precipitously increasing rates of violence involving children and teens and other evidence of grim conditions detrimental to boys and girls, communities around our nation are seeking effective approaches for creating safer and more wholesome environments for youth. Among them, youth organizations are attempting to provide constructive activities in neighborhoods where many children are at risk of becoming crime victims or offenders, and many police departments are encouraging their officers to collaborate with community organizations that implement innovative ways to prevent crimes involving school-age children.

To support these efforts, many federal agencies and private foundations are sponsoring research to learn about the needs that must be met and how best to decrease the number of children and teens involved in criminal incidents while increasing the number involved in productive activities in wholesome environments. This report, based on research cosponsored by the Carnegie Corporation of New York and The National Institute of Justice (NIJ), U.S. Department of Justice, addresses two questions that have been asked by those who are attempting to create safer places for youth:

   o What are the dimensions of crime affecting organizations serving youth in the nonschool hours, and

   o What approaches can be taken to prevent such crimes?

The study was stimulated by and carried out in collaboration with seven national organizations that have long played a vital role in fostering the wholesome development of our nation's youth:

   o Boys and Girls Clubs of America

   o Boy Scouts of America

   o Girls Incorporated

   o Girl Scouts of the U.S.A.

   o National Association of Police Athletic Leagues

   o National 4-H Council and USDA 4-H and Youth Development Service

   o YMCA of the USA

The research involved a national survey of affiliates and charter members of these organizations and on-site observations in three communities.

Survey data were provided by 579 local affiliates[1] that collectively were serving 21,000 children during nonschool hours on a typical week day. Based on the information they provided, this report describes the types and rates of crimes experienced by youth-serving organizations during the 1993-1994 program year and the approaches the organizations implemented to prevent crimes. The analysis presented here shows the types of prevention efforts that appear to be having a significant impact on crime.

Affiliates and charter members of these same national youth-serving organizations[2] were involved in case studies of three exemplary sites: Arlington, Texas; Bristol, Connecticut; and Spokane, Washington. The exemplary sites were selected by the study's advisory board members, who reviewed the survey respondents' descriptions of their communities' approaches for creating safer environments for children and teens in the nonschool hours. This report provides descriptions not only of the selected approaches but also all undertakings being carried out collaboratively in these communities for providing safe places for youth.

The need for safe and constructive places for all school-age children in the nonschool hours

Homes and schools have long been recognized as two of the most important contexts for wholesome child and adolescent development. The type of parenting and teaching children receive are major determinants or deterrents to children's achievement of their full productive potential, and -- as shown by many studies -- neglectful parenting and the absence of early educational attainment increase the chance of delinquency and later adult criminality.

In addition to homes and schools, research recognizes other environments as playing essential parts in shaping the ongoing behavior of young people and whether or not they become productive adults. The separate contexts that are instrumental in socializing children and adolescents -- "families, schools, peers, the media, the workplace and communities -- have distinct functions and one can not replace the other".[3] In the United States, community-based youth organizations have been an essential cornerstone of this network for over a hundred years.

Beginning in the last half of the nineteenth century, organizations established to serve children in rural and urban settings included the 4-H Clubs established by the County Extension Departments of the U.S. Department of Agriculture, the Boys Clubs (now called Boys and Girls Clubs), the Girls Clubs (now named Girls Inc.), and the Settlement Houses. With the advent of urbanization and change, organizations, such as the YMCA were established and dedicated to preserving mainstream religious values, first among young adults and later among younger children.

As suburban areas developed in the early 1900's, other youth-development organizations such as Boys Scouts of America and Girls Scouts of the USA were imported from England and provided opportunities for hands-on learning experiences to children who, unlike rural youth, had little or no involvement in contributing to their families' livelihood and, unlike children in large urban settings, had limited access to the live arts, museums, or the rich cultural experience of city streets. By 1990, over 400 national organizations and

numerous independent groups were serving the nation's children in the nonschool hours, and over 17,000 U.S. non-profit organizations classified themselves as youth development organizations[4].

Not only do these organizations provide an environment in which children become members of peer groups engaging in socially valued undertakings, but researchers have determined that "after-school activities that are viewed as voluntary and enjoyable provide a developmental transition between childhood play and disciplined activities of adulthood."[5] More specifically, many organizations explicitly provide young people with chances to learn and practice basic life skills known to be integral to healthy childhood and adolescent development: "problem-solving skills, planning and decision-making skills, cognitive strategies for resisting peer and media influences, skills for increasing self-monitoring and self-regulation, and coping strategies to deal with every day stresses."[6]

While youth organizations have long played a fruitful role in the lives of our nation's children and teens, today they are taking up slack time formerly filled by schools and homes. Children and teens are in school for a relatively limited about of time. Considering short school days, vacations, holidays, and weekends, children ages nine to fourteen typically spend about 60% of the time they are awake outside of the school setting.[7]

An increasing number of children do not live with parents who can provide supervision during week days when school is not in session. Over recent decades, women have successfully taken on jobs that previously were reserved for men and, as a result, are working longer hours outside their homes. More women are single parents and, of necessity, must work in the nonschool hours to support their children. In many communities neither parents nor neighbors are at home to provide support and supervision for children in the afterschool hours. This lack of supervision is reflected in the times when violent crimes by juveniles are typically committed on school days -- between 2:30 in the afternoon and 8:30 at night[8].

Many youth-serving organizations are trying to supplement their activities to meet the increasing national need for more hours of supervised and productive activity when school is not in session. In response to the growing involvement of 'latch-key' children and undersupervised teens in crime and substance abuse, all seven national youth organizations collaborating in our study are implementing programs designed to help youth avoid "risky" behavior as well as more traditional programs providing opportunities for constructive contributions. And realizing that children and teens in inner cities areas are most likely to engage in harmful activities and least likely to be provided with activities essential for their wholesome development, all collaborating organizations are attempting to bolster the ability of their affiliates and charter members to serve communities where the need is most pressing.

Communities where the need is most pressing

Crime statistics documenting intense problems in the most violent neighborhoods in our nation show the grim circumstances of a growing number of our children and teens. In many cities, juvenile arrests for violent crimes have been increasing precipitously[9]. Nationally, juvenile arrests for murder and manslaughter increased 60% in the 1980's and arrests of children who committed homicide leaped another 45% from 1990-1993[10]. In 1991 juveniles were responsible for about 1 out of 5 violent crimes including rape, robbery, and assault[11]. Between 1987 and

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1992, there was a 23 percent increase in children aged 12 to 17 who were victims of violent crimes[12] and 1 out of 8 children aged 12 to 15 was a victim of violence in 1993.[13] Recently, more teens have died from firearm injuries than all natural causes combined.[14]

Front page headlines of drive-by shootings are graphic evidence of the 72% increase in fatal traumatic brain injury from firearms among young people aged 15-24 from 1983 to 1992[15]. Less likely to make headline news are the incidents of sexual violence against young girls. About 50% of rape victims are teenage or younger girls. In 1992, an estimated 16% of all rape victims were under age 12 -- about 17,000 pre-teen girls were raped[16].

Large numbers of children have been disabled by abuse and neglect at home; over 140,000 children were seriously disabled in 1990 alone.[17] In 1988, nine times more children under the age of twelve were murdered by family members than by nonfamily members. The family member most likely to murder a child was a parent -- and more than half of homicidal parents were mothers.[18]

During the same year an estimated 450,700 children ran away from home for at least one night, about 20% did not return; over 133,000 runaways did not find a safe and secure place to stay for at least part of the time they were away from home.[19] Among these children, over 127,000 children were told to leave home, not allowed back home or actively sought after running away from home, or were abandoned -- a violent incident occurred before 27% of these children were thrown away[20].

Children and teens most likely to be involved in crime and violence are living in neighborhoods experiencing a host of other problems affecting youth. Communities with the highest rates of violence involving children are also those with the highest rates of substance abuse and other forms of delinquency and crime. Additionally, these communities typically have high rates of poverty, unemployment, and high incidence and prevalence of infectious diseases, including AIDS, that jeopardize the health and wellbeing of young people.

Currently, an estimated 46 million people, 18% of the population, are living in poverty, many in communities racked by violence and other youth problems. Close to 59% of those living in poverty are in working families whose children by definition cannot afford to purchase the basic necessities of life -- food, clothing, adequate shelter[21]. Such families cannot be expected to spend time or income on providing supervised and constructive programs for their children in the nonschool hours.

In these communities, programs are needed not only to prevent early violent deaths, drug use[22], and delinquency[23], but just as importantly to rebuild an environment where youngsters have the opportunity to develop into productive independent adults[24] and to prevent youngsters from reacting to their unsafe and unwholesome environments with rage, distrust, and hopelessness.[25]

Recent major reviews of prevention and evaluation research have independently concluded that promising results have been achieved by youth development programs that have these characteristics: (1) comprehensive, attempting to ameliorate more than a single factor associated with delinquency and simultaneously focusing on multiple problem behaviors; (2) appropriate for children of specific ages and developmental stages; and (3) continuing over the long term, certainly more than a few months, and often lasting several years.[26] These characteristics are integral to the programming that the organizations collaborating in our study have provided for many generations of youth.

A cautionary note was raised by a seminal Carnegie Corporation study of the role of youth organizations in the lives of our nation's youth[27]. The study made graphically clear that while youth organizations continue to provide vital services and opportunities for a large of children and teens, they are least likely to serve those most need of such programs -- young people in neighborhoods most affected by poverty. This and other studies have found that, while after-school programs can reduce delinquent involvement, such programs are only successful if they (1) aggressively recruit youth, and (2) work to maintain high participation rates. Simple provision of programs is not sufficient.

National youth organizations reportedly are committed to meeting this need

Our conversations with key staff of the national organizations collaborating in this study indicated that the deficit in services illustrated by the Carnegie Corporation study was not their intent and, to the contrary, they were committed to providing programs for more children and teens in the most impoverished neighborhoods. Local affiliates of Boys Clubs (now named Boys and Girls Clubs) and Girls Clubs (now named Girls incorporated) have long been providing programs for school-age youth in the least affluent sections of cities. More recently, with the assistance of funding from federal agencies, both organizations have made successful strides in establishing centers and branches in public housing and on the grounds of schools in inner city and other economically depressed areas. In addition to the solid comprehensive core programs for guiding children productively into and through adolescence, both organizations have developed age- and culture-appropriate (and, at Girls Incorporated, gender-appropriate) programs for preventing a spectrum of harmful behavior, including substance abuse and early initiation of sexual activity. Key to the programs' success is the incorporation of activities that children and teens not only learn from but greatly enjoy.[28]

Police Athletic Leagues and the 'Y's' too have long served urban youth. Under the supervision of off-duty police officers, PALs have organized baseball leagues for city boys for many years. And 'Y' aquatics programs have become relatively ubiquitous. In recent years, both of these organizations have reoriented their primary mission and toward providing more comprehensive services to people in inner cities.

While baseball and aquatics programs remain fundamental activities that bring youth into PAL and Ys, affiliates now include programs to meet other needs such as tutoring to enhance academic and employment skills. In some cities PALs have combined efforts with other youth organizations to provide more comprehensive services; for example, in Washington, DC, PAL has merged with Boys and Girls Clubs to sponsor the kind of programs that are typical of both organizations in cooperation with the Metro DC Police Department. Around the country YMCA affiliates have expanded their mission so extensively that administrators often repeat a new informal organizational motto: "we are still the Y.M.C.A., but 'A' (for 'Association') is the only letter that still tells what we are." As with Girls Incorporated and Boys and Girls Clubs, local Y branches also are providing more activities in inner city locations away from their traditional buildings.

Scouting organizations, too, have implemented a number of promising initiatives for actively involving girls and boys in urban neighborhoods where children and teens are lacking constructive opportunities in the nonschool hours. Both Scouting agencies have supplemented their traditional activities with programs designed to assist participants to recognize consequences and successfully deal with harsh realities faced by many of our youth, such as violence and substance

abuse. Led by volunteer police officers, Boy Scout Explorer Posts in neighborhoods where poverty is rampant and violence is epidemic are successfully recruiting adolescents to work as law-enforcement para-professionals. And Girl Scout Councils are reaching out to girls in extreme need of adult support and opportunities for productive activities in the nonschool hours -- including daughters of women in prison.

While 4H and Youth Development Program may still be best known for their activities involving youth in the farmlands of the US, their services are reaching deep into the lives of children and teens in urban America. Rather than simply extending traditional agrarian activities to city locations, programs are based on research and carefully designed to promote problem-solving skills, intellectual abilities, communication skills and self-efficacy -- attributes known to help prevent delinquency.[29] In some urban areas hardest hit by epidemics of substance abuse and crime, 4H and Youth Development staff are among the front line organizations implementing programs for children and teens with the very highest probability of violent incidents and deaths; for example, in Washington, DC outreach for DC teen prostitutes are provided from a van that is dispatched on Friday and Saturday nights to downtown locations.[30]

Crime as a perceived barrier to serving communities most in need of programs

Administrators of national youth organizations are clear about their commitment to serving youth and can provide examples of programs they are implementing to do so. However, they also point out that crime is a serious barrier to providing programs for children and teens in inner-city neighborhoods and in other areas with high rates of poverty and violence. According to these experienced directors, not only is crime costly in terms of organizational and staff property lost or stolen, but parents and guardians need to know that their children are safe -- otherwise they don't want them to participate. The children and teens themselves are anxious to find afterschool locations where they are not in danger.

Unlike organizations that expel "troublemakers" to prevent crime, in collaborating youth organizations, administrators note that young participants, especially adolescents, are more likely to participate voluntarily if program sites both literally and figuratively have an "open-door" policy. Organizations that are highly selective may eliminate some troublemakers, but they also eliminate youth most in need of delinquency prevention and youth development activities. By being selective they can earn the reputation among neighborhood youth as being unfriendly or, worse, as being elite and therefore justifiable targets for vandalism and other hostile acts. Caught between the proverbial rock and hard place (meaning, sometimes, actual rock-throwing or else hard closed doors), national administrators were very interested in our study to learn more about the extent and types of crimes affecting their affiliates and charter organizations and about promising ways for dealing with crime. The LINC survey was the first time that comprehensive information was collected from a scientifically-designed sample of youth-serving organizations.

SURVEY FINDINGS

Organizations in the LINC study were serving communities and youth with pressing needs during the most vulnerable hours

The LINC national survey of youth-serving organizations provided evidence that actions are being taken to provide more programs for children and youth in types of neighborhoods that are commonly underserved. In carrying out the survey, about half of our sample were nationally-affiliated youth organizations in large cities with relatively high rates of crimes (about 300) with the remainder in small cities and towns (about 150) or large cities with relatively low crime rates (about 150) (See Appendix A for details). Contrary to the common myth that some of the national youth serving organizations confine their services to relatively crime-free towns, all seven of the national organizations collaborating in our study were providing programs for children and teens in large cities with high crime rates that were randomly selected for the LINC survey.

Also contrary to the assumption that national youth organizations focus almost exclusively on relatively well-to-do communities, we found that among all responding organizations in our study sample (N=579)[31] under half were located in neighborhoods that could be characterized as prosperous (6%) or middle-class (40%). Most were in communities that were workingclass (37%) or poor (16%). Many neighborhoods were experiencing some structural decay (26%) or extensive structural decay (12%). And while very few organizations were located in areas that were considered to be unsafe for walking during daylight hours (8%), slightly over half were in neighborhoods thought to be unsafe after dark.

The more the need, the more they served

As was made abundantly clear by the Carnegie Corporation study, inner-city areas do not have many afterschool programs. So it is not surprising that when a national organization charters an affiliate to provide youth activities in an impoverished area, school-age children come by the droves. On the average almost three times as many participants were being served by each responding affiliate in a poor city neighborhood as in prosperous neighborhoods.

Table 1:
   Variations in Numbers of Participants and Hours of Operation among
        Youth Organizations in Different Locations in Big Cities

		Type of Location				
	Poor	Working class	Middle class	Prosperous	Minority Residents	All White
Average number participants on typical school day:	110	67	48	47	78	47
Average number/year:						
...days operated	202	133	94	53	149	90
...hours operated	1378	862	477	240	949	483
...participant hours	63222	3902	12680	2867	43416	11910

Not only do organizations in innercity neighborhoods involve significantly more children than those in more affluent sections, they also provide activities on more days and during more hours each day. Organizations providing services in public housing facilities and in youth centers and clubs, in particular, provide activities for very large numbers of children during many days and hours each year.

Table 2:

Variations in Numbers of Participants and Hours of Operation among Youth Organizations in Different Settings in Poor/Working-class Neighborhoods

	Church	School	Public-housing	Youth Club/Center
Average number participants on typical school day:	41	47	78	118
Average number/year:				
...days operated	70	80	133	240
...hours operated	213	427	775	1771
...participant hours	4157	6295	21681	59610

(column group header: Type of Setting)

A relatively large proportion of children served were at risk for delinquency

The survey results did not support the common contention that affiliates of national youth organizations serve predominantly children who are unlikely to be involved in crime. Almost three-fourths (72%) of the reporting organizations were involving participants during the developmental stages when young people are most likely to become involved in delinquent acts -- early adolescence through the teen years. And based on the reported problems involving young participants, organizations were opening their doors to and actively recruiting children and teens at-risk of delinquency or violence. Twenty percent of responding organizations reported having taken action in the past year on behalf of a participant who had been abused or neglected. Over 20% of responding organizations reported that a participant had committed an offense at their program site during the past year. While a relatively small proportion (2%) reported the need to deal with a participant who had brought a gun to the program site in the past year, over 7% reported having to take action when a participant brought another type of weapon.

Organizations in the study sample were also found to provide supervised program activities during the hours when children and teens are most likely to be involved in violence and other crimes. As mentioned earlier, the time interval in which delinquency is most likely to occur is from the time school is dismissed until the early evening hours. Our survey found that during the school year, 3 p.m. is the most common time for youth organizations to begin activities, and 9 p.m. is the most common time for activities to end.

The highest levels of crime were reported by organizations involving youth in neighborhoods most in need of services

Given the high rates of crime in cities and neighborhoods in which affiliates of collaborating youth organizations are providing services, and the at-risk status of young participants, it is not surprising that crime had occurred at many program locations during the previous year. Among organizations included in the LINC study, over half (51%) reported that an offense occurred at or immediately outside the primary program site during the program year beginning in the fall of 1993. Vandalism was the most common type of incident and was reported by approximately 40% of organizations. About half of these organizations had property destruction costs between $100 and $1000; 13% had over $1000 worth of property destroyed.

Theft of organizational, staff, or participant property was the second most common form of offense and was reported by 38% of organizations. Incidents involving violence in the past year were reported by slightly over 20% of organizations. The most common forms of violence were grabbing, punching, or choking (reported by 11% of organizations). Felonious assaults on staff or participants were somewhat less common; incidents involving attacks and threats with weapons such as guns and knives were reported by slightly under 7% of organizations, and attacks with other objects such as bats or scissors were reported by 6% of organizations. Sexual assaults including rape or attempted rape occurred in slightly under 2% of program locations.

Confirming the observations of knowledgeable administrators in the national offices of the collaborating youth organizations, crime was a significantly greater problem at program locations in communities and neighborhoods where needs for youth services are most pressing. Among organizations located in large cities with relatively high rates of crime, 61% reported at least one crime at the primary program site in the past year and 45% reported at least one incident of vandalism. Compared to organizations located in relatively small cities and towns, significantly more organizations in large cities reported an incident involving violence or threats of assaults in the past year; violent (or latently violent) incidents were reported by 26% of organizations in large cities[32] and 16% of organizations in small cities and town.

Within large cities, crime took a larger toll on youth organizations in relatively poor, minority neighborhoods experiencing many forms of urban blight. Compared to large city organizations located in all white areas, those serving minority neighborhoods were significantly more likely to experience vandalism (54% compared to 29%) and property crime (64% compared to 35%); they were almost four times more likely to be affected by violent crime (38% compared 10%).

In general, the less economically prosperous an area served by a large city youth organization, the more likely the organization was to have experienced crime -- especially violent crime. (See Table 3. below)

Table 3:

Percent Large City Youth Organizations Experiencing Crime by Economic Level of Neighborhood

Neighborhood Economic Level

	Poor (N=85)	Working Class (N=162)	Middle Class (N=168)	Prosperous (N=28)
Type of crime reported:				
Vandalism	74%	45%	28%	29%
Property crime	84%	54%	35%	32%
Violent offense	60%	31%	8%	0
Any crime	88%	58%	36%	36%

Table 4:

Percent Large City Youth Organizations Experiencing Crime by Extent of Urban Blight

Reported need for infrastructure repairs:

	Many (N=249)	Some (N=162)	Few (N=168)
Type of crime reported:			
Vandalism	70%	62%	28%
Property crime	80%	66%	38%
Violent offense	60%	42%	10%
Any crime	86%	71%	39%

The numbers of crimes per year reported by youth-serving organizations were also strongly associated with the economic level and ethnic makeup of the neighborhood, and the extent to which the neighborhood was experiencing other forms of urban blight. Organizations serving impoverished minority neighborhoods with obvious structural decay on the average experienced significantly higher rates of crime than those serving children in more prosperous well-cared-for neighborhoods inhabited by few or no minority group members.

Moreover, in addition to variations in amounts of crime experienced by big city organizations in different neighborhoods, the levels of crime also differ between settings within economically disadvantaged neighborhoods. More specifically, within impoverished neighborhoods, organizations meeting in churches, temples and other religious facilities were least likely to report high levels of crime; organizations meeting in centers or clubs entirely devoted to youth programs reported the highest levels of crime.

Table 5: Variation in levels of crimes between youth organizations in different types of locations

Type of location	Average Number of Reported Incidents Per Year involving:			
	vandalism	property	violence	all offenses
Large city with high crime	5.8618	11.7566	1.4243	13.3487
Large city with low crime	3.2714	10.0786	1.4214	11.7143
Small city/town	1.7132	4.6977	.6512	5.4496
(signif. level)[33]	(ns)	(.0455)	(ns)	(.0357)
Neighborhood needing				
Few infrastructure repairs	1.6147	3.7441	.3353	4.1471
Some ... repairs	7.0789	16.1842	2.1053	18.5329
Many ... repairs	11.5143	25.4000	3.9143	29.8000
(Signif. level)	(.0004)	(.0000)	(.0000)	(.0000)
Neighborhood economic level:				
Poor	10.2000	23.4000	4.7263	28.5053
Working class	5.2176	11.6296	1.0093	12.8704
Middle class	1.3755	3.4585	.1921	3.6856
Prosperous	1.3235	1.7059	.0000	1.7059
(signif. level)	(.0057)	(.0000)	(.0000)	(.0000)
Ethnic makeup				
Minority	6.7128	15.0169	2.0946	17.4155
All white	1.6890	4.0777	.3392	4.4311
(signif. level)	(.0046)	(.0000)	(.0004)	(.0000)

Table 6: Variation in Levels of Crimes among Youth Organizations in Different Types of Settings in Poor/Working-Class Neighborhoods

	Average Number of Reported Incidents Involving:			
	vandalism	property	violence	all offenses
Youth club/center	13.2479	30.6198	4.0413	35.1157
Public housing facility	2.9714	8.5714	2.1143	10.8000
School	3.0000	4.3774	.5849	5.1321
Church/temple, etc.	.6250	1.1964	.0714	1.2679

More organizations reported offenses by children and teens than by adults

Independent of where they were located and whom they were serving, organizations affected by crime during the past program year preponderately reported that offenders committing these crimes were children or teens rather than adults. Approximately 32 percent (31.7%) of organizations affected by crime reported that offenses had been committed by an adult and 66.2 percent reported that offenses had been committed by a child or teen.

Adult offenders were significantly more likely to victimize organizations located in relatively poor areas than in more prosperous neighborhoods; among those affected by crime, 36.3% of organizations in poverty areas and 41.2% in working class areas reported being victims of an adult offender compared to 21.6% in middle-class and 1.0% in affluent neighborhoods reported. Adult strangers were more likely to commit offenses in or immediately outside the program locations than adults related to participants or well known to staff, or adults who were known by sight to the staff. About three-fourths (76%) of organizations affected by adult offenders reported that offenders were strangers, compared to slightly about one-third who reported being victims of well-known adults (32%) or recognizable adults (31%).

In general, among organizations reporting offenses by juveniles, nonparticipants were more likely to be the offenders than participants; 42.3% reported that offenses had been committed by nonparticipants, 21.4% by participants, and 36.3% by both members and nonmembers. The balance of young insiders or outsiders committing offenses did not differ significantly across neighborhoods with different economic levels. However significant variations in the membership status of youthful offenders were found between organizations in different settings and between organizations serving youth with different characteristics.

Fifty percent of all respondents providing programs in youth centers or clubs reported that both members and nonmembers were responsible for juvenile offenses (31% reported that just nonparticipants were responsible and under 20% attributed the offenses to members alone). However, among respondents providing programs in schools, 70% said that nonparticipants were solely responsible for juvenile crime (17% implicated both members and nonmembers and only 12% reported that their participants alone were responsible). Those providing afterschool programs in churches and other religious facilities attributed offenses primarily to their own participants (46%) and secondarily to nonparticipants, 36% (the remaining 18% of organizations reported offenses by both members and nonmembers).

Not surprisingly, organizations exclusively serving young children were most likely to report that juvenile offenses affecting their organization were committed just by outside youth; 67% said that nonparticipants were responsible for all juvenile offenses, whereas only 32% of organizations serving adolescents reported that nonparticipants were solely responsible for offenses. And among organizations serving more boys than girls, just 22% blamed outside youth alone for crimes affecting the organization.

The large numbers of children served explains much of the relatively high crime rates experienced by youth centers in economically disadvantaged areas

The relatively high level of offenses experienced by organizations serving economically-disadvantaged big-city neighborhoods appears in large part to be a factor of the relatively numerous school-age children they are serving and the prolonged time periods in which programs are operating. As discussed above, in lower economic neighborhoods, responding organizations were serving significantly more participants and were operating more hours each year than those in more affluent neighborhoods. Our study found that the level of crime experienced by the organizations was more strongly associated with the numbers of hours they operated and the numbers of children they served than with the economic level of the neighborhood or the presence of minority groups in the neighborhood (see Appendix D). The annual hours of operation and numbers of children served by the organization together accounted for approximately 13% of the variation in the number offenses reported by the responding organizations.

However, even after controlling for the numbers of children served and hours of operation, several characteristics of program setting and participants' characteristics appear to be significantly associated with the amount of crime affecting the youth-serving establishments. As could be expected by a large body of past findings, age and gender of participants were significant factors associated with overall level of crime. Organizations serving more boys than girls reported higher levels of crime, as did organizations serving children of a mix of ages including adolescents (as compared to those serving exclusively younger children or just teens). Program location was found to be associated with a small but significant variation in numbers of offenses reported -- organizations located in less affluent areas in youth club settings had higher rates of crime independent of numbers and characteristics of youth served. Together numbers and characteristics of participants, numbers of hours in operation, and setting accounted for over 20% of the variation in numbers of offenses.

Gender of participants and the relative economic level of the neighborhood were the factors found to have the strongest correlation with the number of incidents involving violence that reportedly took place. After controlling for numbers of hours of in the program setting, which explained a significant but small variation in violence (Adjusted R-square = .03), gender and socio-economic level accounted for additional variation in the level of violence. Together these three factors accounted for only a relatively small amount of variation between organizations. In fact, there was little variation to be explained since in general youth serving organizations appeared to be sanctuaries from violence -- and for staff and adult volunteers, sanctuaries from all types of victimization.

Compared to other settings serving youth, adult respondents appeared to be relatively safe from crime

One unexpected finding of our study was the comparatively safe setting youth organizations provide for staff and adult volunteers. A number of recent studies of school crime suggest a growing danger to teachers and other staff. For example, a 1993-1994 survey of teachers in forty-four schools in Lucas County, Ohio, found that in schools serving grades 7 to 12, 2% of the teacher respondents had been victims of robbery; 43%, theft; 21% had been physically threatened, and 1% had been physically injured.[34] A Harris poll of a nationally representative sample of teachers assigned to grades 3 to 12 in 1992 to 1993 found that 11% of teachers reported having experienced violence in the school setting. And a U.S. Department of Education survey of teachers conducted in 1990 to 1991 estimated that between 2% to 8% of teachers had been victims of violence.

In comparison, among the youth program directors responding to our survey, under 10% (9.5%) reported personally being victims of any crime in the program setting during the 1993-1994 program year; under 5% (4.3%) reported physical attacks or threats of physical attacks during that period. Less than 1 percent reportedly were threatened with a weapon (guns or knives) and only one respondent reported being injured.[35] Respondents directing youth organization programs in school settings were among the safest staff; only one respondent reported an act of violence taking place at a school-based program area and this incident involved an object thrown or threatened to be thrown at the director. However, directors of programs in youth centers and clubs and in public housing were significantly more at risk of violence than those in other locations. Eleven percent of directors in youth centers reported being personally involved in a violent incident; 4% reported that objects such as rocks were thrown or threatened to be thrown at them and another 4% reported being grabbed, punched or kicked. Ten

percent of program directors in public housing facilities reported incidents of violence or threats of violence, and these were most likely to include attacks or threats of attacks with sharp or blunt implements. However, even the most dangerous locations for youth program directors appear safer than many school settings for teachers.

The costs of crime diminish program resources

Findings about the relative personal safety of program directors is not likely to dampen their concern about the effects of crime on their organizations. Among the organizations reporting at least one violent incident or property crime in the 1993-1994 program year, over 75% indicated that the organization suffered in a definable manner as a consequence. Economic consequences were sustained by 57.2% of organizations; for example, 43% of organizations reporting any crime had more than $100 worth of property purposely destroyed.

The second type of consequence must likely to result was the burden on staff who had to deal with incidents involving offenses committed by and against their participants. Close to half (48.6%) of organizations reporting crime also reported that staff were involved in activities directly related to crime incidents. In addition to crimes that had taken place at the program site, staff were just as likely to be to be dealing incidents in which young participants were victims that took place outside the program environment. For example, staff in organizations experiencing crime were just as likely to be taking action in behalf of children abused or neglected at home as they were to be actively engaged in steps for dealing with participants who were abusing other members at the program site.

For about one-third of the organizations (33.1%), crime also had discernible negative consequences for program operations and activities. Fifteen percent had started to limit hours the program operated to times when they thought participants and adults could be most safe when travelling to and from the program location. And about an equal number had to curtail some activities because equipment or other necessary materials had been maliciously destroyed. Fear of crime made it difficult to recruit staff and participants for 12% of the responding organizations.

Many steps are taken by youth organizations to combat crime

Whether or not they reported crimes occurring during the 1993-1994 program year, practically all organizations responding to our survey had instituted at least one approach that they hoped would create a safer environment for their school-age participants. Only 3% of all responding organizations reported that they had not taken any of the specific crime prevention actions about which we asked, while over half had taken six or more of these measures; 25% reporting taking nine or more crime prevention actions.

The most widely used approaches simply involved using locks on doors, gates, cabinets, and closets to prevent unauthorized access to program areas (reported by 60% of organizations) and organizational equipment (reported by 67% -- See Table 7). These were also among the crime prevention approaches most highly recommended by the responding program directors. The expedient measure for preventing access to organizational equipment was found to be associated with lower rates of vehicular theft. However, in our analysis, locking doors to program areas was not found to be significantly related to lower rates of any

type of crime; moreover, unless doors can be locked to prevent entrance but not exits from the program area, this measure presents a danger in case of fire.

Another widespread and highly recommended approach involving requiring a responsible adult to accompany participants when they leave the program site. Sixty percent of the organizations reported instituting this requirement; 72% of programs recommended implementing this measure. The findings or this study support this recommendation, since this was the only measure that was found by itself to be significantly correlated with overall lower rates of crime[36].

Approaches that were gaining in popularity involved conducting background/criminal record checks on staff and volunteers; in 1993 to 1994, 10% of all responding organizations had newly instituted checks on volunteers and 6% checks on staff. This measure was recommended by over 80% of program directors; however under 50% of responding organizations were conducting these checks at the time of our survey.

Measures that were used by the fewest organizations and recommended by the fewest program directors involved conspicuous distrust of youth; in particular these were practices for denying participation to youth who are most likely to be delinquent (implemented by 4% of organizations; recommended by under 10% of program directors) and installing metal detectors (implemented by under 1% of organizations and recommended by 8% of program directors).

Other approaches that were recommended by many program directors but utilized by less than 50% of organizations included: programs to help youth avoid becoming victims of crime (implemented by 45% and recommended by 81%); programs to prevent participants from becoming offenders (implemented by 42% and recommended by 77%), approaches that actively involve youth in crime prevention activities (implemented by 39% and recommended by 71%) and collaborative efforts with other organizations to prevent crime (implemented by 37% and recommended by 76%).

Few crime prevention measures ...other than police responsiveness ...seem to be effective

Our findings cannot provide evidence in support of these recommendations in terms of their effectiveness in reducing violence and other crime experienced in the context of the organization. While they may be effective in preventing crime in other settings, our analysis suggested that implementation of these measures may be more a reaction to high levels of crime than productive on-site prevention measures. More specifically we found that the numbers of crime prevention approaches implemented by an organization and the implementation of most specific measures about which we asked were strongly and positively associated with the numbers of crimes they were experiencing -- the more the crime the more approaches used and the more the crime the higher the probability of implementing most crime prevention approaches about which we asked.

Even after controlling for numbers of children served, hours of operation, and characteristics of locations and participants related to levels of crime (in stepwise regressions), except as already noted, a crime reduction affect of the prevention measures could not be detected; on the contrary, most approaches were still found to be strongly and positively associated with high levels of crime.

Table 7: Prevention Measures Instituted and Recommended by Youth Organizations

Measure	% organizations instituting measure			recommending measure
	before 1993	1993/after	Total	
Keep equipment/supplies locked up when not in immediate use	59.9%	6.8%	66.7%	80.0%
Keep doors locked all times not used	57.6	2.5	60.1	70.9
Required adult accompany youth when leaving program site	56.4	3.5	59.5	72.3
Background/criminal checks on volunteers	36.6	9.7	46.3	80.8
Programs to help youth avoid becoming victims of crime	38.8	6.5	45.3	80.7
Programs to prevent youth avoid becoming offenders	42.1	3.2	45.3	76.5
Actively involve youth in crime prevention activities	34.6	4.6	39.2	71.2
Carry out efforts with other organizations to prevent crime	30.6	6.4	37.0	76.0
Require all entering area to sign in	34.2	2.6	36.8	51.1
Background/criminal checks on paid staff	29.4	6.0	35.4	80.8
Installed security hardware (eg. fences, bars on windows)	29.2	4.4	33.6	49.3
Installed electronic security devices (eg. burglar alarms)	26.1	3.5	29.6	46.4
Provided transportation for youth in walking distance	24.5	1.9	26.4	40.6
Teach youth use guns responsibly	17.0	3.1	20.1	37.4
Efforts to ban childrens access to guns/firearms	10.9	2.1	13.0	57.0
Limited activities to daylight hours	10.1	.7	10.8	14.3
Hired private security guards	3.3	1.4	4.7	10.8
Limited youth to least likely to be delinquent	3.8	.2	4.0	9.8
Required drug tests-staff/volunteers	2.8	1.2	4.0	28.2
Installed metal detectors at entry	.3	0	.3	7.8

We did however find one factor that appeared to be strongly associated with lower levels of crime. Police responsiveness to organizational requests was strongly and significantly related to lower levels of overall crime experienced by the reporting organizations (in terms of both a bivariate correlation and after controlling for participant and location variables using step wise regression analysis).[37]

Youth organizations and police departments interact in many positive ways

About two-thirds (62.6%) of organizations responding to our survey had called their police department at least once during the 1993-1994 program year. Only 25% of the organizations had called the police to report a crime. Among organizations that reported experiencing an incident involving violence, theft or other property offenses, 18% called to report a crime in progress, 20% to report a crime involving a participant, and 37% to report another type of crime that had already occurred at the program location. A relatively large proportion of organizations reporting at least one offense at the program location (28%) did not report any incidents to the police; 18% of those reporting offenses in response to the survey said that they did not report them to the police because they did not consider them to be crimes. Among the organizations that did report crimes to the police, close to half (44.9%) said they just reported some incidents, about one-quarter (26.2%) said they reported most, and about one-quarter (28.9%) said they reported all.

Virtually all organizations that had contacted their police department during the 1993-1994 program year asked the department to provide assistance for preventing violence and other crimes involving participants. Over half of the organizations who had contacted the police called to ask for an officer to give a one-time talk to youth participants about drugs, crime, child abuse, or another topic (71.9%); for pamphlets or other information about crime prevention (55.3%); for the department to provide a drug prevention, crime prevention or other program they had developed for youth (51.4%); or to arrange a field visit to the police (or sheriff's) department (50.3%). A substantial proportion contacting the police department called to report suspicious people in the area who might be about to commit a crime (30.8%); to request more police/sheriff surveillance when participants are arriving at or leaving the program location (24.4%) or for a specially trained youth officer to be assigned to work regularly with youth (16.4%).

Half of the organizations who responded to the survey had requested the police or sheriff to provide more than one of the types of prevention approaches specified above. In addition to calling for cooperation to prevent crimes or to report crimes, about one-third of the organizations who called the police (34.1%), called to report another type of emergency.

The majority of organizations that contacted the police for any reason (81%) reported that the departments were very responsive whenever they were called. An additional 20% of the organizations said that the department was moderately responsive and about 1% said the police were unresponsive whenever they were called.

There were significant differences between the requests organizations made to their law enforcement agencies and the reported responsiveness on the part of the police or sheriff. (See Tables 8 and 9. below). Organizations requesting departmental assistance that required the cooperation of a police crime prevention unit were significantly more likely to report that the department was

very responsive to their requests than organizations requesting assistance that required the attention of patrol.

However, it should be noted that about two-thirds of the organizations who had requested police responsive for crimes in process or other crime related matters reported that the police were very responsive. And, organizations that reported that the police were very responsive to their requests were significantly more likely to have low rates of crime than those who reported that the police were moderately responsive or unresponsive when they called. More specifically, those reporting that the police were moderately responsive or unresponsive on the average reported more than twice the number of offenses at the program site than those reporting that the police were very responsive whenever called.

As described below, in our cases studies of organizations in three exemplary sites, police were working hand in hand with youth organizations not only to provide traditional crime prevention programs but also to provide services by patrol officers in support of the efforts of youth centers.

Table 8: Organizations' Requests to Police and Police Responsiveness

Type of request/call to police	Percent reporting police were very responsive whenever called
Request a field visit to the police or sheriff's department	87%
Request that a specially trained youth officer be assigned to work regularly with youth	86%
Request pamphlets or other information about crime prevention.	85%
Ask for one-time talk to youth by office	83%
Request drug prevention, crime prevention or other program they have developed for youth	83%
Report suspicious people in the area who might be about to commit a crime	75%
Request more police/sheriff surveillance when participants are arriving/leaving	72%
Request a specially trained youth officer be assigned to work regularly with youth	
Report a crime involving participant	67%
Report crime already occurred at location	65%
Report crime in progress at location	61%

Table 9: Average Number of Offense Incidents Reported by Organizations and Responsiveness of Police When Contacted

| | Number of Offenses | | |
	Mean	Std Dev	Cases
All organizations	11.08	29.26	575
Organizations reporting police were:			
Never contacted	1.36	3.68	215
Unresponsive whenever contacted	38.00	53.74	2
Moderately responsive	32.14	55.73	65
Very responsive	13.35	28.34	293

Total Cases = 579
Missing Cases = 4 OR .7 PCT.

| Between Groups | F = 22.5696 | significance .0000 |
| | R = .2187 | R Squared = .0478 |

EXEMPLARY APPROACHES IN THREE CITIES

As part of our survey, we asked respondents to nominate exemplary prevention approaches carried out by their organization or another organization in their area that they recommended detailing in this report. Over 100 approaches were recommended for further study. Although many respondents nominated efforts in which they were personally involved, quite often respondents recommended an approach implemented by another youth-serving organization. Based on brief descriptions provided in the completed questionnaires, the programs and approaches were categorized into the following typology:

Type A: Collaborative or relatively comprehensive/extensive community programs/approaches

Type B: Center-based programs with nontraditional staff, hours, or participants

Type C: Work shops and one-day programs provided for youth by youth

Type D: More traditional progress provided by law-enforcement officers

Type E: General, more traditional programs and activities provided by the nationally affiliated youth-serving organizations

Type F: Videos produced by a national organization -- utilization and youth group discussions

Type G: More traditional community programs such as neighborhood watch and "block homes"

Site selection

Project advisors[38] were asked to help select three of the many interesting programs nominated by the survey respondents for further study. Advisors were given written descriptions of programs nominated in the survey. However they were not told the national affiliation of the implementing organizations.

The advisors unanimously agreed that case studies should focus on organizations providing collaborative or relatively comprehensive/extensive community programs/approaches (Type A) or center-based programs with nontraditional staff, hours, or participants (Type B) in cities or neighborhoods with relatively high rates of crime. Given their different backgrounds and substantive knowledge, each advisor used different criteria for selecting the programs they recommended for further study.

One advisor assessed the extent to which the programs reportedly provided resources and opportunities likely to foster childhood and adolescent development, especially among minority youth. One advisor focussed on the extent and arrangements for cross-agency collaboration. Another advisor examined the apparent responsiveness of police to community concerns. And, one advisor narrowed the field of case-study candidates by eliminating programs with approaches recently found not to prevent harmful behavior involving children and teens.

While different criteria were used by the advisors, the recommendations for approaches for further study were remarkably congruent and led to the selection of four approaches being carried out in three cities. One approach selected for study is being implemented in Bristol, Connecticut; one, in Arlington, Texas; and two, in Spokane, Washington.

Follow-up calls to survey respondents in these sites further suggested that all three cities provide an opportunity to research exemplary collaborative approaches. These three cities also offer a wide variation in terms of geographical location, economy, history, and culture. Spokane and Arlington both have relatively high rates of crime. And, all four approaches are being carried out in types of neighborhoods our survey found to be most likely to be affected by crime -- working-class neighborhoods with sections where residents were living in poverty.

Two of the approaches, those provided by the **Family Center for Girls and Boys in Bristol, Connecticut and the Teen Center in Arlington, Texas**, involve facility-based youth development programs with special outreach to and activities for adolescents facing threats to their current and future safety and wellbeing. The primary programs sites are the type of setting our survey found to be most likely to be affected by crime -- centers entirely devoted to programs for children. Both the Bristol and Arlington centers are noticeably free from graffiti, vandalism, and other evidence of structural decay evident on other buildings in the nearby vicinity. And although both buildings literally shake at times from the highly energetic, and enthusiastic participation of adolescents, and tempers occasionally flare, both staff and participants know and appreciate that their program sites are safe places. As the most safe places among our survey respondents, activities in both Centers are carried out with the active support and collaboration of police.

Typical of many of the surveyed organizations serving children in less affluent neighborhoods, the Centers in Bristol and Arlington are providing activities six or more days each week for relatively high numbers of school-age children and teens. However, many of the adolescents being served in these centers are not typical of those who most frequently participate in youth centers. The Family Center in Bristol includes among the numerous children served, teen parents and their babies, young offenders assigned by the Bristol Juvenile Review Board to carry out community service, and children who are physically challenged. The Arlington Teen Center actively recruits and provides productive activities for adolescents with diverse ethnic backgrounds and a spectrum of gang affiliations; the neighborhood from which participants are drawn had been experiencing a surge of youth violence and a relatively large number of participants have previously been involved in some of the most serious incidents including homicides.

The two approaches in **Spokane, Neva-wood COPS Youth Volunteers** and the **Washington State University Cooperative Extension Family Focus Program** are taking place in two neighborhoods in which the Spokane Police Department is carrying out one of the most innovative community oriented police services (COPS) efforts in the country. Both the COPS youth volunteers and Family Focus are integral to and important components of the comprehensive COPS efforts in the Nevada-Lidgerwood (Nevawood) and West Central Spokane communities. Family Focus activities (first implemented in West Central Spokane and as of April 1996 implemented in nine neighborhoods) are designed to "create an environment so children, youth, and families, living in a high crime, low income urban community can improve their lives". In addition to direct service for youth including 4-H club activities for school-age participants, Family Focus involves a full-time Community Resource Coordinator and Family Resource Assistants who teach basic life skills to

isolated single mothers, many living in poverty. Family Focus activities take place throughout the West Central Spokane neighborhood: in participants' homes, the West Central Community Center (administered by the West Central Community Development Association), and a small bungalow used as the COPS West headquarters. Before the COPS West/Family Focus approach was started, the area had one of the highest rates of crime in the city and was known as "felony flats"; today, the neighborhood takes pride in having one of the lowest crime rates in the city.

The Nevada and contiguous Lidgerwood neighborhoods were never the highest crime-rate areas, but before the COPS efforts were initiated, the community reportedly began to experience increasing rates of crime, including more burglaries, more vandalism and more youth violence. The Nevawood Youth Volunteers are neighborhood Girl Scouts and other adolescents who, with support from an adult leader, carry out crime prevention and other activities for community betterment in the nonschool hours at places identified by the young volunteers or in response to requests from community members. Many of their activities are carried out in collaboration with or under the supervision of the police. To earn money for their supplies, they started a performing jump-rope team which is in high demand in their own neighborhood and other communities in Spokane. At the time of the case study, Nevawood youth were holding formal planning meetings in a local play center during off hours; however, two small adjacent houses in the Nevada-Lidgerwood neighborhood were being converted into a COPS Shop (headquarters).

The local organizations studied were both typical and atypical of other national affiliates

All four organizations implementing these approaches are affiliated with one of the national organizations participating in our study. The Family Center in Bristol and the Teen Center in Arlington are both affiliates of Girls Incorporated. The Nevawood Youth Volunteers are organized as a troop associated with Girls Scouts of the USA. And the Family Focus program is part of the United States Department of Agriculture 4H and Youth Development program. Before initially contacting these affiliates, we discussed their selection for case studies with knowledgeable representatives in national and regional organizations. We were advised that none of the organizations selected for study are typical of affiliates. The approaches were selected by the project advisors in part because their innovations and the national/regional organization staff were of the opinion that these departures from more standard approaches appeared to merit closer scrutiny.

However, we were also advised that, in addition to their innovative approaches, the selected organizations were implementing traditional youth development practices that may be just as or more beneficial in creating safer places in the nonschool hours. More indepth information collected during onsite observations and interviews supported this contention. While the specific activities carried out by participants varied from approach to approach, each was deeply rooted in a fundamental youth development perspective and incorporated basic youth development processes including:

- Providing a choice of age-appropriate activities that are mentally and physically challenging and have been enjoyed by generations of children and teens under the supervision of mature adults trained in child/adolescent development

- Creating ongoing opportunities for school-age participants to share responsibilities and to learn from each other; at the same time, creating opportunities for parents, neighbors, and community organizations to share responsibilities for raising children and to learn from each other's efforts

Moreover, and perhaps most important, while the approaches involve staff and activities that can effectively promote wholesome development, as programs provided by many affiliates, they also demonstrably and observably are highly enjoyed by the young participants as well as the adults. The low enthusiastic murmur of children, teens, and adults working together on a creative project; the high roar of children, teens, and adults cheering each other on during physical activities, and the laughter that rings out at times of temporary failure or ultimate success are characteristic of the approaches selected in the three cities.

Some processes integral to the selected approaches are less common among other youth-serving organizations. These involve the remarkable extent to which they are reaching out into the community to involve children, teens and adults who could greatly benefit from -- but are not already involved in -- these types of activities, actively recruiting them, and when necessary modifying times, locations, organizational rules, or content to meet special needs. The organizations selected for the study also seem to have an uncommonly clear recognition of the limits of any one organization's ability to serve all children in the community and to meet all the needs of children who are being served -- they are all a vital part of a network of organizations that together are creating safer and more productive environments for children and teens in the nonschool hours.

In Arlington and Spokane, directors of the organizations selected for study clarified immediately that they were working hand in hand with other local youth development agencies affiliated with national organizations involved in our study. More specifically, the other agencies in the cities that also played a key role in our case studies are:

o Arlington: Affiliates of the **YMCA of the USA** and **Boys and Girls Clubs**

o Spokane: The YMCA and, as one of many youth approaches implemented by the Spokane Police Department, an Explorer Post charter member of **Boys Scouts of America**.

Bristol was also collaborating with other youth development organizations including the Boys and Girls Club, but since the collaboration was not as intense, the other organizations were not included in the case study.

In part this recognition and participation in a network of agencies is due as much to the communities in which they were located as to the organizational direction. Each community had launched a comprehensive effort to identify and meet enduring and emerging needs of young people in the city. The innovative practices being carried out by the organizations had been developed to address specific concerns about the safety and wellbeing of children identified through these systematic community efforts. All were adaptations of more typical youth development practices to meet the realities and constraints faced by the school-age children and the families living in their city.

Therefore the innovative approaches selected for study can best be understood in the context of the cities in which they are occurring, the needs of youth

systematically identified by collaborative effort, the particular needs the organization was striving to meet, the ongoing collaboration of other youth development organizations to meet these needs, and the collaboration with other private and public agencies -- in particular, the police.

The study sites

Bristol is located in the rolling hills of central Connecticut. The city was first incorporated in 1785 but was founded before the Revolutionary War. Like numerous New England towns that began as agrarian English settlements and rapidly developed into urban manufacturing centers, Bristol shifted early in its history from farming to clock making and then to other metal goods production. Over the centuries, Bristol attracted new immigrant groups to provide the manual labor needed for industrial growth. Today Bristol has an increasingly ethically diverse population of over 60,000. However, unlike larger cities that have gone through successive waves of complete changes in ethnic and racial groups, many of Bristol's families of French, Polish, Italian, and Irish descent have been living there for generations. Goods-producing industries have been outnumbered by service industries, and the relatively homogeneous working-class environment has been changed both by areas of poverty in the central city and the development of upscale middle-class homes in the outlying areas. Yet Bristol proudly maintains its distinctive red brick 18th and 19th century structures and its blue-collar originality.

As in many New England cities and towns, the most honored residents frequently are those who can claim the titles of "life-long resident" or "Bristol native," and prestige is earned through contributions to community-based organizations rather than national or state affiliations.

Many business owners were raised in Bristol, attended Bristol schools, and now contribute time to the schools as part of the Bristol Mentor program; in the 1994-1995 school year through the School/Business partnership more than 300 people committed one hour each week to provide support to students in schools. Along with the established churches, the Garden Club, and fraternal organizations such as the Elks and Moose, the Bristol Boys and Girls Club and the Family Center for Girls and Boys are organizations that have for generations been anchors in the community.

The Family Center attracts children from all over the city. Located on a downtown street in a mixed commercial and residential neighborhood, the Center facility consists of a two-story brick building constructed more than 60 years ago as one of the first Girls Clubs together with newer additions built in the 1960's including a large gymnasium, pool, and locker room. An elaborate playscape constructed recently as part of a community project stands in front of the building and clearly demarks the facility as an activity center for children. A low chain-link fence surrounds the playscape area -- the intent obviously to keep small children from wandering into the street, not to keep others out.

The Center is open for activities on weekdays from 6:30am, when preschoolers are dropped off for child care, until 9pm when teens finish swimming, gymnastics, dance classes or other activities. On Saturday the Center is open from 8am to 5pm. In addition, other events, limited to adolescents in specific grades--such as the 6th grade Friday night socials--are held on a regular basis. In the nonschool hours there is typically a stream of children and parents coming and going, groups of parents talking quietly while waiting for participants to finish activities, and not infrequently a parent who is trying to convince a young

participant that 'it is really time to leave now.' Neighborhood families with children are encouraged to use the playscape equipment when not in use for Center activities, and, barring rain, a few parents or other supervising adults are usually sitting outside the Center.

In the Center, as in a wide spectrum of over 900 Girls Incorporated affiliates around the county, participants can choose from an extensive menu of activities designed to foster their physical, social, and psychological and intellectual development, including sports, "discovery" and "creative play" activities designed for different age groups from "tiny tots" through high school. Adolescents have their own programs, including science projects and activities that involve offsite participation in wider community events; they also are employed formally or informally as staff assistants and take responsibility for helping younger children who need assistance and decorating the building with arts and crafts produced as part of Center projects. Many children arrive at the Center immediately after school and stay until their parents finish work; toward early evening it is common to see the youngest children looking tired but content as they cuddle up to or lean on the older participants and 'help' them prepare decorations for the Center.

Staff in the Center, as in most Girls Incorporated settings, have both academic degrees and experiential training for providing the types of instruction and emotional support children and adolescents need to try new challenging activities, and to try again if initial attempts are not successful. A relatively high number of staff are themselves former Girls Clubs of America "graduates," and they consider their lives enriched and their decisions to enter the youth development profession shaped by their early and ongoing Girls Clubs experiences. Many were raised in Bristol or the surrounding area; however, most completed their academic education in colleges out of the immediate vicinity and began their careers in larger cities such as New York. Almost all think that the Bristol area is one of the best places in the country to live and see their work as contributing to the community as well as the live of individual children and their families.   Staff working with adolescents, especially those providing programs for young parents and supervision for juvenile offenders, have a firm grasp on the realities and constraints in the lives of these young people that place them in jeopardy; yet because of day-to-day incremental progress made by program participants they remain upbeat and firmly convinced in the ability of their collaborative approaches to make a difference.

Arlington, Texas, with a population of over 270,000, is in essence the newest and largest city involved in the case studies and the city with the widest range of economic levels. Located between Dallas and Fort Worth and within eyesight of the tall buildings in both central cities, Arlington is the home base for several major corporations including American Airlines, Arlington General Motors, and the electronic firm, Tandy's Incredible Universe. The faculty of University of Texas at Arlington located in the center of the city has helped boost the educational level of residents to one of the highest in the nation. Business at hotels and restaurants is supported by the proximity to the Dallas-Forth Worth Airport, the theme park Six Flags over Texas, and a new baseball park.

Arlington residents are offended by those who refer to the city as a "bedroom" community for Dallas and Fort Worth, pointing out that Arlington was established as a trading post over 150 years ago. However, as with many Texas cities, the development of the settlement into a major urban areas was primarily a post World War II phenomenon made possible by 20th century transportation. Residents are fond of pointing out that Arlington has an established reputation for good

schools, high quality of living, and its own flavor of living quite different from either of the two large bordering cities. Arlington has grown rapidly in the past decade precisely because of those characteristics, and has attracted a spectrum of new residents including relatively well-to-do commuters who are building large homes in new affluent neighborhoods. Many new families in Arlington have school-age children and two parents working to maintain affluent life styles.

Along with the influx of well-to-do residents, new arrivals have also included families living in poverty who are trying to escape the severe difficulties, including early deaths, that have been all too common in the economically depressed areas in the larger cities. Large complexes of apartments have been designated as 'Section VIII' housing and are themselves little villages -- ethnic enclaves of primarily Black or Chicano/Latina residents -- within the larger confines of Arlington. Both long-term residents of Arlington and more recent arrivers are concerned by the precipitous growth, strain on services, and the changing nature of the city.

The Teen Center was opened in 1992 by Arlington Youth Services (AYS) as part of their ongoing adaptation of services to help address these concerns. AYS was established in 1976 as the Arlington Girls Club, and within three years the increasing demand for activities and programs designed to meet the needs of girls and teen women resulted in the opening of a second Arlington Girls Club center. While retaining its strong programming for girls, the organization began to add additional services in the early 1980's. Co-ed activities were provided in a new "Multipurpose Center" (renamed the Teen Center in 1992 by the adolescent participants) and afterschool activities were started at one of Arlington's elementary schools. A state grant provided funds for designing a new substance abuse prevention program approach for adolescents -- an approach that laid the groundwork for the Girls Clubs of America's national substance abuse prevention program, Friendly PEERsuasion.

The Teen Center occupies a medium-size one-story concrete building formerly used by the Department of Parks and Recreation, located in one of the older city areas in Southeast Arlington. The neighborhood is primarily made up of relatively small homes surrounding the block containing a large elementary school, the Teen Center, and an adjacent small building housing an AYS meeting room and storage for supplies. A fence separates the Teen Center from the Elementary School and prevents the younger children from wandering over to the Center and the Teens from cutting across the school grounds on the way to and from the Center.

The primary areas in the Center consist of an entrance area with a check-in desk, a separate section of administrative offices and meeting room for the AYS staff, a gymnasium/basketball court, a photography dark room, a kitchen, and a large game room. The game room has an area with computers, an area with multipurpose tables used for arts and crafts, and an area with a couch and chairs, all surrounding a centrally placed fooz ball and pool tables.

The Center is open seven days a week. On weekends the Center is regularly open from 10am until 6pm; teens typically start drifting in around noon. On school days the center stays open until 9pm except on Wednesday, when the Center remains open until 10pm but only the teens 15 and over are permitted to stay. The Center commonly attracts up to 100 participants each day. The unduplicated count of teens who participated in Center activities between January 1, 1995 to March 15, 1995 totalled 552. About 25% of the participants during that period were boys; however during on-site observations for this project, the gender balance on any given night was more equal. Over 50% of participants in January through

March were age 15 or older. The vast majority (83%) were minority group members, predominantly African-American, Hispanic, and mixed racial. Active recruitment by two outreach workers has resulted in the participation of many teens identified by the police and schools as "at-risk". The only restrictions on participation are age (11 to 18) and willingness to follow the Center rules formally endorsed by the teens.

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Teen Center Rules

It is assumed that all who come to the teen center will:

- take care of the center
- obey all laws
- respect the neighborhood
- and treat all with mutual respect

The following are examples of behaviors that will result in being asked to leave the building:

- smoking in the building
- leaving trash for others to pick up
- refusing to cooperate with staff

The following are examples of behaviors that will result in the police being called and legal action being pursued:

- stealing
- destruction of property
- threatening harm
- violence
- possession of illegal substances

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An additional rule that the teens decided was critical and voluntary observe is a prohibition against any gang-related symbols. Although many of the participants claim gang membership the Center is considered to be neutral territory and signs, colors, gestures, and any other representation of affiliation with a gang are not welcome. And weapons of any type, including sticks and metal objects, by agreement are not brought into the center.

Given the large numbers of teen boys in the Center and the past involvement of many in incidents involving violence (in settings other than the Center), all staff members are consciously vigilant and constantly monitor all areas. Except for restrooms and the photography darkroom (used only under the supervision of the instructor), an unwritten rule is that doors to all rooms occupied by participants must stay open at all times. Participants are allowed to bring their own audio equipment as long as they use earphones; but another unwritten rule is no loud music. As described by one staff member, "We need to use all our senses: seeing, hearing, smelling...for smoke, feeling...gut reactions, touching...but not physical touching. But the sense we use most is common sense."

Situations in which the staff need to step in and remind the teen participants about the rules commonly involve issues concerning "respect" and the great value

teens place on maintaining "respect." Since many are drawn from neighborhoods where respect is difficult for adults to achieve, the adolescents are very sensitive to challenges made by other teens, not infrequently during basketball games or other competitive sports. Given the frequent violent outcomes on the surrounding streets in similar situations, all teens in the area become tense, and telltale "noise" begins. Staff alert to the needs and values of the teens typically take immediate action by first breaking the tension with a simple take-charge action -- blowing a whistle, or time out sign, or just emphatically walking over to the locus of the challenge -- focus the teens on the clear-cut rules -- talk quietly to the two participants involved in the challenge -- and then demand an instant replay. No one is blamed, everyone saves face, and "respect" is maintained.

Teens interviewed as part of a study of youth-serving organizations made clear that part of their preference for spending many hours playing basketball in the teen center was not because of the basketball court... "We play (basketball) on the street." But they came to play because they knew that a staff member was available as a referee when issues of respect arise. "Archie, he knows when to say 'chill'; on the streets... no Archie to say chill, so we fight."

But they also made clear that their attraction to the Teen Center also was based on more constructive activities that were made available. These activities are described below in the section detailing youth development approaches.

Given the ethnic diversity among the participants, staff have been selected to reflect this diversity. As in many youth development centers affiliated with Girls Incorporated, Boys and Girls Clubs, and the other national organizations participating in the study, all share in common an enthusiasm for working with the teen participants. But Teen Center staff mentioned that one of the great attractions for working in the Center was their own opportunity to form close working relationships with colleagues drawn from different cultures and to learn about each other's customs and home life.

Spokane's history began almost 100 years after Bristol was incorporated and about 50 years before Arlington's rapid growth. Shortly before the end of the 19th century, the first settlers of European descent moved inland from towns on the Oregon Pacific coast and established saw mills on the Spokan River. The area surrounded by large mountainous tracts of towering evergreen trees had for many generations been Indian fishing lands; the natural resources attracted other white settlers who founded Spokane. Within a few years of the arrival of the first white settlers, the State of Washington was established; and as with many western cities, Spokane's population soared when the railroad reached town. The boom continued when precious minerals were discovered. Today, the population is over 180,000 and in addition to being a major distribution point for goods for the northwest, the city provides an economic, educational, and cultural center for the Northeast part of the state. Residents take pride in the city's own acclaimed symphony orchestra and riverside parks built for the 1974 World's Fair.

Recent migration from the larger urban coastal cities has brought new middle class residents to Spokane who are fleeing urban blight and seeking a "better way to live." However, they rapidly discover that, though smaller in size, Spokane also has its bleak side -- neighborhoods in which many residents live in poverty and problems often associated with poverty impact negatively on day-to-day life. New arrivals with leadership skills are often quickly coopted by longer-term residents into assuming civic roles. Many rapidly discover that "you can't run away from problems; crime is everywhere." They have joined forces with the existing community leaders to create a safer environment for their families.

Other new residents in Spokane arrive with no mainstream American-style leadership skills and few skills for surviving in an urban area. Some are members of minority groups that have been disproportionally affected by poverty -- including residents affiliated with one of the American Indian Northwest tribes and African-Americans. Others are recent immigrants from Southeast Asia and East India. While still others are white descendants of European ancestors who have become enmeshed in poverty.

The West Central neighborhood is a multiethnic community that has experienced some of Spokane's worst problems associated with poverty -- including crime. The **West Central Community Center** (under the direction of the West Central Community Development Association) functions as a locus of community consensus building for innovation and change. The Center is the place where COPS West was conceived and where **Family Focus** participants find support and test new skills. The Center also is working closely with regional directors of 4-H and Girl Scouts for developing new procedures needed to meet the needs of neighborhood children.

The physical plant is an extensive one-story modern architecture building constructed 16 years ago as part of a federally funded effort to revitalize the social and economic structure in the surrounding neighborhood. In the first ten years of the West Central Community Development Association's existence, the staff concentrated on developing the Center facility and implementing programs designed as interventions to break the cycle of poverty in which many neighborhood families were enmeshed. WIC, Head Start, classes to teach parenting skills and other community education classes were made available in the Center, as were some youth development activities. But, according to the Center's original and still current Executive Director, until rigorous outreach was conducted in the surrounding neighborhood, in large part through the efforts of COPS West and Family Focus, the programs had minimal participation among those most in need.

A large number of the small, very modest bungalows that comprise most of the West Central Neighborhood, house many single mothers struggling to feed and clothe their children or older residents living on fixed minimal stipends. Some residents have always lived in the area. Some single mothers had followed husbands or boy friends who were incarcerated in the county correctional facility located in the area. Just a little over five years ago, few neighbors knew each other and most were afraid to go out after dark because of the numerous crimes including rapes and other attacks on people and property. According to many residents, they felt totally isolated and depressed about neighborhood conditions but didn't think that they could do anything about it.

Today the Center is a beehive of activity. Referrals for virtually any social, psychological, or health service are easily accessible in written form or from Center staff. During school hours, the Center is home away from home for developmentally-delayed adults who are cared for by trained providers until their primary care-takers return from their jobs. The Center also provides a safe and productive environment for children and teens in the before and after school hours.

Beginning in the early morning hours, many working parents drop their children off for before-school youth development activities. Rather than being left in empty homes in the preschool hours and walking to school through unsupervised areas, elementary school-age children have choices of activities in which they can participate until they are taken by van to school in time for breakfast, or class if they have had breakfast at home. The very youngest, still sleepy-eyed children typically elect to participate in small group quiet activities --

talking and being reassured by Center staff about "bad dreams" or troubles at home or sharing happier experiences.

Realizing the important role they could play in the before-school hours as well as afterschool, in conjunction with the Family Focus Program, 4-H has started an early morning Club in the Center. Many of the older children are excited about participating in 4-H projects -- hands-on activities accompanied by information tied to the activities that seems "like good stuff to know" rather than "like boring lessons." For example, during the site visit, one project involved using different flower patterns to make refrigerator magnets -- along with a simple botany lesson and a discussion of good things to eat in the refrigerator. The latter discussion prompted one young participant to begin eating the contents of his lunch bag, which led to another discussion of "why your head feels funny if you skip lunch."

In the after school until early evening, the Center is filled with children and adolescents participating in a range of activities. Snacks and homework help come first followed by a choice of age-graded "Care Club" programs. Many of the Care Club activities are led by the Center's own professional youth development staff. Some by independent instructors. In additional, the Center administrative staff is working hand-in-hand with directors of regional offices of national youth serving organizations to develop the interest and capacity of the community residents to provide volunteer led youth programs.

The Inland Empire Girl Scout Council is one of the organizations working with the Center. Until recently Girls Scouts did not have a visible presence in the West Central Community. Many mothers in the neighborhood never had an opportunity to be Scouts or other youth group participants as children. So when the Council first tried to organize troops, they found a lack of women in the neighborhood who valued youth development activities sufficiently to volunteer to be trained as leaders.

In response to this lack the Council has adopted innovative procedures to meet the needs of girls in the community and to introduce neighborhood families to benefits of Scouting. A professional staff member is organizing and leading troop activities in the Center. The accouterments of Scouting, including uniforms and camping equipment are provided to girls from families who cannot afford to purchase these items. And parents' interest and confidence in taking over troop activities are being bolstered by actively recruiting their involvement in weekend events and by encouraging Scouts to work with their parents on projects they start at the Center and continue at home.

Although the Council has adapted ordinary procedures and practices to meet the realities in the West Central Community, there does not seem to be any need to change the nationally developed age-appropriate skill-building programs that result in recognized achievements by girls in Kindergarten through 8th grade. The Scouts at the Center are totally engrossed in group activities such as "brain-teasers" they were completing and designing as part of their Puzzler Badge activities. And like other Scouts around the nation, the girls pitched in with great enthusiasm in details of budgets, shopping, menu and activity planning and logistics for a weekend camp out.

The Center also functions as the primary meeting place for cross-cutting groups creating a safe community and promoting the participation of all residents including children and teens. Many of these meetings involve coalitions of professionals and community representatives who are collaborating to ensure that services provided in the community are as productive as possible and to plan

future joint enterprises. A large proportion of community representatives are formerly isolated women who through their participation in Family Focus were able to get their own lives and homes in order and who are now working diligently to improve their neighborhood.

The WSU Family Focus Community Resource Coordinator and the COPS Director, together with the West Central Community Development Association Executive Director, function as the needles that knit these efforts together. Although they are very different in terms of personalities and styles of interaction, each has a firm grasp on the fundamentals of community development, long term hands-on experience in motivating groups to take action around common issues, and a deep commitment to seeing individuals, families, and communities reach their full potential. They each have the ability to facilitate meetings that are lively, stay on focus, and provide constant positive feedback to participants.

For example, one morning during the onsite study, the West Central Neighborhood Coalition held their regularly scheduled meeting at which 13 participants including residents, the Community Development Association Executive Director, the WSU Community Resource Coordinator, and representatives from the Spokane Police Department, the District Attorney's Office, local churches, private social service agencies, and the neighborhood-based dispute resolution center, met to coordinate responsibility and actions for ongoing and future neighborhood projects. As part of an 'Educational Moment' on the agenda, all were reminded by the WSU Community Resource Coordinator of a literary phrase that seemed to capture their primary goal ...

"helping ordinary people do extraordinary things"...

One project on the agenda was the third annual neighborhood day celebration and parade that involved all those attending the meeting in logistics and coordination of participants including the mayor, the media, the Traffic Department, the Department of Parks and Transportation, senior citizen groups, adult voluntary organizations such as the VFW, the school marching bands and their supervisors and bus drivers, and adolescents involved in several youth organizations including the Boy Scout Explorer Post and the Nevawood Youth Volunteers "jumpers". Based on the representatives' extensive knowledge of people in the community, potential problems, such as seating for the elderly, were raised and solutions devised, such as youth volunteers helping seat elderly people and helping them after events. An evaluation form to learn what attendees liked about the event and changes wanted for the next event was designed. A draft neighborhood "Needs Priorities Worksheet" survey form to be completed by those attending the celebration was approved. In under an hour, updates on all projects and division of responsibilities for new actions were completed in an atmosphere of continuous good humor and comraderie.

In the early afternoon of the same day the Neighborhood Coalition met, the Center was the meeting place of the West Community Center Education Team composed of principals and vice principals of all schools in the neighborhood and adjacent neighborhoods, the Director of the Dispute Resolution Center, community representatives and, once again, the County Extension Community Resource Coordinator and the Executive Director of the Center. As the meeting of the Neighborhood Coalition, the Education Team meeting was fast-paced and humorous, directed toward providing updates about ongoing projects and making decisions about new proposed actions, and dividing responsibilities for agreed on actions. In under an hour the group heard a presentation about a new McGruff approach sponsored by McDonalds for teaching children about safe places in their neighborhood, discussed a new report on weapons used in schools in Washington

State, shared materials and information about dispute resolution techniques being used in Spokane neighborhood schools and nonschool settings, heard a Team member's report on an essay contest "Respect in Our Neighborhood," decided to grant awards to children at all grade levels and to honor them during the Neighborhood Day Celebration. The WSU Community Resource Coordinator stimulated the Team to made plans for getting maximum attention -- including media attention -- for children and teens who receive the awards. The Team also made plans to bring pressure on another organization that was reluctant to provide support for a project that the team thought was essential for the safety of children, and discussed the specific logistics in which they were involved for the neighborhood day celebration.

The Team received an update on the progress of the West Central Community Forum on Youth Violence and plans for action recommended by the forum that involved the schools. The forum, held at the Center a couple of evenings earlier, was attended by a large room full of residents. Many of them were Family Focus graduates; most participated in some capacity in the COPS West initiative. Moderated by the Executive Director of the Community Development Association, the board issues involving violence among community youth were discussed by the entire group: issues included courts, family, media, youth programs, the neighborhood, schools, police, and organizations (agencies, associations, churches, and businesses in the community). General discussion was followed by focus groups on these issues facilitated by the Executive Director, the WSU Community Coordinator, the COPS Director, the Spokane Police Department officer assigned to the neighborhood, and other community leaders. The focus groups were charged with listing specific conditions leading to youth violence, listing community assets available for addressing problems, and designing action plans to utilize assets to change conditions. Focus groups presented their considerations and recommendations to all meeting participants as a final activity...and the results were written up in a Community Report.

The atmosphere in all forums and coalitions meeting observed for this study was charged with a "can do" attitude on the part of the professions and the neighborhood representatives. Many of residents and most social service providers in the city attribute the remarkable participation of adults and children who live in the neighborhood to Family Focus and COPS-West.

Family Focus is administered by the Washington State University (WSU), Spokane County Cooperative Extension, and supervised by the Community Resource Coordinator who also serves on many of the neighborhood coalitions previously described. Cooperative Extension programs have longed served our nation well by providing information and local support for bolstering skills for better family management, parenting, and other very practical day-to-day life skills. The Spokane County Extension Service exemplifies extension agencies' ongoing commitment to providing the types of basic information and instruction most appropriate for the needs of adults and children in their local community. The 4-H Clubs activities, provided as part of the Family Focus program are geared for children living in urban environments and facing urban realities. The Family Focus Program outreach component in West Central Spokane is designed to teach skills to adults who while growing up, for one reason or another, did not learn very basic methods for managing their own personal lives or their own homes.

Processes integral to the Family Focus program have also been developed to break down social isolation in the neighborhood and to bring neighbors together for mutual day-to-day support and assistance. A door-to-door visit by the Family Focus Team was carried out to recruit neighborhood residents for the program. The Family Focus outreach and implementation staff, Family Resource Assistants,

are for the most part down-to-earth women whose many years of practical experience in organizing homes, managing their own families, and participating as volunteers in community associations have equipped them for their roles far better than mere academic learning.

Assistants include women of color who reflect the ethnic diversity of the neighborhood. Familiarity with the traditions of their own minority culture, such as roles of women in specific American Indian tribes -- help them understand the concerns of neighborhood women. Independent of ethnic background, their low-key but take-charge abilities appeal to many neighborhood women living alone with young children -- especially those with few friends or family in the area. And the extensive training they receive from the County Extension department in preparation for their activities has given them an understanding of the needs of women and children who have been leading much less organized lives.

Following a structured format and using a workbook[39] developed by the WSU Cooperative Extension agents, small classes are held in the homes of the women, first concentrating on providing basic living skills, then skills needed to keep conduct the every day business of running a household and then skills for parenting and managing a family. Finally, skills for working with larger groups in the community are discussed and opportunities provided through newly formed neighborhood groups. Conversations with women at different stages in the program make clear the great struggles the participates have experienced in trying often desperately to keep a semblance of order in their lives. Participants interviewed as part of this study provided many examples of how they previously lacked understanding about mundane affairs such as household budgets and nutrition and lacked the confidence and know-how to deal with day-to-day activities such as finding out where to take a sick child for treatment or knowing what to do if their child got into a neighborhood fight. As a result they had been anxious, frightened, and frequently depressed or angry.

They also made clear the many routine skills they are learning -- such as using time outs to deal with their own children -- and the confidence that they are gaining in their ability to take charge of themselves, their homes and families, and their neighborhood. Program outcomes achieved from January 1, 1993 through June 30, 1994 that have been documented by a WSU study include a 35% increase in average time parents where spending with their children each day, a 38% increase in the average time parents were spending on self-improvement activities each day, a 41% decrease in time parents were watching TV each day, and a 58% increase in the number of parents working or going to school.[40] The communication skills several participants had gained were very obvious when observing their leadership abilities in COPS-West activities.

> I can't believe this is really me ...me telling the mayor what he needs to do. I was afraid to leave my house. Afraid to open my mouth. But not any more. Who knows...maybe some day I'll run for mayor...maybe even for something in Washington. -- Family focus participant and COPS office holder

C.O.P.S. (Community Oriented Policing) West was organized in 1991 by a community resident who had recently moved to the neighborhood from a distant urban area. Horrified when the abduction of two children and the murder of one child occurred shortly after she moved into the area, she worked with the West Central Community Development Association Director, the Spokane Police Department, and business owners in the neighborhood to create a comprehensive set of approaches for reducing crime and restoring community control. Housed in a building in the community that was donated (actually, leased for $1.00 a year) by a local business owner, the mini-station is staffed by community volunteers, many of whom are WSU Family Focus participants or graduates, a Neighborhood Resource Officer assigned by the Spokane Police Department, and more recently representatives from a number of other public agencies including the Office of the District Attorney, and Adult and Juvenile Probation and Parole.

Both traditional and innovative neighborhood policing techniques are used by C.O.P.S. West. Block Watch, McGruff Houses, and Communication Trees are part of the effort as are D.A.R.E. and neighborhood cleanups. But C.O.P.S. West also has implemented many innovative efforts involving neighbors. Teams of neighbors are trained in dispute resolution and respond to calls involving conflicts between community children and teens or other residents, if the Neighborhood Resource Officer is confident that the confrontation can be handled without violent responses. Adults patrol the streets before and after school to assure that children are safe and that older teens are not harassing each other or younger children.

A close bond between uniformed police officers and residents has been forged through joint participation in up-beat community events and programs designed to express appreciation for each other's efforts -- such as Holiday Meals for Police Officers. Together with WSU and the West Central Community Development Association, C.O.P.S. West has taken the lead in organizing events enjoyed by the whole neighborhood, such as the now annual Neighbor Days when a parade highlights the start of an entire day of celebration. Integral to the community events are the neighborhood children and teens -- through their participation in the C.O.P.S. Junior Volunteer Groups and other youth groups formed at the Community Center. The Neighborhood Resource Officer is highly visible at many community events, coalition meetings, and, as noted in an independent study of the Spokane Police Department's NRO Program, carries out activities very responsive to the communities needs.[41]

Together COPS-West/NRO and WSU Family Focus have achieved documented success in creating a safer community. According to the police department, the effort has resulted in a 40% decrease in crime in the West Central Neighborhood between 1991 and 1994. In 1994, the resident who initiated COPS-West was hired by the Spokane Police Department to coordinate the numerous COPS organizations taking form in neighborhoods around the city.

The **Nevawood COPS Youth Volunteers** are a core subgroup of one of Spokane's neighborhood COPS initiatives. Currently the group has over 60 active participants, both girls and boys, most in their mid teens. The girls who belong to Nevawood COPS Youth are officially a part of Girl Scout Troop 437, originally organized over ten years ago as a Brownie Girl Scout troop for six- to eight-year-old girls living in a predominantly working class neighborhood adjacent to the west central community. The current leader, who is also Chair of the Neva-Wood C.O.P.S., had two daughters in the troop and took over direction when the girls were Junior Scout age (9 years to 11 years). She brought to the troop a high level of enthusiasm and a strong belief in the capacity of girls to change the world; according to young women who grew up in the troop, the leader's very vocal enthusiasm about their abilities and achievements inspired them to go well beyond basic requirements for earning Scout badges and awards and tackle projects that other girls their age never even thought they could do. For one example, the troop played a major role in organizing a Women In Government Day held at a local college and attended by all Girl Scouts and Campfire Girls in the Spokane area.

For an area-wide Girl Scout camp-out, the Scouts decided to entertain the other troops with a jump-rope demonstration; performing to music, their ability to tumble, turn, and do splits while jumping was such a hit that the Scouts decided to enter formal competition as the "Side Steps." The twenty-five Side Step jumpers are now known throughout the area and are often called on to perform at benefit fund-raisers. During the site visit, the Side Steps performed at a pancake breakfast held to raise money for a teacher in one of the neighborhood schools who was seriously ill and required expensive medical treatment. Their prepublicized involvement (and the involvement of Boy Scout Explorers who appeared with a Spokane Police Department horse) help assure a very high turnout for the event. The younger children in the audience were engrossed as the Side Steps performed -- and, based on their comments and imitative jumps they were attempting after the performance, are looking forward to they day when they are old enough to be Side Steps themselves.

By the time they were Senior Scouts (ages 15 to 17), the girls were anxious to take on projects in the community to correct neighborhood conditions that had become visible problems...such the deteriorated state of a local park that was no longer safe to use for their activities. Realizing the changes that the West Central Community had achieved through their COPS effort, as part of her Girl Scout Gold Award Project, one of the Scouts decided to organize a similar effort in the Nevada-Lidgerwood Area. She set out the three following goals[42]:

> "Goal 1: Today's children need to be molded into tomorrow's citizens so they
>   may feel a sense of ownership in their community.

> Goal 2: Enhance trust within the community

> Goal 3: To reinforce already existing youth programs

With the support and encouragement of her troop leader and active cooperation of Spokane Police Department's COPS Coordinator and Neighborhood Officer, the Senior Scout organized her sister Scouts to recruit other neighborhood adolescents who could be trained by the police as youth volunteers. She persuaded a local business owner to provide a facility on Mount Spokane for training youth volunteers -- and also to "provide a hiking excursion, swimming, horse backriding [sic] and a meal for each Junior Volunteer that is trained"[43]. In addition to the many girls who wanted to join, neighborhood boys "who never thought scouting was cool" also asked to become participants.

One of the first projects carried out by the Volunteers was to reclaim their neighborhood park. They contacted the Parks Maintenance Department and were told that specific details about deteriorated conditions needed to be reported before action could be taken. The volunteers documented and reported graffiti, trash, broken lights, and other unsanitary and unsafe conditions. Summer camp outs in the park for neighborhood children were planned and carried out; extra patrol was provided by the Spokane Police and adult neighborhood COPS volunteers who were organized by the troop leader.

Over the following year the Nevawood Volunteers began to take on a wide range of projects including "Knock and Nag" for reminding residents to keep their doors locked, a blanket drive for residents in need, and Alley Watch -- occasional 6pm to 2am outdoor vigils in areas formerly experiencing high rates of burglary, carried out under the supervision of the police. Although their projects take them out into the community several times a week, the Volunteers planning meetings are held just one time a month and are conducted entirely by the youth. As a group they decide which of the many projects requested by the community to take on. They form ad hoc committees to take responsibility for each project they agree to do. Meetings are held in places that provide recreational opportunities. During the site visit for this report the Volunteers met at commercial indoor playground made available by the manager during off-peak hours. The Youth Volunteers conduct their business with no-nonsense, expeditious dispatch. However, the abandon with which they play after their meeting, the interaction between the girls and the boys, and the volume and tone of their after-meeting communication demonstrate that these are quite ordinary teens involved in some out-of-the-ordinary activities for creating safer places in the nonschool hours.

FINDINGS IN THE THREE STUDY SITES ABOUT SAFE AND PRODUCTIVE AFTER-SCHOOL APPROACHES

Spokane, Arlington, and Bristol are obviously distant in miles and different in origin. The specific programs nominated and selected for further research are also disparate in terms of characteristics of participants and activities. However, our onsite studies found that the three cities shared many similar concerns about their youth. Moreover, the processes that led to the delineation of specific concerns and development of approaches to address them were remarkably similar across the study sites.

The three cities reached similar conclusions about the needs of youth that are best addressed by programs in the nonschool hours

Each city has systematically carried out concerted efforts to identify gaps in the needs of youth and to fill those gaps. Systematic needs assessment takes place in the three cities on an ongoing basis under the sponsorship and coordination of 26 municipal organizations deeply invested in keeping the community sound and viable; these organizations also had the political clout to engage city leadership and secure resources for bringing about necessary change.

Some of the youth issues which they have identified appear to be enduring problems across cities -- unsupervised children and teens misbehaving and getting into trouble, school dropout, alcohol abuse, teen pregnancy. But in all three cities increases in the extent of these enduring problems have raised community concern, along with problems that were rarely evident before: growing numbers of children living in poverty in single-parent female-headed households, children who are in physical or emotional jeopardy at home, and children who are

committing crimes at earlier and earlier ages. While not all difficulties involving youth in any one city were identical across cities -- all three cities identified a large subset of problems that could best be addressed through after-school youth development programs.

In Bristol, needs assessment for children and teens has been spearheaded for two decades by the city's Youth Service Bureau, one of 69 Bureaus formed by the State of Connecticut over 20 years ago. Specifically mandated and funded jointly by the State and municipality to be an administrative coordinating unit for all community youth services, as well as a direct service provider, Bristol Youth Services functions to meet the needs of all the city's children and teens as well as those with special needs, including youth who have come to the attention of the juvenile justice system. Although the core professional staff is relatively small (three full professionals in 1995), the agency was instrumental in the formation of the Greater Bristol Community Leadership Team (GBCLT) with the mission of "Linking Public and Private Sectors of the Greater Bristol Community to Maximize Opportunities for Families and Individuals." Consisting of local officials, representatives of community groups and business groups, directors of public and private agencies and service organizations, based on a survey of youth and family service needs, GBCLT has designated public safety as a top priority and action for organizing neighborhoods and improving access to services as integral to their mission.

Community surveys carried out in cooperation with the schools and other agencies, including the Regional Substance Abuse Action Council of Central Connecticut, monitor the needs of youth and gaps in services on an ongoing basis. Based on results of the surveys and information routinely collected by municipal agencies including the Bristol Police Department, community-based services for youth, including after school programs, are considered to be essential for community problem solving, personal problem solving, public safety, and community development. In particular, afterschool approaches are recognized as needed to address the following concerns:

o peer pressure for harmful behavior

o need for building positive self-concepts

o availability of alcohol and drugs

o availability of other temptations

o boredom among adolescents

o need for children and teens to have fun

o parenting issues

o changes in family structure

o need to divert youth from the juvenile justice system.

While some of these are enduring needs that Bristol has been addressing for generations, as in many cities, educators and administrators of youth-serving organizations believe that many problems have intensified in the past decade. "Our city used to be more like a stable small town," one educator commented. "Now we have many children from split families moving back and forth between Bristol and other cities, new families moving in to escape big city problems but

bringing big city problems with them: children who are abused, neglected, malnourished, and lacking basic medical care." Based on information from Bristol Hospital, a growing number of such cases involve single mothers, raising children in public housing, who because of mental illness are having great difficulty coping with their children. The schools are finding that while rates of teen pregnancy have remained the same for a period of years, younger girls -- down to middle-school age -- are now having babies. And police and other agencies find that children are committing crimes at younger ages.

Given the range of youth issues recognized in Bristol, the Bureau and cooperating agencies realized that a multifaceted collaborative approach would be most effective in resolving them. Approaches provided for children and adolescents already experiencing difficulties were identified as essential, as well as programs for promoting personal growth and development among all Bristol youth.

Arlington's history of problems involving crime and delinquency are well documented by studies sponsored by city, state, and nonprofit agencies. A recent study by a senior faculty member at Sam Houston State University suggests that Arlington's overall efforts in reducing crime are having a demonstrable impact. In 1984, the Fort Worth-Arlington Metropolitan Area had the second highest overall crime rate among all Metropolitan areas in Texas. Although over the next ten years Forth Worth-Arlington was one of the fastest growing areas in Texas, by 1993 the area ranked 15th in crime rate among all other metropolitan areas. Property crime actually dropped 15%; and although the rate of violent crime increased, the increase was less than in the majority of other Texas metropolitan areas.[44] Moreover, perhaps due to vigorous substance abuse prevention efforts in the Arlington area, Tarrant County appears has had a relatively low rate of drug-related arrests[45].

Gang problems too appear to be moderate compared to nearby cities. Although nearby Fort Worth has an estimated 119 gangs with over 1500 members[46], police officers report that Arlington youth who identify themselves as gang members do not appear to be connected with gangs in other cities. Rather, the youth belong to newer and more transitory groups who are borrowing gang names and symbols described in media reports from Los Angeles, Chicago, and other cities.
Although some observable crime trends are positive, the current crime problem in the Arlington area is far from trivial. In 1993, Tarrant County, which contains all of Arlington and part of Fort Worth, had one of the highest crime rates in Northeast Texas, surpassed only by adjacent Dallas County. The area had a relatively high availability of guns; Tarrant, Dallas and adjacent counties had over 9,000 dealers legally licensed to sell firearms[47] which may help explain why, in Tarrant County in 1993, over 70 juveniles were referred to court for violent crimes including 25 for murder.[48]

Crimes affecting youth are a great concern among the many civic associations committed to preserving a high quality of life in Arlington. In response to these and other concerns about critical difficulties affecting residents, the United Way of Metropolitan Tarrant County organized an effort to assess the seriousness of community problems and resources needed for addressing the most serious problems. Under the direction of the organization's 1990 Priorities Committee composed of executives from corporations, volunteer organizations, and public agencies, an indepth study of community problems was launched. Funded by local foundations and carried out by consultants[49], research was conducted to assess the seriousness of twenty-one problem areas.[50]

Findings of the study indicated that among all areas studied, problems affecting youth and their families composed 8 out of the 10 given top rank priority by the

committee. Many overlapped with problems identified in Bristol. More specifically they are:

o School drop out

o Chemical dependency/misuse

o Family distress/stress and life crises

o Illiteracy

o Lack of child care

o Youth at risk (of not making a successful transition to adulthood)

o Teen pregnancy

o Violence/victimization

In additional to identifying and ranking the priorities of problems, using information provided by consultants, the Committee ranked the problems according to resources already available and the ability of United Way to make an impact. Based on these rankings, lack of child care and youth "at risk" were identified as focal issues to be addressed through collaborative community effort.

In Spokane, similar issues were identified by a city-wide Youth Commission established by city ordinance in 1985. Using the "Caring Community Model" developed by University of Washington researchers David Hawkins and Richard Catalano, the Commission has taken on responsibility for communicating and networking, investigation and research, as well as advocacy. A "report card" on Spokane area youth sponsored by the Commission and area businesses found:[51]

o the school dropout rate is lower than the national average but in 1988 1,000 students in Spokane County who entered the freshman year in high school did not graduate; Spokane pays about $3.3 million per month to support dropouts and their families

o drugs and alcohol were used several times a week by 45% of Spokane area youth; 15% used daily. Among 10 -17 year olds arrested in Spokane, 80% used drugs or alcohol and 65% were dependent on substances; 40% started using before age 12.

o Over 20% of youth age 16-19 who were actively seeking employment in 1989, could not find jobs -- most lacked the skills needed for employment

o One out of eight 17-year-old teens in Spokane were functionally illiterate

o In 1986, almost 600 teenagers gave birth; another 556 teens terminated pregnancies; 11% of all births in Spokane were to mothers under 20 years old

o In 1987, there were 3,916 arrests of school-age children (10-17), meaning that about 10% of all school-age youth were arrested.

A recent research effort spearheaded by the Commission included a survey conducted by the YMCA to access the needs of teens throughout the city -- a majority of whom requested a Center of their own. Responding to this global request, the Commission rapidly conducted an inventory of building that could be used as a Center and with resources provided by the public and private sectors of the city, is now in the process of supervising the renovation of an unused school building in a location that is served by public bus. The Commission is now in the process of holding focus groups for teens through out the city, led by teens on the Commission's Teen Center committee, to determine what activities and programs the teens want to take place at the Center. At the same time, arrangements are being made to house services that the teens said were needed but not readily accessible, in the same building.

Realizing that the results of city-wide surveys do not necessary capture priorities of particular neighborhoods, committees formed in the West Central Community Center by the Community Development Association carry out their own neighborhood needs assessment on an ongoing basis and publicly present findings and recommendations to the Spokane City Council. Rather than focussing on problem behavior involving individual neighborhood youth, West Central Spokane task forces focus on community conditions that need to be addressed to prevent problems involving school-age children and to create a safer and more productive community for children and their families. In January 1992, based on results of five monthly public neighborhood meetings convened after several extremely serious incidents of violent victimization of children, an <u>ad hoc</u> Security Task Force composed of residents, representatives from schools and city agencies and Community Center staff, identified these categories of issues that needed to be resolved in order to prevent future crimes involving children:

o Police and community relations. Specific conditions included low levels of service, perceived discrimination against minority group residents, and lack of communication between the police and residents.

o Neighborhood security improvements. Conditions included lack of traffic signs, poor neighborhood lighting, neighborhood eyesores (abandoned houses and cars and other trash), and safe places for entertainment in the neighborhood.

o Security education. A major neighborhood exigency identified was the need for parents to learn how to take more responsibility for the supervision of their children.

o Block networking and organizing. A major concern was the lack of communication between neighbors and, as a result, a lack of ability to take coordinated action to assure the safety of children and families living in the neighborhood.

The task force provided thirty recommendations for addressing these issues. The recommendation were translated into actions that led to the collaborations and approaches already described in this report and others described below.

To address these concerns the cities developed close collaboration between public and private sector organizations for a comprehensive youth approach

Although in theory most people favor youth development programs, when hard choices must be made about allocation of scarce resources, support needed for programs for school-age children and teens are frequently first on the chopping

block. The leaders in the three study sites were astute enough to recognize that support for youth programs was most likely to be forthcoming if policy- and decision-makers were convinced that programs for youth could help meet their own goals and if a consensus about the value of youth programs was achieved among influential community group. The methods used to build consensus and convince decision-makers were approaches that has been used successfully in past in other communities.

Bristol utilized several approaches for gaining and maintaining widespread support for creating safe places for youth in the nonschool hours. The first approach reported helped prepare the community leaders for collaboration to meet the needs of children and teens, the second approach actively engaged many city officials and directors of influential organizations, the third broadened the base of support by reaching into communities to achieve strategic objectives. The primary approaches involved:

o Community workshops. The workshops were patterned after instructions provided in, The Technology of Prevention Workbook[52] and included materials on topics including human service activities, community change, levels of networking, and keys to effective youth programming.

o Experiential programs. The most tangible approach used in Bristol was developed in conjunction with Project Adventure and resulted in the construction of the city's own Challenge Course, a facility designed for carrying out activities for building community team work and teaching cooperative problem solving skills. Many of municipal organizations that were involved in the decision to construct the challenge course were reportedly as or more interested in using the facility for their own organization as they were in developing community coalitions to collaborate in providing youth services.

o Neighborhood outreach and focus groups. The effort was targeted on eight neighborhoods. Community outreach workers were assigned to specific areas and trained to conduct focus groups using methods and materials specifically tailored for their use from more generic sources.[53] The ETP Center, the organization that took the lead in providing outreach and training, was formerly a state-created agency, known as the CDAC (Connecticut Alcohol and Drug Abuse Commission) Institute of Addictions and was dedicated to providing education for drug and alcohol practitioners. After CDAC merged with the State Public Health Department, the Institute took on a broader mandate for training, and changed its name to 'The Center'. Recognizing that in many neighborhoods, single programs can have little impact, the Center has developed curricula for teaching entire organizations and cities methods for bringing about systematic change.

Members of the Board and Trustees for the Family Center are representative of the breadth of public and private sectors that have been involved in providing services for youth in the nonschool hours; they include an assistant superintendent of schools, the president of one of the leading industrial companies, a CPA, an insurance company administrator, a employee of a city department, an investment manager in a local branch of a major bank, and several retired residents.

In Arlington, two primary strategies were implemented. One was the City Of Arlington Crime Prevention Action Plan, designed by over 100 residents and community professionals for addressing four focal concerns: violent crimes, education/youth, business, and neighborhoods. The action plan was a result of findings of task forces that carried out research in these four areas and presented recommendations. One of the key recommendations made by several task

forces was: "Create after-school and summer programs; make existing programs more readily available."[54]

At the same time, in order to build a collaboration to address youth issues, identified as priority concerns by the Priorities Committee, The Arlington Human Service Planners (AHSP) convened a group of citizens and youth service professionals to explore the dimensions of issues concerning children in the city. In addition to a staff member from the agency funding AHSP, the United Way of Tarrant County, the committee included representatives from seven voluntary youth serving organizations including Boys and Girls Clubs, Arlington Youth Services, and the YMCA; representatives from city agencies that deal with youth including the police department, the public library, and the department of parks and recreation; liaisons from the mayor's office, the University of Texas at Arlington, and a coalition of religious organizations; spokespeople from other civic and business groups serving children and their families including Six Flags Over Texas, a local shopping mall, and the Asian-American Chamber of Commerce; a number of representatives from organizations associated with Arlington Independent School District (AISD) including the Council of PTAs, and three community volunteers.

Together the committee assembled a wealth of information about the status of children in Arlington in general, about specific neighborhoods where problems concerning children were most intense, and about existing voluntary and professional service providers available to address concerns of youth. For example, the AISD provided information about the precipitously increasing numbers of children who had entered Arlington schools in the past decade (an increase of over 36%) -- and both the extent of problems, such as numbers of pregnant and parenting teens in school, concerns including rates of drop out, and successes such as the percent of children who plan to attend college. The police provided information about numbers and types of arrests of youth. And the department of Child Protective Services pinpointed neighborhoods where they were most likely to receive reports of child abuse. In addition to information contributed by the AHSP committee members and their affiliated organizations, findings from the previously described United Way of Tarrant County study were a major source of information about the dimensions of problems faced by youth.[55]

Based on the compilation of information, the commission found that there was a spectrum of services being provided to Arlington youth with apparently very positive outcomes. However, the increasing numbers of children were straining the capacity of the current program providers to meet growing demands. Groups of children whose needs were not being adequately met were also identified including parenting teens and runaway and homeless youth. Together the representatives realized the benefits the children and their organizations could realize from more and ongoing coordination of youth services.

Rather than formulating a comprehensive plan to meet these growing needs themselves, the Human Service Planners Commission recommended the establishment of a permanent city-sponsored citizen commission on youth and families; the committee would be comprised of 18 members: 5 nonvoting members representing public agencies dealing with youth, 10 voting adults representing each city zip code area, and 3 voting teens representing a teen advisory group. In addition to the teen group, the commission would be advised by a preteen advisory group and the social service providers network.

The proposed role and responsibilities of the city commission would be to develop a comprehensive plan based on a needs assessment and assessment of current services, a review and monitoring of expenditure of public and private funds, the establishment of long- and short-term goals and evaluation of processes and outcomes.[56]

After reviewing the findings of the studies, the Committee decided that "special emphasis should be given to programs which enable low-income clients to reach the goal of self-sufficiency." And the Committee also designated for first emphasis, programs developed for low-income ethnic minority youth. The policy set by this group of concerned residents and business executives was clear and directive: not only was the continued viability of the area of vital concern -- but the wholesome development of children and teens was considered to be a major cornerstone of the community infrastructure.

Spokane, as other cities in the Northwest, has a long history of forming coalitions to address shared problems. Collaborative efforts for providing safer and more productive environments for children in the nonschool hours have taken place at four loci in the city's political and social structure.

o The city-wide Youth Commission, established in 1985, has recently become more focussed on concerns involving at-risk adolescents. Composed of citizens members, seven adults and four teens, and advised by one board composed of representatives from a broad spectrum of youth serving agencies and another board composed of teen representatives throughout the city, the Commission has created a number of teams for addressing specific issues including the Teen Pregnancy Prevention Coalition; the Spokane Service Team which provides teens educational preparation for and opportunities to carry out community service projects in small groups; neighborhood-based implementation of Project Get REAL (Recreational and Alternatives for Leisure) which provides field trips, preparation for employment classes, and leadership training in the nonschool hours.

o Coalitions of public agencies and private youth organizations. Recognizing that activities initiated or coordinated by the Youth Commission are beneficial for the majority of adolescents, but that more supports and opportunities are needed by a growing number of adolescents, these agencies have committed themselves to working together for providing comprehensive services for children at highest risk of committing violence -- especially those who have little or no family support or support from schools. As needs for services are identified, representatives of agencies form ad hoc groups, not to talk about the problem, but to solve the problem. As one ad hoc group member succinctly described the previous situation, "Our children were not slipping between the cracks, they were squeezing themselves between the cracks as we watched."

One group, headed by a concerned parent and composed of representatives from the police department, child protection services, a private foster care/adoption agency, a local university, and several other volunteers living in the community, is implementing a plan to ensure that runaway and thrownaway children are housed at night in safe places -- preferably in the homes of families in the child's neighborhood.

More comprehensive services for "street" children, a substantial number of whom have babies, are provided at locations such as Crosswalks, a building located in the downtown area, under the supervision of Volunteers of America. Services include a "head-start type program" for the babies and toddlers of the homeless teens. School "classes" for small groups of teens meet during the regular school hours. Parenting classes and recreational activities are provided for the teens in nonschool hours. And meals are provided for both the teens and their babies.

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o Neighborhood-based teams of youth-serving organizations, public agencies concerned with youth, and neighborhood volunteers. While the previously described effort taking place in the West Central neighborhood may be among the most intensive grass roots collaborations to be carried out in Spokane, it is one of a relatively large number of ongoing community-based collaborative approaches. The first COPS initiatives in Spokane were formed in 1987, four years before the West Central COPS Shop was organized. The Spokane Police Department is the central coordinating agency for fourteen neighborhood coalitions. And while Family Focus classes were limited to the West Central community at the time of the onsite study, the Community Resource Coordinator was working throughout the city and, as of the date of this report, Family Focus activities are being carried out in nine neighborhoods.

For a variety of reasons, seasoned youth organizations were recognized as the most logical choice for addressing concerns

Community leaders and officials in the three study sites recognized that the established youth-development organizations were a powerful resource for providing many of the services identified as essential for increasing the safety and wellbeing of children and teens in the communities. In all three cities, many influential community leaders were already servingon advisory boards of affiliates of national youth organizations and had first hand knowledge of their strengths and capabilities. More specifically they recognized that:

o The organizations have proven fiscal and administrative know-how for assuring funders that resources allocated to programs would be handled responsibly.

o The organizations have long-term, demonstrated ability in engaging children and teens in activities that encouraged leadership, developed social skills, reinforced academic skills, and provided opportunities for ongoing supportive relationships with adults who were deeply interested in their welfare and progress.

o Particularly important for addressing concerns about adolescents already experiencing difficulties, the organizations have proven experience in fostering the development of children living in far less than optimal conditions to achieve self-reliant and productive lives.

o Opportunities and activities provided by the organizations are solidly based in knowledge about child and adolescent development. Rather than being designed to focus on past negative problems affecting children involved in the organization (including lack of parental supervision, poverty, abuse, pregnancy, or delinquency) activities and adult relationships are geared to support the children's growth into self-reliant, productive individuals.

o Professional staff for the most part have academic training in education, psychology or another field that provides a strong theoretical basis for their occupation. Moreover, in general staff are hired and volunteers selected on the basis of their realistic expectations for what can be accomplished by children in different stages of development. Staff and volunteers are also selected for their ability to provide enthusiastic and positive guidance to children and teens with a spectrum of personalities and social skills.

These characteristics are, by design, evident in many of the youth organizations affiliated with all national organizations participating in our study. As an

illustrative example, primarily for the reader who may not have had the opportunity to become acquainted with the day-to-day activities of youth organizations, the Arlington Boys and Girls Clubs is described next. However, although the focus is on the Clubs in Arlington, many of the same programs and processes are provided in Clubs around the nation. And, while the programs are not the same, Girls Incorporated Centers, 4-H Clubs, many 'Y' facilities, and the Scouting organizations provide opportunities that result in deeply supportive relationships with staff, real challenges, and an organizational commitment and pride in membership among participants.

Processes integral to successful youth organizations were readily evident

Organized and incorporated in 1959, Boys and Girls Clubs of Arlington's motto is "Leading Arlington's Youth for Today and Tomorrow." The mission of the organization is "to help all youth, with special emphasis on youth at risk, develop to their maximum potential." In addition to afterschool childcare programs in Arlington elementary schools, Boys & Girls Clubs of Arlington provides a spectrum of youth development programs at six locations in different parts of the city[57]: the Main Branch and the Southeast Branch are housed in buildings owned by Boys and Girls Clubs.

The Pebble Creek Branch and the Parklane Branch operate in space provided by the owners of apartment complexes where many "section VIII" single mothers and children live. The manager of the Parklane Apartments interviewed for this project was enthusiastic about the onsite Center and the outcomes. She described the destructive behavior of the children, especially the nine to 12 year olds, previous to the opening of the Center, pointing that "with 300 children around and nothing for them to do of course they were getting into fights and destroying property. Most of them were just trying to play. But some of them kept getting into apartments and stealing." And she excitedly pointed out areas that in addition to being vandalism free are now clean and neat. "They all love getting the awards for doing cleanups -- the Asian babies, the American Indian babies, the Hispanic babies, the African American babies -- they're all our babies -- they love the awards and the volleyball, and the parents feel and everyone feels good about the Center".

As an outgrowth of one afterschool program, one branch was created on the grounds of one school. A Teen Center is located in a city shopping mall. Except for the Teen Center a relatively new program exclusively for adolescents, all branches serve boys and girls from the ages of six through seventeen during the nonschool hours on weekdays and on Saturday.

The facilities are conducive to enjoyable constructive activities

The Main Branch, located in central Arlington, is adjacent to a building housing the administrative offices. The administrative offices have a separate entrance and are separated from the Branch by solid walls. However, in the nonschool hours, the enthusiastic cheers and sounds of thudding feet and bouncing balls can clearly be heard resounding from the floor and walls of the gymnasium used for practice and intra-Branch competitive games.

In many ways, the Main Branch is typical of many Boys and Girls Clubs facilities around the country. In addition to a gym, branches typically have a large game room furnished with a counter where the staff welcome and check members in as they arrive and also welcome and record information about guest children who accompany members. As the name implies, the game rooms are equipped with a

number of pool tables and fooz ball tables -- which appear to popular with children of all ages and both genders. Most often the tables are in high demand, and provide a social focus as children and teens waiting for their turn cheer on players or talk to each other and staff about other Club activities, school, and other happenings in their lives.

Like the Main Branch, facilities typically have another relatively large room furnished with long tables and chairs and several individual stations with computers. Here children complete homework assignments, receiving tutoring, work together on "quiet" projects such as newsletters, and participate in programs that involve discussion groups and written materials. In smaller branches without arts and crafts rooms, this is also the location where children carry out handiwork.

Except for computers, which are typically the newest equipment, furnishing are commonly long-lasting, sturdy and utilitarian -- and the floors (other than the high gloss gym floor) are swept and polished clean but often scuffed with many years of use. Walls are frequently adorned with drug use prevention and crime prevention posters provided by national organizations; bright splashes of color are provided by the art work of the young children, posters for community events made by the older children, and trophies and awards for the many "bests" earned by Club members.

While the Main Branch has small offices for staff to organize schedules and program materials, staff in smaller branches do not have that luxury. Branches in public housing apartments are more likely to consist of a single large room divided by furnishing into areas for different functions. In Arlington, members of the smaller branches are bussed on one of several vans owned by the Clubs to the Main Branch to use the gym. However, unless the weather is inclement, outside areas provide spaces where more vigorous activities can take place, and picnic tables can also be used for quiet discussions and meetings of small groups.

Rules are clearly stated; consequences are explicitly defined

As in many Centers run by affiliates of organizations participating in our study, participants have clear directives for expected behavior stated in positive "do" terms rather than negative prohibitions. Rules for the Main Branch include some general principles for interaction ("Treat others as you would want to be treated" and "Respect one another") as well as more specific directives for actions ("Walk in the building" "Keep your hands and your feet to yourself" "Speak courteous language only"). Consequences are spelled out in terms of numbers of times rules are broken and range from time out to suspension; the length of suspension depends on the seriousness of the infraction.

Staff also receive written instructions for discipline. They are reminded that the primary environment to be maintained is "a learning environment that is positive, supportive, and effective." Explicit instructions for discipline guide staff in methods for using sanctions for breaking rules in a way that can help a child use more positive actions to redeem themselves. For example, since rule breaking frequently occurs when children become overexcited and lash out verbally or physically rather than regaining self-control, time out is used to discipline a child whose behavior is disruptive. Staff are unambiguously instructed to locate a time-out "close to the activity in which the infraction occurred." During the "time out" the disciplined children are required to sit quietly with their legs crossed and their hands folded in their lap," until they are calm enough to rejoin the activity.

Activities are varied, active and interactive, challenging, goal-directed, and humorous

There is no doubt that among the thousands of members enrolled in the Arlington branches (about 3000 in five branches other than the Teen Club in 1994) the children and teens who consistently participate in Boys & Girls Clubs activities find them enjoyable. Given the open door policy, they don't have to come, and those who are not enjoying themselves can leave. The numerous participants in the five branches on any given day (an average of 450 each day in 1994) testify to the attractiveness of opportunities provided by the Clubs.

Additional evidence is provided by the extent to which participants are visibly engaged in activities. Except for an occasional youth assigned to a time out period for breaking one of the branch rules, it is uncommon to see a member who is not actively focussed on a particular game or program activity. The very apparent keys to this active engagement are realistic challenges and meaningful rewards. An undercurrent of good-natured moaning and groaning often accompanies intense efforts of participants carrying out a variety of activities -- from homework lessons to physical endeavors; and a constant murmur of encouragement from staff and other participants acknowledges difficulties being faced. But shouts of success and acknowledgements of success frequently ring out when math assignments are completed or a fooz ball reaches the desired goal.

There is no randomness to these events. Very careful preparation on the part of the National Program staff and equally careful implementation on the part of the local staff ensure regular challenges and rewards for children and teens at different stages of development and of different abilities. Programs developed by the National organization are firmly grounded in current research findings about multiple dimensions of childhood and adolescent development: cognitive, social, psychological, biological and social; they address real concerns of children growing up in any culture (such as universal concerns among young adolescents about sexuality) and real concerns currently faced by children growing up in urban settings in our country (such as AIDS). Program materials are designed to be suitable for children and adolescents of specific ages and stages. And local staff are trained to implement the program materials using Boys & Girls Clubs interactive techniques.

The results of years of development and training for delivering particular programs is manifest in the behavior of the participants. When, for example, "SmartMoves" is announced in the game room, the younger children look on with envy and the older teens nod knowingly as those in early adolescence drop their cue sticks and other games and race into the next room and scramble for chairs. "SmartMoves," the Boys & Girls Clubs comprehensive primary prevention program provides small group discussion about real temptations many children entering their teen years face on a daily basis, including alcohol use and premature sexual activity. The program helps adolescents realize how they can refuse to take serious risks without seeming " not cool" or becoming social outcasts.

Teen members exemplify leadership qualities for which the Clubs strive

The TURF (Teens Ultimately Reaching the Future) Teen Center opened at the mall is a relatively new venture that was opened in the spring of 1993. The rooms provided by the mall for the Center are more completely equipped than other Centers with game room equipment that teens enjoy. The program director is trying to implement programs that will interest the teens. However, as of spring 1994, participation was sporadic.

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Programs for teens implemented in the Centers in the housing complexes were however clearly helping the organization achieve its mission. Outcomes which Boys and Girls Clubs of Arlington are working to achieve are "a sense of competence, a sense of usefulness, a sense of belonging, and a sense of power and influence." A unannounced visit found teens involved in the Pebblecreek Center Keystone program extremely articulate about the ways in which Club activities had allowed them to personally realize these outcomes.

According to the teens, they first came to the Club because it was there and they had nowhere else to go. They stayed because the Club "hires good staff people; people who go out of their ways to do things for kids. People who are willing to take kids places and to things the kids want to do after the hours they have been hired to be at the Center.

The teens eloquently described some of their favorite activities and the lessons they learned. They described events such as car wash fund raisers that were not only fun and provided a service that people wanted but also taught the participants how to handle money responsibly. They detailed projects such as volunteer work in nursing homes and community cleanups that were fun because of the people that were working together but also provided a way to really do something worthwhile for the community. They were enthusiastic about field trips to museums none of them even knew existed before becoming members. One teen who attended a national Boys and Girls Club conference in Colorado had the rapt attention of the others as he described the event -- his first trip out of the area -- and how much he learned from the other members with different backgrounds who came from all around the country.

Interestingly, when asked what approaches they thought should be replicated throughout the country for all teens, they first mentioned more conferences for older teens their age -- especially conferences that would provide an opportunity to discuss controversial issues such as racism. But they quickly shifted to programs for younger adolescents. They praised the SmartMoves program for the effects they said were visible among the participants in their neighborhood, especially on their attitudes toward sex and drugs and their subsequent behavior. They highly recommended that all adolescents participate in the program and asked me to be sure to add that to this report. Based on their experiences they were quite sure that SmartMoves participation helped "the younger kids" be safer in the nonschool hours.

Innovative practices for serving children and teens most at-risk build on existing approaches solidly based in knowledge about child and adolescent development

When asked about crime prevention programs that they recommended detailing in this report, many respondents suggested that we describe traditional youth organizations such as the Arlington Boys and Girls Club; "what we do prevents delinquency" was a typical comment. The community leaders interviewed for this report mainly agreed -- they thought that many of the issues they identified as priority concerns could be met by providing similar programs to youth most at-risk. These perceptions were supported by independent assessments.

In Arlington, an independent researcher conducted a study on the needs of youth at risk of not making a successful transition to adulthood and on existing community resources that could be potentially be tapped to address these needs. Five categories of needs were identified 1)youth development/social development/comprehensive and small groups child care; 2)counseling/residential

treatment/crises intervention; 3)school-based programs/alternative resources; 4)clinical services; and 5)supervision of delinquents[58]. Among existing community resources identified as providing developmental services needed by at-risk youth, over half were affiliated with one of the National organizations participating in the LINC study. In a separate study of child care issues conducted by the same consultant, these organizations were also identified as service providers who could have an impact on the problems concerning inadequate supervision[59].

In all three cities, independent of the circumstances leading to the gap in services which they are filling or special arrangements needed for children and teens they are serving, on-site observations and interviews indicate that the opportunities and activities provided by the organizations are solidly based in knowledge about child and adolescent development. As the more traditional programs, rather than focussing on past negative problems, the innovative approaches concentrate on supporting participants' growth into self-reliant, productive individuals. The same characteristics of professional staff and volunteers that make them good candidates for providing traditional youth programs, especially their realistic assessment of can be accomplished by children and teens of different ages and their enthusiasm for incremental success greatly facilitate the ability of the organizations to implement programs to fill gaps in services for children and adolescents most at-risk of becoming involved in crime, as victims or offenders, in the nonschool hours.

Spokane's Neva-Wood Youth Volunteers, described above provides graphic evidence of long-term outcomes that can be achieved by **Girls Scouts of the USA**. The Girl Scouts in the Nevada-Lidgerwood neighborhood did not suddenly become committed and effective community volunteers as adolescents. They grew up in a neighborhood experiencing typical urban problems. The skills and efficacious abilities of the Senior Scouts who initiated the C.O.P.S. activities were promoted and fostered by their participation in Scouting from the time they were in first grade.

The Council to which their troop belongs was incorporated in 1933 and serves about 4000 Scouts in over 400 troops each year. About 50% of the girls come from single parent homes with mothers working for minimum wage. From their earliest school-age years, Scouts associated with the Council (and National organization) are provided with activities explicitly designed "to help every girl: develop self-potential, learn to contribute to society, develop values, develop leadership skills, learn how to relate to others and respect all people."[60] From the time they don their first Brownie Scout uniform, girls are engaged in civic responsibilities such as "Operation Slow Down to increase public awareness of unsafe driving" and "Youth Diversity Day" for promoting understanding between multi-culture youth with diverse backgrounds.

As Juniors, Scouts are trained to assume more community responsibility, including skills for preventing suicide, youth violence, and substance abuse among friends. Cadet and Senior Scouts are involved in more intensive programs that draw heavily on nationally developed materials for addressing contemporary issues including teen pregnancy and AIDS and facing family crises. The Council requires all volunteer leaders to be trained by their Council in methods for providing the positive supportive approach developed by Girl Scouts to guide girls in their ability to take on major social issues. And although the National organization is just beginning a quantitative study of the comprehensive outcomes of their approach, there is strong anecdotal evidence, such as the Neva-Wood results, that suggest the positive outcomes that can be expected: safer and more productive girls and their significant contributions to safer and more productive communities.

Under the direction of the Family Center staff and in collaboration with the Bristol Public schools, pregnant and post-partum teens now have the option of continuing their education at the Center. School classes are held during the school hours in a room that functions as the Center dance studio in the nonschool hours; individual instruction can be provided since the classes are relatively small. To allow the pregnant teens and young mothers sufficient time to attend to their own and babies' physical requirements, in-class time is condensed into short periods of intense instruction with regularly scheduled breaks.

One day a week, young fathers are urged to attend and classes are devoted to topics integral to good parenting such as infant development, child psychology, and nutrition. According to the program Coordinator, many of the young parents are living in homes where their own mothers and fathers never had the opportunity to learn good parenting skills. Not only are the young parents lacking skills for child rearing that come with maturity but they do not have good role models to imitate when interacting with their babies.

During class, the young parents are encouraged to provide examples of their own babies' behavior to illustrate more general and academic information. Their complete focus on the topical discussions and comments frequently reveal their drastic need for learning to care for their babies and their hunger to be good parents. For example, they express amazement and relief when they learn that their crying babies are expressing discomfort rather than dislike for them as parents. "I really thought she cried so much because she hates me," one said. And they are also amazed to hear that infants should be fed when they are hungry and comforted when they cry. "I thought I had to teach him that he can't always have everything his way so he won't grow up to do bad things like I did," was a statement that, based on many nods, appeared be a misconception shared by most of the young parents in one class.

A room directly across the hall functions as a nursery. Experienced child care providers take charge of the infants while the parents are in class. In addition, nurseries and child care coordinated by the Family Center are also available in the high schools in Bristol for the children of young parents. During breaks between classes in the Center and in the schools, the child care providers encourage the young mothers and fathers to play with their babies, change them when necessary, and discuss sleeping and eating patterns and other concerns.

Frequently, concerns of pregnant teens and young mothers are not related to their babies but rather to more typical adolescent matters: emotional stresses such as the need to establish their own independent identity leading to conflicts with their own mothers and fathers; social affairs involving boy friends, best friends and dating; academic subjects involving future career choices; and physical woes such as skin problems and other physical manifestation of adolescence, in these teens' cases exacerbated and confounded by their pregnancy. To address these concerns, trained Family Center staff provide case management and individual counseling. Close and ongoing coordination between the clinical staff in the hospital, the teacher assigned from the school, and the Family Center program coordinator helps assure immediate attention to developing problems related to the young mothers own adolescent development as those related to pregnancy, birth, and baby care -- maximizing the safety and wellbeing of both the young parents and their babies both before and after birth. Home visits by the Family Center staff in the nonschool hours also help provide individual attention the young teen mothers often need and a chance to meet the need of mothers and babies for additional support.

Spokane's 4-H Club Programs implemented as part of Family Focus are also firmly rooted in theory and research-based programs. The 4-H Club activities implemented in Spokane have been developed by the United States Department of Agriculture Youth Development Program and Washington State University Cooperative Extension for their increasingly diverse and urban participants. Among the 39,000 boys and girls participating in 4-H Clubs in Washington State in 1989, 26% were adolescents in grades 9 to 12, 50% lived in mid-size cities (populations 10,000 - 50,000), and 30% lived in large cities or surrounding suburbs. Programs delivered throughout the State are designed to give participants "the right stuff."[61]

The Right Stuff

"The payoffs for giving our young people the right stuff are all around us: better community leadership, informed citizenship, and increased vocational skills. Personal health is improved and family life is stronger. A solid, secure next generation can mean less delinquency, fewer family breakups, fewer problems with alcohol and other drugs, and a happier more vibrant community".
                    --Washington State University Cooperative Extension

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The Spokane County 4-H professional staff interviewed as part of this project emphasized the part Club activities play in teaching life skills needed for successful transition to adulthood including positive esteem through experiential learning accomplishments, effective communication skills, responsibility for self and the community, sound decision making, and a strong sense of belonging.

Two particular programs carried out by the Bristol Family Center are also types of youth development programs that have been found by past research to have long-term success in reducing children's involvement in crime and delinquency. One involves outreach to and services for adolescent parents and their babies. The other diverts first-time juvenile offenders out of the justice system into productive youth development programs.

The Bristol Family Center Young Parent Program

The Family Center in Bristol is a natural choice for taking the lead in the young parent program for increasing the longterm well-being of adolescent parents and their babies. Clinical services for pregnant adolescents had been provided by a local hospital for many years. To help prevent growing rates of inadequate child care, Girls Incorporated was asked to provide a once a week parenting class for adolescent mothers and fathers at the hospital clinic. However, it became evident that a more comprehensive approach was needed.

Although the schools encouraged teen mothers to stay in school, only slightly over 10% continued. Many pregnant teens did not show up for scheduled physical exams and frequently missed parenting classes at the hospital. The community recognized that in addition to clinical services, the young mothers needed daily support both during their pregnancy and after the birth of their child to ensure that their own educational, health, and emotional needs were met in addition to the needs of their babies. Given their long-term affiliation with Girls Incorporated, the Family Center is experienced in supporting the comprehensive development of girls and teen women and seemed the logical choice to coordinate efforts to meet this need.

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To supplement the professional services provided by the program, the Family Center also recruits and trains adult mentors who provide the young mothers with additional support in the form of advice and friendship. Mentors are volunteers -- usually parents themselves -- who receive 12 hours of training before they are matched with a pregnant teen. Mentors are asked to commit at least six months to the program and provide between one to four hours' encouragement each week to the young mothers. According to the Coordinator of Social Services for the Young Parent Program, not all applicants have the flexibility and openness, empathy, ability to listen nonjudgementally, or the problem-solving skills needed to be a good mentor. However, more than half the matches are successful and lead to an ongoing supportive relationship that lasts throughout the perinatal period.

In addition to the mentors, local business owners and other residents have volunteered to supply clothes and other equipment for the babies that the young parents and their families cannot afford. Girls can request particular items, such as baby baths, on sign-up sheets at the Center. And if a hand-me-down is not available from a young parent with a slightly older baby, then the volunteers are notified.

To help strengthen the young parents' resolve to delay further pregnancies until they are older, more educated, and financially independent, the program also has added a peer counseling component. Young parents who have returned to school provide information to their peers about pregnancy prevention. Formal meeting of these peer leaders are held only once a month but they see each other every day in school and form a mutual support group. And the pride they have in their accomplishments is reinforced by outside speeches they are asked to give about once a month.

According to the Assistant Superintendent of Schools, while pregnancy rates among students have not declined, the percent of teen mothers who complete school has greatly increased (from about 11% to 85%) and the number of teen mothers having second babies has greatly decreased. According to Bristol Hospital, very few cases of child neglect or abuse are now found among the teen parents.

The Bristol Juvenile Diversion Program

The Bristol Police Department and the Youth Service Bureau are the lead agencies in the coalition implementing the juvenile offender diversion program in which the Family Center collaborates. The coalition also involves the Bristol Schools, other youth development organizations, the Department of Probation, and both public and private agencies providing clinical services for school-age children and their families.

Representatives from these agencies meet on a regular basis to review cases of juveniles who have been detained by the police. Representatives who attend the Juvenile Review Board meetings are generally "hands-on" practitioners who have ongoing contact with a relatively large number of school-age children in Bristol. All information discussed during Review Board meetings is confidential and at the beginning and end of each meeting Board members are reminded not to discuss any information provided during case reviews with anyone outside the room after the meeting is concluded.

Reviews begin with a juvenile officer providing detailed information about the incident leading to the arrest of a child, including information about all children directly or indirectly involved. During the meeting observed as part of this project, members of the board were able to provide additional information about the family and background of the majority of children involved in these

incidents. Since those attending included juvenile officers from the police and probation department, school counselors, directors of afterschool activities for adolescents, and staff from local agencies providing psychological counseling, a multifaceted view of the young offenders was cooperatively achieved.

Alternative options for a plan of action for each child were discussed by the board members. Options ranged from essays to be written by the young offenders about the consequences of their offenses for their own future and for people affected by the crime to prosecution under the jurisdiction of adult court. For first-time adolescent offenders involved in minor crimes, one alternative was restitution through community service; in these cases the Family Center representative had the option of volunteering to place the child as an aide in one of the Center programs.

Adolescents who receive a "sentence" of community restitution in the Center must sign a contract with the Juvenile Review Board that specifies the number of hours they are to work in a set calendar period. They are given the Center number and the name of a staff contact and given instructions about how to call and set up their work schedule. If they do not contact the Center staff or fail to complete their contract, the Review Board is notified and the case is brought up for review again.

According to the Center staff, while some adolescents assigned by the Board fail to establish initial contact, those who do call generally complete their service for restitution and many complete additional hours as regular student volunteers. Only the staff members who served as the representative on the Board and the contact in the Center know which young program aides are providing involuntary service. While the aides who are carrying out mandated community service and treated by almost staff and all young participants the same as all children and adolescents in the Center, the staff members who are knowledgeable about the conditions of service make a special effort, as part of their program, to provide extra opportunities for one-on-one's.

Staff never are the first to mention the incident that brought the adolescent to their attention; but once juveniles assigned to the Center become comfortable with the staff, they often bring up the matter themselves. At that point the strong counseling skills of the staff and their ability to provide support for positive alternatives are brought to bear on assisting the child to realize more constructive, productive actions on an ongoing basis -- including continuing to spend nonschool hours in enjoyable Center activities as a regular participant. The staff take justifiable pride in youth who arrived at the Center through the Juvenile Review Board and who have become successful young athletes, artists, or child care aides.

The Arlington Teen Center Youth Development Activities

Arlington Teen Center too cooperates in a juvenile diversion program, and a small number of participants have been assigned to the Center by the courts. However the majority of participants have been recruited through initial outreach to teens who have already been experiencing difficulties, including contacts with police, in neighborhoods where most teens never previously had the opportunity to participate in constructive activities in the nonschool hours. One critical barrier to participation -- the need to get safely to and from the Center, has been overcome by vans, owned by AYS and operated by staff, that make frequent runs between participants' neighborhoods and the Center immediately after school is over and at the end of specific blocks of planned activities. The first participants also spread the word that the Center is a good place to be and the staff "ok -- different than teachers".

Some of the staff are considered more than just ok. The P.E. Instructor, who has a rich experience in working with delinquent youth, is admired as much for being "fair" as for his height and obvious skills on the basketball court. He recognizes the dreams the teens are playing out on the Center court, and while he doesn't discourage these dreams, he takes opportunities to sit on the bleachers and talk to them about more realistic ways of achieving success as adults. The photography instructor, a professional who has spent many hours convincing photo supply shops to provide equipment to the Center, has sparked great interest in capturing the world of the Center and the participants' neighborhoods on film, and has instructed and inspired a large number of teen "Hot Shots" to produce artistic photos that are rightfully applauded by residents throughout the city. According to the teens even most of the "white ladies know when to listen and when to leave you alone."

Compared to programs provided for younger children by affiliates of most national youth development organizations, many activities in which Center teens can choose to participate are relatively loosely organized. Staff work hard at taking their lead from the teens rather than insisting on teens following the directions from staff. As one staff member summed up the approach, "The kids love this place because they know it's their place and it's our job to make sure it is their place."

To ensure that girls and younger teens are not excluded from the basketball court, some hours are set aside exclusively for their use. And to facilitate the development of the more advanced skills of the older teens, on Wednesday nights from 6 to 10pm the court is reserved for the use of the "guys 15-18," and at 8 o'clock the younger teens must leave the Center. But other than this occasional age and gender specification and a few periodic contests such as free-throw competitions, teens are essentially in charge of the games.

Game room activities too, including the use of computers and arts and crafts supplies, are pretty much up to the teens. And while the staff provide materials and instructions for special crafts projects and may make an occasional recommendation about projects that could be carried out and assist with computers or other equipment when requested, the teens are much more likely to call on each other for suggestions and assistance. For the most part the staff provides guidance by asking about future schedules and needs for supplies "Are you guys going to want to do anything special for Easter? If you want to make baskets or something like that for the kids at home, you need to give me a list of stuff you need -- like eggs or whatever?" "They say it's going to be nice this weekend -- do you guys want us to get hot dogs or meat and charcoal so you can cook stuff for lunch on Saturday?"

More formal opportunities are provided for three-month positions as Center "youth worker" employees. Only four paid positions are available at any given time for teens 14 years and older, and the jobs are actively competed for by the teens. The teens must fill out formal applications and are provided with a complete job description listing all tasks required of aides from "washing out trash cans" to "introducing new members to the rules of the TC and other youth." Applicants are interviewed and those hired receive performance reviews. While the teens see this as a good way to earn money, the staff are more interested in teaching good work habits. And since the youth workers are responsible for keeping the Center clean and tidy -- they, rather than the staff, are the ones most likely to make sure that the other participants obey the rules about taking care of the center and not leaving trash for others to pick up.

Participants also are organized for carrying out work in the neighborhood, such as doing gardening tasks for elderly residents. According to one of the staff, the younger participants who do not yet qualify for paid employment are those most enthusiastic about those opportunities. The older teens would much rather find paid positions. Organized activities that are more likely to hold the older teens' interest include programs dealing with concerns teens are facing on a day-to-day basis such as substance abuse, pool tournaments, poster contests for event such as Black History Month, and STARS activities involving science and math puzzles. Friday parties open only to participants who had earned "ticket points" through service to the Center were also enjoyed by teens of all ages as were classes in Latin American and Country Western line dance.

Groups of participants were asked about their perspectives about Center activities as part of the research carried out for this project. The first fifteen teens to walk through the door one evening were asked at the check-in table if they wanted to go to the administrative meeting room for barbecue and to talk about what they liked about the Center and what they thought should be changed. They were a typical Center mix of boys and girls, African-American, Hispanic, and mixed ethnicity; most were older teens, and a couple had relatively serious criminal involvement before participating in the Center.

All agreed to participate but were concerned about friends who would be arriving later and whether they could also get food. They were told that if any food was left after our meeting another group would be invited in. Although an order of barbecue sufficient for the first group had been brought into the Center, the teens helped themselves to very small portions so that a second group of teens could be invited. The second group had similar concerns about friends ...and left enough food for a third group.

Teens in all three groups independently offered the same suggestion for what they wanted changed in the Center...longer hours on weekends. One group said the Center should stay open until 10pm on Friday and Saturday. The other groups thought 11pm would be a better closing time. Other than one comment by a younger teen who thought he should be able to stay on Wednesday nights (an idea that got a negative reception from the older teens) other comments were congruent with the obvious, engrossed participation observed over several days in the Center. "We like this place -- we learn how to do nice things for each other." "Maybe there are other good places -- but here we don't have to pay dues -- we play basketball when we want to..." "Before... I was always in trouble -- here I have good stuff to do and someone to break up fights." "Other places kick you out -- not here." "In school I always fail -- here I do good." "They help you here with stuff like homework and painting." "There's nothing better to do -- this is good."

Community leaders interviewed as part of this study are pleased with the services being provided by the youth organizations selected to fill gaps in the lives of youth in need of safer environments in the nonschool hours. Some feel that more caution should be exercised when recruiting adolescents who have committed crimes. However, even those with the most reservations about serving young offenders or other at-risk youth, take pride in individual success stories of participants overcoming odds. And by and large the community members appear to strongly endorse many of the innovations that have been made to foster this success.

Affiliates of different national youth organizations cooperate to provide full services

All four approaches selected for study are bolstered by ongoing coordination and cooperation among affiliates of three or more national youth-serving organizations. Although there are differences in the stated missions and philosophies of the seven national youth-serving agencies that participated in our study, the Executive Directors and administrative staff of the local affiliates in the study sites realize that, by and large, they share common goals, objectives, and practices. Moreover, they find that by supporting each other's efforts and collaboratively planning services "everyone gets a piece of pie and no one winds up hungry."

In **Bristol**, the Executive Director of the Family Center views the services provided by her staff and the programs in Bristol offered by youth development organizations affiliated with other national organizations as meeting different needs for the children in the community. While the Family center is providing several activities designed to meet the needs of girls, such as Science by Mail in which participants communicate with women scientists, the Boys and Girls Club provides some "rough and tumble" activities designed to support the physical development of boys. While the Family Center is serving children with disabilities from all over the city and nearby areas, Boys and Girls Clubs ensures that children living in public housing projects have on-site productive activities in the nonschool hours. One earmark of the collaboration between the organizations is their support of each other's fund-raising campaigns. At an advisory meeting for the Family Center an announcement was made about a Boys and Girls Clubs breakfast fund raiser. There was no question that the Family Center advisors would be attending; the only discussion required was how many people associated with the Center other than the advisors could be called on to attend.

Spokane has a spectrum of youth-serving organizations providing a range of programs for meeting the comprehensive needs of many children in the city. Some are independent providers; others are affiliated with national organizations participating in this study and equally fine organizations, such as Campfire Boys and Girls and the YWCA, that are not a focus of this research. Many of the nationally affiliated organizations are independently serving their more traditional constituencies. For example, the downtown YMCA provides many programs found in Y branches around the country to individual and family members ranging in age from infants to seniors. Personal fitness activities including the aquatics program which is virtually a trademark of the Y's are provided seven days a week on weekdays beginning at 6am to 9pm. And, as many Y's around the country including the Arlington, Texas YMCA, the Spokane YMCA is also providing "Adventure Club" programs in the before and after school hours in six elementary schools (students from a seventh school are bussed to another school location).

While the organizations in Bristol support each other's efforts and, as described next, organizations in Arlington cooperatively divide up areas of the city to be served, Spokane is remarkable for the coordination that brings multiple organizations into the same location in the nonschool hours. As previously described, the West Central Community Center offers Scouting and 4-H activities and a range of opportunities provided by other independent organizations. These choices are also available in Spokane schools providing after school programs. The coordination that occurs among youth organizations in a single location is perhaps best exemplified by the nine-day Spokane KidsWeek held each summer in one of largest Spokane Parks. Over twenty youth activity providers -- public and private, commercial and not-for-profit -- join forces to celebrate Spokane's children -- "to recognize our youth and let them know they are valued." The effort is funded by city agencies and private businesses who sponsor an extensive set of age-graded activities from "music and movement for toddlers" to "blood and guts" science workshops for early adolescents to midnight bowling and miniature golf for older teens. Coordinated by the Chase Youth Commission, the reason for this collaboration is captured by the KidsWeek motto..."Because Kids are an Important Community Resource..."

Arlington too is a city characterized by coordination of services for children. The extensive spectrum of public and private agencies who collaborated in the United Way Priorities Committee and the Arlington Human Service Planners (AHSP), translated their general commitment to providing more services for at-risk youth and for children without supervision into a specific plan of action for providing afterschool programs for as many school-age children in Arlington as possible. The plan has three primary components:

    o Actively recruiting high-risk children and teens to participate in existing Centers including Boys and Girls Clubs Centers and the AYS Multipurpose Center -- renamed the Teen Center by the participants who were recruited.

    o Creating new Centers in unsupervised areas where children and teens were already congregating in the nonschool hours. Boys and Girls Clubs has taken the lead in this effort.

    o Providing licensed childcare in the afterschool hours in all elementary schools in Arlington -- and contracting with the three major youth-serving organizations in Arlington to administer the childcare and furnish age-appropriate youth development activities. The three agencies involved are the YMCA, AYS, and the Arlington Boys and Girls Clubs. The three organizations have divided the school more or less equally and fees for childcare are based on a sliding scale depending on the family's income.

Approaches independently implemented by the organizations have very different missions and functions in the city. As described elsewhere in this report, AYS and the Arlington Boys and Girls Club focus on outreach to children from working class and economically disadvantaged families. The Y serves predominantly middle-class white residents and stresses activities that function to bring families together for recreational activities. On weekends the fields around the Y are sectioned off for soccer games and other team sports played by leagues divided by age and gender. Throngs of parents coach and cheer as the young participants compete. Many of the aquatics programs for which the Y is nationally known also involve children and parents. Given the high proportion of middle-class Arlington families with two working parents -- the Y activities provide obviously appreciated opportunities for children and parents to regroup during nonwork, nonschool hours.

While the three organizations have very different independent functions, and call their afterschool programs by different names, they have established essentially the same policies and practices for collaboratively providing school-based childcare in the afterschool hours. All hire University of Texas students who are majoring in relevant fields as onsite staff for the programs. All are qualified to provide academic tutoring. Staff hired by all three organizations prepare weekly "lesson plans" specifying a range of activities appropriate for children of different ages and with different interests. Each organization meets the high standards required for licensed childcare including provision of safe places, a relatively high staff to participant ratio, wholesome snacks, and a sign out procedure that assures that each child is in the care of an authorized adult when they leave.

All meet in either the school gymnasium or school cafeteria as soon as school is over and independent of the organization, the activities carried out by the children involve a choice of age-appropriate physical exercise (such as circle games for the youngest children and tether ball or relay races for the older), arts and crafts for fostering fine motor skills, board games for broadening intellectual skills, and cooperative projects for developing social skills. Younger children ask for and receive individual attention from the staff more than the children who are approaching adolescence and more interested in communicating with each other. And with the occasional exception of a child who has been assigned to a solitary short "time-out" area for breaking a rule known to all participants (such as pushing or shoving), and a number of the youngest children who tend to run out of steam and get cranky as evening approaches, most children appear to be happily occupied in one-on-one or group activities.

Compared to more typical programs provided by the youth organizations participating in our project, the children seem to lack the intensity of attachment to adults providing the programs, and conversely the adults appear to view their roles as more custodial than providing longterm support for children in whom they take a deep interest. Moreover, although the children seem for the most part to be happily engaged in activities that are appropriate for their age, they do not display the obvious sense of pride evident in children who are actively challenged by programs designed by national organizations and who meet that challenge. The sense of ownership and membership that are evident among staff and participants in more typical youth development activities is also lacking. However, compared to children sitting alone at home watching TV and children in unsupervised settings who are engaged in less productive and at times harmful behavior, the afterschool programs are a great improvement.

Partnerships with other agencies are formed to meet individual needs

While youth organizations involved in our study are providing many opportunities, activities, and relationships children and adolescents need to reach their full potential, they are acutely aware that they have neither the staff or the training to provide the individual attention many children require. Staff work long hours with large numbers of children and cannot be expected to provide the extra emotional and social support required by the neediest children during their nonwork hours.

Two primary arrangements are implemented in the study sites to insure that children are not "falling through cracks" because a single organization lacks the resources needed by a child or adolescent. Large numbers of volunteers are recruited and trained to supplement the time professional staff can provide to individual children. Coalitions of agencies with staff trained in different

professions meet on a regular basis to assure that children and adolescents receive the full spectrum of services they require.

In Bristol, volunteer activities are encouraged by both the public and private sectors. Students are given credit toward high school graduation for community service. Over 300 students each year work in the nonschool hours as volunteer aides in the Family Center, the local hospital, the library, and other community organizations. Each school in Bristol has been "adopted" by a business that encourages their employees to meet with an individual student during the work day. Employees of city agencies are also encouraged to become mentors.

The Juvenile Review Board and the Young Parent Program are two examples of the coalitions formed in Bristol to assure the children and teens receive the services they need to avoid becoming involved in crime in the nonschool hours. Another is the Child Protection Team coordinated by the Bristol Hospital Department of Social Services and composed of representatives from the Family Center, the Department of Mental Retardation, a sexual assault crisis intervention organization, the visiting nurses association, the Bristol Board of Education Special Services Administration, and the Bristol Youth Service Bureau. Cases of abuse or neglect that come to the attention of any of the collaborating agencies are assessed; appropriate action is taken, if necessary involving other agencies, and followup assessments conducted.

In Arlington, as already described, coalitions are also formed between professional organizations providing youth services. In addition, children and teens in youth organizations also greatly benefit from direct services and the financial support of volunteer auxiliaries organizations and community betterment organizations such as the Junior League. Members of the women's auxiliary for the AYS provide hours of onsite administrative support services as well as helping hands for creative projects. Their gala annual fund raisers, such as the Cinderella Ball, involve some of the city's celebrities and wealthiest families in glittering evenings that are integral to the Arlington social scene and result in ongoing support for activities for children most in need of safe places in the nonschool hours.

In Spokane enduring neighborhood-based partnerships between city agencies and organizations are being generated and sustained by the COPS programs organized by the Spokane Police Department. By physically housing neighborhood volunteers and representatives from key city agencies in "COPS Shops" in a growing number of Spokane communities, agencies are able to coordinate services and activities on a minute-by-minute basis. And by routinely involving COPS Youth Volunteers and participants in other youth-organizations in COPS Shops meetings and activities, both neighborhood adults and professionals have the opportunity to stay tuned in to the real concerns of neighborhood children and to respond quickly to their ongoing and emerging needs.

As described above, one strong finding of our survey was that the responsiveness of police to the needs of youth-serving organizations was a significant factor in their ability to provide safe places in the nonschool hours. The organizations detailed in this report are serving children in the types of neighborhoods most likely to experience crime -- and they are serving large numbers of children in the age ranges most likely to be involved in crime. A large part of their ability to provide safe productive places can be attributed to the commitment on the part of their city police to addressing the needs of youth for safe and productive activities in the nonschool hours.

How police provide support

Police chiefs, other police department managers, officers, and civilian staff interviewed for this report were acutely aware of the serious risks faced by children and adolescents in their communities. Rather than placing blame on the children themselves or on their families, they recognized that ongoing attention both to conditions that place children at risk and to supports that help them succeed are very much a part of their responsibility -- as professionals and as civic-minded individuals.

Across the three cities police at all ranks were carrying out a spectrum of activities for responding to the needs of youth-organizations and supporting their efforts to provide safe and productive undertakings for school-age children. These include:

o Chiefs and other top rank police actively participating on youth organizations' advisory boards

o Chiefs and other top administrators publicly honoring youth for community service; they also encourage and acknowledge officers who voluntarily provide leadership for school-age children in their off-duty hours

o Officers at all ranks leading traditional youth services -- frequently for nontraditional youth such those living in inner-city areas and those who ordinarily would not meet qualifications for participation

o Officers and civilian staff serving on juvenile review boards and helping select and monitor youth given community service assignments

o Officers helping identify other youth in need of youth services and helping assure provision

o Officers actively working with other service providers to identify and better serve abused and neglected youth

o Patrol officers regularly dropping by Centers and other youth program sites to 'watch and cheer' activities

o Neighborhood/community police officers continually participating in neighborhood meetings to help assess the needs of children. They also are playing a key role in helping community members realize that programs that involve at-risk adolescents are more a boon to the neighborhood than a threat to safety

o Neighborhood/Community Police Officers routinely involving children and teens in playing a major role in keeping their communities safe.

The specific activities carried out by the police in the three cities are so extensive that a description is beyond the scope of this report. Some have already been described. Others described below are examples of approaches that are particularly valued by their departments and communities.

In Bristol, in addition to their ongoing Juvenile Review Board actions, police officers work directly with children in occasional projects jointly sponsored by youth organizations and the police departments in neighborhoods where children appear to be especially at risk. During activities such as anti-drug poster coloring contests, officers have a chance to talk with the children and learn about drug activities or family situations such as abuse. While intelligence

about illegal neighborhood activities gleaned in conversations with children are investigated and can result in law enforcement actions, officers more typically respond to problems in the family by actively referring the family to a local agency with programs or services appropriate for helping resolve specific problems.

Bristol officers are also providing special training programs for youth organization participants such as training for responding to emergencies while baby sitting and gang awareness programs. And as part of Bristol Police Departments 'Walk-and-Talk' community policing approach encouraging officers to get out of cruisers and visit groups, patrol officers regularly drop by youth centers. As part of the community approach, officers reportedly have changed Neighborhood Watch from "complaint sessions" to a focus on proactive citizens activities for monitoring gang and drug activity and organizing productive activities for children and teens such as block parties. The police department helps obtain small grants for these parties.

The Arlington Police Department carries out key and highly visible efforts to create safer places for school-age children. Their efforts involve a wide spectrum of independent crime prevention programs implemented by the police department, approaches carried out as part of the City of Arlington Crime Prevention Action Plan, formal support provided to youth organizations, and volunteer activities carried out by officers at every rank in the Department including the Chief. Preventing crime involving children ranks among the highest department policies, as was made evident by tributes youth organization staff paid to officers in interviews conducted for this project and by the large number of civilian and sworn staff, including the Chief, who showed up at the meeting slated for learning about relevant department efforts and the obvious deep-felt enthusiasm displayed by those who described their approaches.

Independent departmental efforts include over 25 age-appropriate, relatively short, youth education programs covering a range of issues. For the youngest (K-4) "latch-key" children programs focus on concerns including self-help in emergency situations and "stranger dangers"; focal concerns for children approaching adolescence (grades 4 - 6) include making choices, living with alcoholic parents, gang alerts, and babysitting safety. The department also implements more sustained youth approaches, many developed as part of Bureau of Justice Assistance, U.S. Department of Justice efforts, including the D.A.R.E. program and, to familiarize children with police officers, distribution of trading cards with officers' pictures, brief written descriptions of officers, and a safety tip.

As part of the key role they are playing in the Arlington Crime Prevention Action Plan, the Department has launched a School Resource Officer (SRO) Program. The goals of the program are to: "1) provide a valuable service to the Arlington Independent School District and the community as a liaison between the school district and the police department 2) communicate with youth in a positive manner and dispel myths and misconceptions 3) educate youth by providing relevant and informative educations programs 4) enhance the police image by example and through positive youth contacts and 5) provide problem resolution, counseling, and enforcement when necessary."[62] Officers who apply for the position are selected in part on the basis of a prior record of "positive citizen contacts." As part of their duties School Officers maintain contacts with and actively refer children to other community agencies providing services for children including the Scouting organizations, Camp Fire, Boys and Girls Club, the YMCA, and Big Brothers and Sisters. SROs are also encouraged to become Boy Scout Post leaders.

Patrol officers too provide ongoing formal support for the youth organizations' efforts to provide safe productive environments in the nonschool hours. They carry out background checks of staff before they are hired. According to the staff in the organizations, the police respond very rapidly to any calls about potential crimes or crime-related incidents. And as part of their regular patrol, they stop in at youth centers when programs are in progress and stay at least a few minutes to talk to the young participants.

At the Teen Center, patrol officers regularly drop by beginning in the late afternoon, and remain to watch and cheer basketball games; they have an easy comraderie with the staff and many of the participants. Their presence is not only appreciated by those involved in Center activities but is key to the residents' willingness to have the Center in their neighborhood. When the Teen Center was first proposed, the neighborhood was literally up in arms at the idea of having gang members and large numbers of minority teens concentrated in the area. However, once the police made clear that they would patrol regularly to keep the peace, the community agreed to give the Center a trial period. The more frequent presence of the police in the community due to Teen Center is reportedly now seen as a benefit rather than a necessity. The only source of recent contention between the Center and the police was the insistence of the most recent past director in not setting a limit on youth who could be recruited to participate at the Center as long as they followed the rules while they were there. The police knew that a couple of participants had a relatively long history of committing violent crimes and strongly recommended that the Center be somewhat more selective in recruitment.

In addition to cooperating formally with the youth organizations, the department also encourages officers and civilian staff to actively support the organizations in a volunteer capacity. Top administrators serve on the organizations' advisory boards and capital fund campaigns; and staff at every rank devote off-duty hours to coaching, leading, and working with Arlington's children and teens on a regular basis.

The **Spokane Police Department** provides one of the finest examples of outcomes that can be achieved through community-oriented policing services. The COPS initiatives already described in this report are natural products of the departmental approach that involves officers in community collaborations for:

   o identifying problems

   o analyzing the specific facets of problems that have been identified (who is involved, when, how, and why)

   o taking logical steps and community action to resolve problems

   o evaluating the outcomes that have been achieved.

Key to Spokane's community policing approach is the Chief's strong encouragement of actions taken by his officers to go well beyond traditional law enforcement and crime prevention approaches -- particular for addressing problems involving Spokane's children and teens.

> " In any business, retail or manufacturing, service or government, the people in the trenches" are the best sources of ideas on how to do their job better. They see the daily needs of their customers, and conceive ways of improving services or the delivery of services. Any business that ignores this rich source of practical help does so at its peril... We have encouraged our employees -- uniformed and civilian, paid and volunteer -- to find ways to bring our citizens into this partnership"[63]
> -- Terry Mangan, Chief of Police, Spokane, Washington

As a result of the motivation provided by the Chief and their supervising officers, individual officers in Spokane have developed a range of approaches for creating safer environments for children and teens in the nonschool hours.

One example is the "Every 15 Minutes" two day and one night program designed by an officer who was sickened by a number of visits he had to make to inform parents that their teens had died in alcohol-related accidents on prom night. The program, provided in all Spokane high schools in late spring, is entirely funded by local businesses and carried out on a volunteer basis by officers and their spouses. Two days of activities involving the junior and senior students culminates in a multimedia performance by the students that obviously captures the hearts and minds of teens -- evidenced by the unashamed crying of students of both genders and their immediate self-initiated decisions not to drink and drive. Since the program was initiated there have been no more alcohol-related fatalities in Spokane on prom night.

The COPS-N-Kids annual car and truck event held at the end of the summer is another initiative started by officers in response to an ongoing youth problem. As in many cities, teens from all over the area drove to a central location to "cruise." Many cities have cracked down on cruising by passing and enforcing ordinances prohibiting this activity. However, officers in Spokane went to bat for the teens -- pointing out that, if properly monitored and directed, cruising was not innately bad for the community or for the participants. Officers convinced professional auto-related businesses and adults with auto-related hobbies, such as show car owners, to come down to the cruising area and help the teens maintain their vehicles. The annual end of the summer car and truck event, including free food and drinks, is promised to the teens if cruising remained trouble free during the preceding months. Cruising in Spokane reportedly is an essentially wholesome activity since the officers have been involved, and adults as well as youth look forward to the August COPS-N-Kids event.

The final police effort to be described in this report is a traditional youth development approach -- a Boy Scouts of America Explorer program. But, as typical of many of the youth approaches in Spokane, the program is integral to the community-oriented policing services philosophy and implementation. The Explorer post was started in 1987 as part of the Chief's plan to create a Volunteer Program in which officers carry out youth development and community development activities with the active cooperation of neighborhood volunteers. In addition to the Explorer Post, other components of the Volunteer Program are Police Reserve Officers, Spokane Community College Students (Co-ops), Senior Volunteers, and Volunteer Specialists.

The Chief realized that, when provided with productive opportunities, older teens can be a powerful community asset rather than a problem. Like the other agencies heads in Spokane, Arlington, and Bristol, he involved an organization with a long history of providing proven youth development program -- in this case Boy Scouts of America. He delegated the creation of an Explorer Post to a police officer with prior professional experience in working with older teens who had been recognized for his previous volunteer contributions to the community.

After initial discussions with the national organization to learn the fundamentals of the Explorer program, the officer visited Posts formerly created in other police departments where Scouts were drawn from urban neighborhoods. The initial set of Scouts recruited for the program were older teens with an interest in law-enforcement careers who according to the officer leading the Post "were guaranteed to succeed -- teens who were already leaders in church groups or in school." And succeed they did. They enthusiastically completed the rigorous training requirements carried out at the Spokane Police Academy and began working side by side with uniformed officers and adult volunteers in highly visible positions. They gained positive publicity for the Post and their communities. But that was just the beginning of the program.

The intent of the Post was to involve adolescents who had little or no previous opportunity for community leadership -- not by waiving the qualifications for Explorer Scouts -- but by stimulating younger teens to meet the requirements for joining the Post. A cornerstone of this approach is the L.E.A.D. ("Leadership, Education, and Development Program) provided the Spokane Police Department under the supervision of the officer who directs the Explorer Post. Spokane girls and boys in the 8th and 9th grades can apply for the program and are selected in part to reflect the ethnic diversity in the city. Each group of L.E.A.D. students participate in an intensive program of training similar to the Explorer Scouts but more appropriate for their stage of development. Training not only involves physical exercise but also exercises for increasing communications skill, team work and, as explicit in the program name, leadership skills. And officers who are involved in working with the L.E.A.D. participants are drawn from all ranks of officers including the Chief of Police.

Students who would like to become Explorers but are having difficultly making the school grades required by the program are being given extra support. As common in Spokane, other youth organizations help provide this support. For example, the previously described Explorer leading a Police Department horse at the Neva-wood fund raiser had been tutored by several of the Neva-Wood Youth Volunteer participants. Uniforms are donated by local businesses for Explorer Scouts as are other equipment so economic hardships realities faced by many Spokane teens are not an obstacle to participation. Together, as in many other approaches involving Spokane youth, police and community members are working hand in hand to help children and adolescents reach their full individual potential and to create safe places in the nonschool hours.

CONCLUSIONS

Result of the national survey of youth-serving organizations indicate that the organizations most likely to be affected by crime are those serving children most in need of productive activities in the nonschool hours -- children living in inner city neighborhoods experiencing poverty and urban decay. Staff providing youth programs in those neighborhoods are personally safe -- probably safer than teachers in city schools. However community-based centers serving large numbers of inner-city children that include adolescents and a relatively large proportion of boys are most vulnerable to crimes against participants and property.

While organizations in these neighborhoods are actively recruiting children and adolescents at-risk of being involved in crime -- as victims and as offenders -- more organizations suffer from crime committed by youth who are not members rather than offenses committed by participants. Adults are much less likely to be responsible for crimes experienced by youth-serving organizations.

Most common crime prevention steps do not appear to be effective in reducing crimes experienced by youth-serving organizations -- while locked areas do appear to prevent auto theft -- the use of fences, alarms, security guards, and metal detectors do not appear to reduce crime. The most important crime prevention factor identified through our survey was the responsiveness of the police to requests from the youth organizations. And these requests involve a spectrum of concerns that are more related to crime prevention and youth development than offenses experienced by the organizations.

Case studies in three cities suggest that police responsiveness to organizational needs can take many forms -- from Chiefs serving on advisory boards to community officers actively involving neighborhood adolescents in real policing activities. Moreover, in the study sites the support police are providing to youth organizations are integral to comprehensive efforts for activity addressing youth issues. While actions taken by police and well-designed age-appropriate programs provided by experienced youth organizations are key to these efforts, crime prevention and youth development approaches appeared to be most effective when carried out collaboratively by neighborhood-based representatives of city leaders, municipal agencies, private nonprofit organizations, small businesses, major corporations, and perhaps most importantly by neighborhood groups of concerned residents.

In the study sites, community-based partnerships have not only reduced crime affecting organizations serving youth, they have led to safer neighborhoods for all residents -- including children and their families. Moreover they have given community members -- including adolescents and younger children -- a choice of activities and opportunities for making positive contributions to the world around them. Together, youth organization staff, neighborhood volunteers, police, and other municipal agencies are providing safe and productive places in the nonschool hours for raising our cities' children and teens.

Endnotes

[1]Six hundred affiliates actually responded to the survey. However responses from 21 organizations were eliminated from the study sample because the data they provided was relatively incomplete or contained numerous logical inconsistencies.

[2]One national organization asked us not to request involvement of its affiliates in the cases studies, because they were concerned about the burden on their volunteer leaders. However, during case study-site visits, some volunteer leaders belonging to this national organization were invited by colleagues in other community associations to meet with us, and thereby we collected some information about all organizations' efforts.

[3]Based on Wynn et al. 1987. Communities and Adolescents: An Exploration of Reciprocal Supports. Chapin Hall Center for Children. The University of Chicago.

[4]Pittman, Karen J. with Marlene Wright. 1991. A Rationale for Enhancing the Role of the Non-School Voluntary Sector in Youth Development Washington, DC: The Carnegie Council on Adolescent Development

[5]Larson, R. and Kleiber, D. 199 "Free Time Activities as Factors in Adolescent Adjustment" P. Tolan and B. Cohler (Editors), Handbook of Clinical Research and Practice with Adolescents New York: Wiley

[6]Hamburg, Beatrix. 1990. Life Skills Training: Preventive Interventions for Young Adolescents Report of the Life Skills Training Working Group

[7]Timmer, S.G., J. Eccles, and I. O'Brian. 1985. "How Children Use Time" in F.T. Juster and F.B. Stafford (Editors) Time, Goods, And Wellbeing. Ann Arbor:University of Michigan, Institute for Social Research

[8]Snyder, Howard N. and Melissa Sickmund. 1995. Juvenile Offenders and Victims: A National Report March 19, 1995 Preview Washington, DC: Office of Juvenile Justice and Delinquency

[9]Although analysis of several different sets of national data all show an increase in juvenile arrest for violent crime, calculations of the levels of increase may vary depending on the source of data and the types of offenses included in the category of violent crime. Two data sets are most commonly used to estimate numbers of crimes committed by juveniles. One set of data is collected by the Bureau of Justice Statistics about victimizations of persons twelve years and older; these data are collected in survey of a national probability sample of U.S. households (NCVS). The other set of data is collected by the FBI and include uniform crime report (UCR) data provided by police departments and other law enforcement agencies; the UCR data include details about crime incidents and arrests.

[10]Yoshikawa, Hirokazu. 1994. "Prevention as Cumulative Protection: Effects of Early Family Support and Education on Chronic Delinquency and Its Risks" Psychological Bulletin Volume 15, Number 1:28-54

[11]Snyder, Howard N. and Melissa Sickmund. 1995. Juvenile Offenders and Victims: A National Report March 19, 1995 Preview Washington, DC: Office of Juvenile Justice and Delinquency

[12]Office of Juvenile Justice and Delinquency Prevention Juvenile Fact Sheet No. 17

66/Raising Our Cities' Children

- Juvenile Victimization: 1987 - 1992 Washington, DC: Author

[13]Bastian, Lisa. 1995. Criminal Victimization, 1993 Washington, DC: Bureau of Justice Statistics

[14]May, John P. 1995. "Taking Aim at Handgun Violence" JAMA Vol 2273 No.22 1739-1740.

[15]Sosin, D.M., J.E. Sniezek, R.J. Waxweiler. 1995. "Trends in Death Associated with Traumatic Brain Injury, 1979 Through 1992: Success and Failure" JAMA The Journal of the American Medical Association Volume 273 Number 2: 1778 - 1780

[16]Langan, Patrick and Caroline Harlow. 1994. Child Rape Victims, 1992 Washington, DC: Bureau of Justice Statistics

[17]U.S. Advisory Board on Child Abuse and Neglect. 1995. A Nation's Shame: Fatal Child Abuse and Neglect in the United States Washington, DC: Department of Health and Human Services

[18]Dawson, John M. and Patrick Langan. 1994. Murder in Families Washington, DC: Bureau of Justice Statistics Based on analysis of a representative sample of State and county prosecutors records.

[19]Finkelhor, David, Gerald Hotaling, Andrea Sedlak. 1990. Missing, Abducted, Runaway, and thrownaway Children in America Washington, DC: Office of Juvenile Justice and Delinquency Prevention

[20]Finkelhor, David, Gerald Hotaling, Andrea Sedlak. 1990. Missing, Abducted, Runaway, and thrownaway Children in America Washington, DC: Office of Juvenile Justice and Delinquency Prevention

[21]National Research Council. 1995. (Citro, Constance F. and Robert T. Michael, Editors) Measuring Poverty: A New Approach Washington, DC: National Academy Press

[22]See for example: Chaiken, Marcia. 1990. "Evaluation of Girls Clubs of America's Friendly PEERsuasion Program" pages 95-135 in R.R. Watson (editor) Drug and Alcohol Abuse Prevention Clifton, NJ:Humana Press

[23]See for example: Warr, Mark "Age, Peers, and Delinquency" 1993. pages 17 - 40 Criminology Volume 31:1

[24]Carnegie Council of Adolescent Development. 1989. Turning Points: Preparing American Youth for the 21st Century New York:Carnegie Corporation

[25]Greene, Michael. 1993. "Chronic Exposure to Violence and Poverty: Interventions that Work for Youth." Crime and Delinquency 39:1 pages 106-124.

[26]Chaiken, Marcia and David Huizinga. 1995. "Early Prevention of and Intervention for Delinquency and Related Problem Behavior" The Criminologist Vol. 20:Number 6

[27]Carnegie Council on Adolescent Development. 1992. op. cit.

[28]See for examples: Chaiken, Marcia. 1993. The Girls Incorporated Teens for Teens Project: How It Works New York, NY: Girls Incorporated.

[29] Bogenschnieder, Karen, Stephen Small and David Riley. Undated - received at LINC 1992. An Ecological Risk-Focused Approach for Addressing Youth-At-Risk Issues Chevy Chase, MD: National 4-H Center

[30] Cooperative Extension Service for the District of Columbia. 1995. Private communication in response to snowball survey conducted by LINC under subcontract to the Institute for Law and Justice for OJJDP Grant 95JNCX0010.

[31] 600 organizations responded to the LINC survey; 21 were eliminated from the study because of incomplete or otherwise flawed data provided in the returned questionnaires.

[32] The percent of organizations reporting violent incidents was the same for organizations in large cities with relatively high rates of crime and organizations in large cities with relatively low rates of crime.

[33] Significance levels from analysis of variance comparing categorical means.

[34] Reference Bowling Green University Study

[35] The question about threats or attacks with weapons was inadvertently omitted from the original survey. Therefore, a followup survey was conducted and short questionnaires were sent to all respondents who previously reported any incidents involving weapons taking place in the program setting during the 1993-1994 program year (See Appendix C.

[36] Once other factors including numbers of children served each year, were held constant, this relationship was no longer significant. (See stepwise regression results in Appendix).

[37] Police responsiveness was a subjective measure ranked by responding program directors who had called the police department for any reason. We were concerned that the measure might be capturing dissatisfaction with police among victims of crime. However there was no significant association between the respondents' personal experience with crime and their ranking of police responsiveness.

[38] One of our advisors, a chief of police, was prevented from participating in the selection process because of his busy schedule. Instead, in addition to earlier-named advisors, we were fortunate to have Dennis Kenney of the Police Executive Research Forum, assist in our selection process.

[39] Koehler, Chris R. and Elaine Mir. 1994. My Family Is In Focus Pullman, Washington: Washington State University Cooperative Extension Bulletins Office

[40] Information provided by John Newkirk, Chair, Spokane Co. Cooperative Extension Office, Washington State University, 222 Havana Spokane, WA 99202

[41] Thurman, Quint and Phil Bogen. 1994. A Final Report to the Spokane Police Department: An Implementation and Short-Term Impact Assessment of the 1993 Neighborhood resource Officer Demonstration Project Spokane, Washington: Washington State Institute for Community-Oriented Policing

[42] Dusik, Harmony. 1994. Girl Scout Gold Award Project Form-Appendix G-1: Neva-Wood C.O.P.S. Spokane, Washington:Author

[43]Dusik, Harmony. 1994. <u>Girl Scout Gold Award Project Form-Appendix G-5: Neva-Wood Junior Volunteer Update</u> Spokane, Washington:Author

[44]Teske, Raymond Jr. (editor). 1995. <u>Crime and Justice in Texas</u> Huntsville, TX:Sam Houston Press

[45]Teske, Raymond Jr. (editor). 1995. <u>Crime and Justice in Texas</u> Huntsville, TX:Sam Houston Press

[46]Office of The Attorney General. 1992. <u>1992 Attorney General's Gang Report</u> Austin, TX: Author

[47]Bureau of Alcohol, Tobacco, and Firearms. 1994. <u>Active Firearm Licenses: Licenses Type by District Statistics</u> Washington, DC:Author

[48]Teske, Raymond Jr. (editor). 1995. <u>Crime and Justice in Texas</u> Huntsville, TX: Sam Houston Press

[49]Commissioned consultants were asked to research specific topic areas and "to collect all available information and to write problem profiles defining the problem and describing target populations, barriers to services, gaps, in services, impact on the individual and the community, and services and resources currently available." <u>ibid.</u> page 2.

[50]United Way of Metropolitan Tarrant County. undated but implicitly 1990. <u>Problem-Based Priorities: An analysis and ranking of the most urgent local health and human care problems and their effect on the county.</u> Author

[51]Cormany, Gerrit and Carol Wendle. 1990. <u>Making the Grade: A Report Card on Spokane Area Youth</u> Spokane, WA: Spokane Area Chamber of Commerce.

As suggested by the "Caring Community Model, the statistics for Spokane were compared with national trends and trends in other cities; these comparisons are not presented in this report since the intent is to compare issues identified across the three study sites.

[52]Lofquist, William A. 1989. <u>The Technology of Prevention Work Book</u> Tucson, Arizona: Associates for Youth Development, Inc.

[53]Wuelfing, Jim. undated. The Greater Bristol Community Leadership Team and The Neighborhood Outreach Workers Training on <u>Running Focus Groups</u>. Wethersfield, CT: The ETP Center

[54]City of Arlington, TX. 1993. <u>City of Arlington Crime Prevention Action Plan</u> page 6. Arlington,TX:Author

[55]United Way of Metropolitan Tarrant County. 1990. op.cit.

[56]Arlington Human Service Planners. 1995. <u>Commission on Youth and Families:A Recommendation</u> (Final Draft): Arlington, TX: United Way

[57]The Boys and Girls Clubs of Arlington also has a camp facility on the shore of a lake. Since this research project is focussing on safe places in the nonschool hours in urban settings, this facility was not included in the study.

[58]Vogel, Carelela. undated. "Priority Problem: Youth at Risk" in United Way of 69/Raising Our Cities' Children

Metropolitan Tarrant County. op.cit.

[59]Vogel, Carlela. undated. "Priority Problem: Lack of Care for Child or Dependent Family Member." in United Way of Tarrant County. op.cit.

[60]Girl Scout Inland Empire Council, Inc. 1992. Introducing Girl Scout Inland Empire Council, Inc. Spokane:Author

[61]Thomas, Robert E. 1989. Washington 4-H:Today and Tomorrow Pullman, Washington:Washington State University Cooperative Extension.

[62]Arlington, Texas Police Department.1994. Administrative Services Bureau School Services Unit Standard Operating Procedures page 1. Arlington, Texas:Author

[63]Spokane Police Department. 1995. Community Oriented Policing Programs Spokane,Washington:Author

APPENDICES

Appendix A
Sample Design

Questionnaires were sent to a stratified random sample of youth-serving organizations affiliated with seven national organizations (listed in report).

The sample frame consisted of the total universe of professionally-staffed affiliates of the National organizations. The sample was stratified by geographical region of the country: Northeast (region 1), North central (region 2), South (region 3) and West (region 4). The selection strata also were based on the most recent machine-readable (1992) FBI uniform crime report (UCR) statistics for US cities and consisted of three groups of cities:

> **Stratum 1:** Cities with populations of 50,000 or over with relatively HIGH rates of crime.

> **Stratum 2:** Cities with populations of 50,000 or over with relatively LOW rates of crime.

> **Stratum 3:** Other cities and towns (Primarily those with populations under 50,000; also a few cities with populations of 50,000 or over that do not participate in the FBI UCR program.)

Given the goal of the project, Understanding and Responding to the Effects of Crime on After-School Youth Development Programs, twice as many youth-serving organizations were selected from Stratum 1 (those in large cities with high-crime rates) as from Strata 2 and 3.

A total of 658 youth-serving organizations in 376 cities were selected to receive questionnaires.

Since the scouting organizations serve youth in volunteer-led age-graded troops, each selected scouting organization was provided with a questionnaire for the volunteer that led the largest troop at each age-level in their city. (Each Boy Scout Council selected for the study received 3 questionnaires; each Girl Scout Council, 5 questionnaires).

A total of 1234 questionnaires were mailed to the 658 youth-serving organizations in October 1994.

Appendix B.
Response Rates and Patterns

As of January 31, 1995, the following response rate had been realized.

Number of questionnaires returned   = 600 (49%)
Number of affiliates sent   questionnaires represented   = 364 (55%)
Number of cities in sample represented   = 240 (64%)

Questionnaire recipients in cities with high rates of crime were <u>not</u> more or less likely to return their completed questionnaires than recipients in other cities. (Analysis of response patterns indicated that there was no significant difference in the percent of questionnaires returned from the three selection strata).

Completed questionnaires were significantly more likely to be returned by recipients in organizations with the primary mission of serving youth in the nonschool hours than by recipients in organizations with broader mandates. The interim overall response rate of recipients in the exclusively youth-serving organizations was 69%; the interim overall response rate from recipients in organizations with broader mandates was 36%.

Follow-up interviews with a small sample of nonrespondents indicated that turnover in staff directing youth programs was the primary reason questionnaires were not completed and returned.

In the interest of timeliness, in consultation with several project advisors, the decision was made to prepare data for analysis without conducting additional followup. Rapid progress on the project appeared more urgent than increasing the response rate, especially since the returned questionnaires did not appear to be biased in terms of crime rates and a relatively high rate of returns already had been achieved.

Appendix C
The Follow-up Questionnaire

The survey questionnaire inadvertently omitted a question (II12b) about the respondent being a victim of threats or attacks with weapons in the program setting during the 1993-1994 program year. Therefore, a followup survey was conducted and a short questionnaire was sent to all thirty-four (34) respondents who previously reported any incidents involving weapons taking place in the program setting during the 1993-1994 program year.

So we could better compare our data with data collected in surveys of school staff, we also took this opportunity to ask about injury to the respondent as an outcome of an incident involving the use of a weapon.

The next page is a copy of the follow-up survey cover letter and questionnaire. Of the thirty-four (34) of original respondents to whom the follow-up survey was sent, 22 (65%) returned completed questionnaires.

December 10, 1995

Dear Youth Organization Survey Respondent:

Thank you for completing and returning the questionnaire that we sent you last year in conjunction with our research project, *Understanding and Responding to the Effects of Crime on After-School Youth Development Programs*, sponsored jointly by the Carnegie Corporation of New York and the National Institute of Justice.

We received 600 completed questionnaires about program locations where an estimated total of 21,000 children and teens had been served on a typical school day. The survey responses made clear that youth organizations involved in our study are reaching many at-risk participants who can greatly benefit from the types of activities you and others are providing. We look forward to finishing our report in the coming weeks.

We inadvertently omitted one question from the copy of questionnaire you previously completed. Since your response is vital for our final report, we would very much appreciate your completing the question at the bottom of this letter and returning your answer in the enclosed postage-paid envelope. As in the past, your answer will be kept completely confidential.

Thank you for your efforts for creating safer places for children and teens.

Sincerely yours,

Marcia R. Chaiken, Ph.D.
Director of Research

....

Question During the year before last (September 1993 to September 1994), at the PRIMARY location where you provided programs for school-age participants in the NONschool hours, did the following crime ever happen to you PERSONALLY...

While at the primary PROGRAM location or immediately outside this location, did anyone ever attack you personally or threaten you personally with any weapon, for instance a gun or a knife? (Check 'no' or 'yes').

[ ] No this never happened to me personally from fall 1993 to fall 1994
OR
    [ ] Yes, this happened to ME _____times.
           (fill in how many times)

   (If yes) Were you physically injured?

        [ ] No, I was not physically injured.
      OR
        [ ] Yes, I was physically injured _____times.

PLEASE RETURN THIS LETTER IN THE ENCLOSED ENVELOPE ADDRESSED TO:
LINC   PO BOX 924   ALEXANDRIA VA 22313

Appendix D

Tables D1, D2, D3

Table D-1
Variation in Type of Offenders Commiting Crimes
by Location and by Characteristics of Participants
(among organizations experiencing any crime in 1993-1994)

| | Type of Offender | | | | |
| | Youth | | Adult | | |
	Nonparticipant	Participant	Related[1]	Unrelated resident	Stranger
All organizations	59.0%	42.6%	11.5%	11.3%	27.9%
City type:					
Large/high crime	63.8	38.4	12.1	14.7	29.6
Large/low crime	23.9	50.7	11.4	8.6	29.2
Small/town	13.1	46.0	10.0	4.0	20.0
(signif. level)	ns	ns	ns	(.05)	ns
Neighborhood					
Poor	74.7	55.3	20.8	24.7	39.0
Working class	58.5	43.8	11.9	7.8	25.9
Middle class	46.1	33.0	4.5	5.7	22.5
Properous	54.5	30.0	0.0	0.0	10.0
(signif. level)	(.002)	(.03)	(.004)	(.0005)	(.05)
Setting					
Youth club/center	69.8	59.7	18.7	19.8	35.2
Public housing	60.4	40.7	7.4	18.5	22.2
Church/temple/etc.	34.2	35.9	2.6	0.0	24.4
School	67.7	23.8	3.2	1.6	21.3
(sig. level)	(.001)	(.0000)	(.001)	(.0001)	ns
Participants					
more boys	69.0	67.3	16.1	18.0	30.7
(sig. level)	(.005)	(.0000)	ns	(.004)	ns
some teens	65.9	55.6	14.8	16.3	29.3
(sig. level)	(.005)	(.0000)	ns	(.004)	ns
all teens	23.8	9.1	0.0	0.0	9.5
(sig. level)	(.001)	(.003)	ns	ns	ns

[1] Offender was related to participant, related to staff, or was an adult staff member or volunteer

Table D-2

Correlations between Numbers of Crimes Experienced in 1993-1994
Number of Program hours/Participants, Setting, Steps for prevention (pre1993)
and Police Responsiveness When Contacted

Correlation, 1-tailed Sig:
        Summary crime variables (number of incidents reported/1993-1994)

Independent variable:	N Acts of Vandalism (Maximum est.) MXVANDAL	N Property offenses TTPCRIME	N Incidents with violence SUMVIOL2	N Total Crime Incidents SUMCRIME
Hours program operated/year				
NHOURS	.154	.345	.169	.361
	.002	.000	.001	.000
Number participants typical school day				
NKIDSYMX	.080	.282	.145	.297
	.069	.000	.003	.000
Characteristics of participants				
Some teens;less than 50%				
FEWTEENS	.147	.282	.150	.296
	.003	.000	.002	.000
More than 50% teens				
MOSTEENS	-.063	-.114	-.030	-.111
	.122	.017	.288	.020
All participants teens				
ALLTEENS	-.064	-.123	-.075	-.133
	.117	.011	.080	.007
All particpants female				
ALLGIRLS	-.067	-.127	-.111	-.143
	.105	.009	.019	.004
Both genders; boys over 50%				
MOREBOYS	.160	.284	.216	.312
	.001	.000	.000	.000
Characteristics of ciyt/neighborhood				
city size/crime rate				
STRATUM	-.092	-.106	-.106	-.037
	.042	.024	.024	.245
SES of neighborhood				
I12D	-.136	-.247	-.237	-.284
	.005	.000	.000	.000
Few/no minorities				
ALLWHITE	-.119	-.198	-.148	-.221
	.013	.000	.003	.000

Program Setting	N Acts of Vandalism (Maximum est.)	N Property offenses	N Incidents with violence	N Total Crime Incidents
Youth club/center KIDPLACE	.192	.372	.189	.389
	.000	.000	.000	.000
Church, synagogue, etc. HOLYLAND	-.099	-.196	-.116	-.210
	.033	.000	.015	.000
Public housing area PUBLICHS	-.039	-.057	.009	-.052
	.237	.144	.433	.165
SCHOOL	-.065	-.140	-.093	-.152
	.113	.004	.041	.002
Action taken before 1993 Require all enter area sign in V1A	.106	.250	.279	.202
	.008	.000	.000	.000
Keep doors locked times not in use V2A	.021	.055	.066	.066
	.313	.103	.065	.065
Keep equipment/supply locked V3A	.038	.117	.128	.102
	.191	.004	.002	.010
Installed security hardware V4A	.112	.176	.197	.153
	.005	.000	.000	.000
Installed elec.security V5A	.164	.287	.316	.216
	.000	.000	.000	.000
Hired private security guard V6A	.168	.140	.138	.042
	.000	.001	.001	.171
Installed metal detectors V7	.003	.032	.027	-.008
	.472	.234	.266	.426
Limited activity to daylight V8	.004	.008	.009	-.001
	.465	.424	.416	.493
Limited youth not deliquent V9A	-.012	-.031	-.031	-.013
	.394	.242	.238	.382
Provided transportation V12A	.056	.091	.080	-.020
	.102	.019	.034	.326

Table D-2 (continued)

	N Acts of Vandalism (Maximum est.)	N Property offenses	N Incidents with violence	N Total Crime Incidents
Require adult accompany youth				
V13A	.026	-.040	-.067	-.135
	.278	.183	.062	.001
Efforts to ban access to guns				
V15A	-.015	.002	.005	.020
	.364	.484	.452	.323
Programs youth avoid crime				
V16A	-.039	-.008	.017	.100
	.186	.430	.353	.011
Programs prevent delinquency				
V17A	-.037	.001	.025	.119
	.199	.495	.285	.003
Youth-preventing crime				
V18A	.003	.093	.126	.183
	.472	.017	.002	.000
Police responsiveness				
PRESPOND	-.108	-.190	-.203	-.127
	.022	.000	.000	.009

Table D-3

Results of Stepwise Multiple Regressions

Dependent Variables: Numbers of crimes experienced in 1993-1994
Independent variables: Numbers of program hours/participants,
                       Charactristics of participants and program setting
                       Prevention approaches (pre1993) and
                       Police responsiveness to organizational requests

Dependent crime variable: Vandalism

Block Number 1. Method: Stepwise   Criteria   PIN .0500   POUT .1000
     NHOURS   NKIDSYMX

Variable(s) Entered on Step Number
     1..   NHOURS   Est.total hours programs operated

Multiple R   .15384
R Square   .02367
Adjusted R Square   .02084
Standard Error   26.93442

F =   8.38719   Signif F = .0040

Block Number 2. Method: Stepwise   Criteria   PIN .0500   POUT .1000
     FEWTEENS MOSTEENS ALLTEENS
No variables entered/removed for this block.

Block Number 3. Method: Stepwise   Criteria   PIN .0500   POUT .1000
     ALLGIRLS MOREBOYS

Variable(s) Entered on Step Number
     2..   MOREBOYS both genders but more boys

Multiple R   .18585
R Square   .03454
Adjusted R Square   .02894
Standard Error   26.82280

F =   6.17145   Signif F = .0023

Block Number 4. Method: Stepwise   Criteria   PIN .0500   POUT .1000
     I12D   ALLWHITE
No variables entered/removed for this block.

Block Number 5. Method: Stepwise   Criteria   PIN .0500   POUT .1000
     KIDPLACE HOLYLAND PUBLICHS SCHOOL

Variable(s) Entered on Step Number
     3..   KIDPLACE building just for youth org

Multiple R   .21681
R Square   .04701
Adjusted R Square   .03869
Standard Error   26.68780

F =   5.65578   Signif F = .0009
Appendix D Table D-3 (page 1)

```
------------------ Variables in the Equation ------------------
Variable            B         SE B       Beta        T   Sig T
NHOURS       6.667935E-04    .001896    .024393    .352   .7253
MOREBOYS        5.683528    3.335827    .100142   1.704   .0893
KIDPLACE        7.954785    3.750241    .141794   2.121   .0346
(Constant)       .697543    2.108780              .331   .7410
------------------------------------------------------------------------
```

Block Number 6. Method: Stepwise   Criteria PIN .0500   POUT .1000
    STRATUM
No variables entered/removed for this block.

Equation Number 2   Dependent Variable: TTPCRIME   max acts theft,vandal,
                                                     break-ins, burglary
Block Number 1. Method: Stepwise   Criteria PIN .0500   POUT .1000
    NHOURS   NKIDSYMX
Variable(s) Entered on Step Number
    1..   NHOURS   Est.total hours programs operated

Multiple R   .34514
R Square   .11912
Adjusted R Square   .11658
Standard Error   31.51774

F =   46.79089   Signif F = .0000

Variable(s) Entered on Step Number
    2..   NKIDSYMX N maximum kids daily during school year

Multiple R   .36583
R Square   .13383
Adjusted R Square   .12881
Standard Error   31.29884

F =   26.65220   Signif F = .0000

Block Number 2. Method: Stepwise   Criteria PIN .0500   POUT .1000
    FEWTEENS MOSTEENS ALLTEENS

Variable(s) Entered on Step Number
    3..   FEWTEENS some but less than 50% teens during school days

Multiple R   .38291
R Square   .14662
Adjusted R Square   .13918
Standard Error   31.11197

F =   19.70117   Signif F = .0000

Block Number 3. Method: Stepwise   Criteria PIN .0500   POUT .1000
    ALLGIRLS MOREBOYS

Variable(s) Entered on Step Number
    4..   MOREBOYS both genders but more boys

Multiple R   .40091
R Square   .16073
Adjusted R Square   .15094
Standard Error   30.89862

F =   16.42236   Signif F = .0000

Block Number 4. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    I12D   ALLWHITE
No variables entered/removed for this block.

Block Number 5. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    KIDPLACE HOLYLAND PUBLICHS SCHOOL

Variable(s) Entered on Step Number
    5..   KIDPLACE building just for youth org

Multiple R   .43042
R Square   .18527
Adjusted R Square   .17335
Standard Error   30.48813

F =   15.55369   Signif F = .0000

------------------ Variables in the Equation ------------------

Variable	B	SE B	Beta	T	Sig T
NHOURS	.003446	.002288	.102327	1.506	.1330
NKIDSYMX	.029357	.031908	.056433	.920	.3582
FEWTEENS	5.494773	3.940872	.081885	1.394	.1641
MOREBOYS	8.460164	3.904186	.121001	2.167	.0309
KIDPLACE	14.236860	4.436421	.205994	3.209	.0015
(Constant)	-2.131664	2.804281		-.760	.4477

Block Number 6. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    STRATUM
No variables entered/removed for this block.

Dependent crime variable: All incidents

Equation Number 3   Dependent Variable..   SUMCRIME total crime previous
year

Block Number 1. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    NHOURS   NKIDSYMX

Variable(s) Entered on Step Number
    1..   NHOURS   Est.total hours programs operated

Multiple R   .36130
R Square   .13054
Adjusted R Square   .12803
Standard Error   33.70592

F =   51.94875   Signif F = .0000

Variable(s) Entered on Step Number
    2..   NKIDSYMX N maximum kids daily during school year

Multiple R   .38354
R Square   .14711
Adjusted R Square   .14216
Standard Error   33.43166

F =   29.75236   Signif F = .0000

Block Number 2. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    FEWTEENS MOSTEENS ALLTEENS

Variable(s) Entered on Step Number
    3..   FEWTEENS some but less than 50% teens during school

Multiple R   .40161
R Square   .16129
Adjusted R Square   .15398
Standard Error   33.20062

F =   22.05140   Signif F = .0000

Block Number 3. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    ALLGIRLS MOREBOYS

Variable(s) Entered on Step Number
    4..   MOREBOYS both genders but more boys

Multiple R   .42585
R Square   .18135
Adjusted R Square   .17180
Standard Error   32.84904

F =   18.99520   Signif F = .0000

Appendix D Table D-3 (page 4)

Block Number 4. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    I12D   ALLWHITE

Variable(s) Entered on Step Number
    5..   I12D   SES

Multiple R   .43910
R Square   .19281
Adjusted R Square   .18101
Standard Error   32.66596

F =   16.33807   Signif F = .0000

Block Number 5. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    KIDPLACE HOLYLAND PUBLICHS SCHOOL

Variable(s) Entered on Step Number
    6..   KIDPLACE building just for youth org

Multiple R   .46275
R Square   .21414
Adjusted R Square   .20031
Standard Error   32.27863

F =   15.48658   Signif F = .0000

Variable	B	SE B	Beta	T	Sig T
NHOURS	.003500	.002425	.096561	1.444	.1498
NKIDSYMX	.029291	.033812	.052308	.866	.3869
FEWTEENS	4.710139	4.264919	.065208	1.104	.2702
MOREBOYS	10.163663	4.164835	.135044	2.440	.0152
I12D	-4.090894	2.405765	-.093136	-1.700	.0900
KIDPLACE	14.486980	4.761508	.194731	3.043	.0025
(Constant)	8.550574	7.036086		1.215	.2251

Dependent crime variable: Incidents involving violence
Equation Number 4   Dependent Variable..   SUMVIOL2   total acts of violence

Block Number 1. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    NHOURS   NKIDSYMX

Variable(s) Entered on Step Number
    1..   NHOURS   Est.total hours programs operated

Multiple R   .16891
R Square   .02853
Adjusted R Square   .02572
Standard Error   7.54050

F =   10.16190   Signif F = .0016

Block Number 2. Method: Stepwise   Criteria   PIN .0500   POUT .1000
    FEWTEENS MOSTEENS ALLTEENS
No variables entered/removed for this block.

Appendix D Table D-3 (page 5)

Block Number 3. Method: Stepwise   Criteria   PIN   .0500   POUT   .1000
    ALLGIRLS MOREBOYS
Variable(s) Entered on Step Number
    2..   MOREBOYS both genders but more boys

Multiple R   .23165
R Square   .05366
Adjusted R Square   .04818
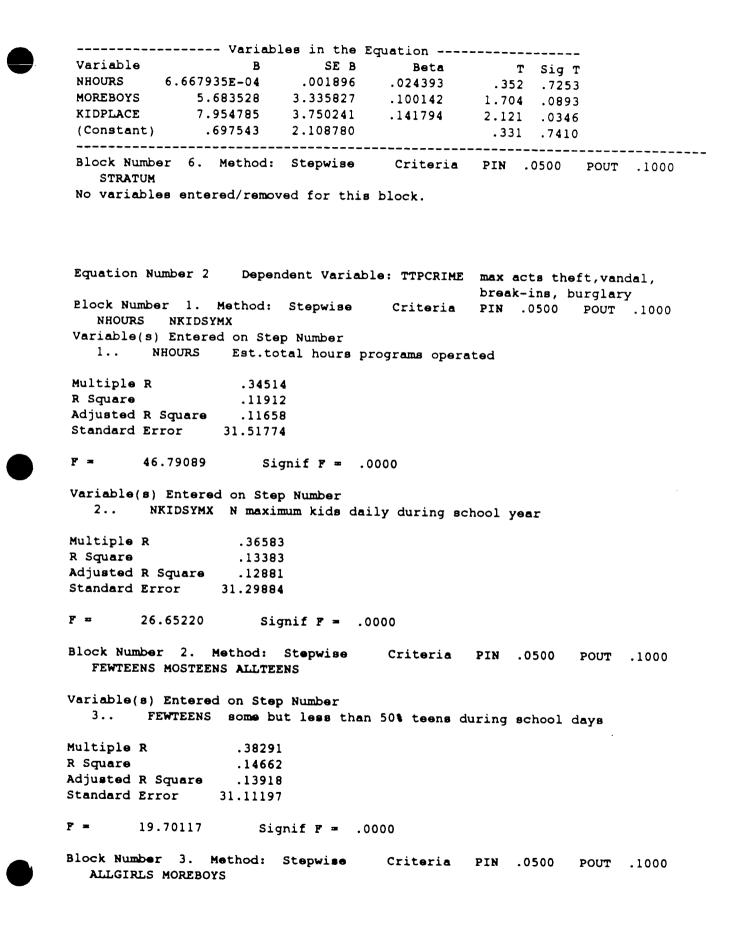Standard Error   7.45311

F =   9.78154   Signif F =   .0001

Block Number 4. Method: Stepwise   Criteria   PIN   .0500   POUT   .1000
    I12D   ALLWHITE

Variable(s) Entered on Step Number
    3..   I12D   SES

Multiple R   .28458
R Square   .08098
Adjusted R Square   .07297
Standard Error   7.35540

Analysis of Variance
                    DF   Sum of Squares   Mean Square
Regression   3   1640.00961   546.66987
Residual   344   18611.04786   54.10188

F =   10.10445   Signif F =   .0000

Variable	B	SE B	Beta	T	Sig T
NHOURS	3.480898E-04	4.54170E-04	.045372	.766	.4439
MOREBOYS	2.279020	.926659	.143077	2.459	.0144
I12D	-1.663432	.520151	-.178936	-3.198	.0015
(Constant)	4.348429	1.423363		3.055	.0024

Block Number 5. Method: Stepwise   Criteria   PIN   .0500   POUT   .1000
    KIDPLACE HOLYLAND PUBLICHS SCHOOL
No variables entered/removed for this block.

Block Number 6. Method: Stepwise   Criteria   PIN   .0500   POUT   .1000
    STRATUM
No variables entered/removed for this block.

Note: Prevention measures that entered stepwise equations below were <u>positively</u>
<u>related to rates of crime; just results for relationship with overall crime rates</u>
<u>are shown</u>

Block Number 7. Method: Stepwise   Criteria PIN .0500   POUT .1000
     V1A   V2A   V3A   V4A   V5A   V6A   V7   V8
     V9A   V12A   V13A   V15A   V16A   V17A   V18A
Variable(s) Entered on Step Number
     7..   V6A   Hired private security guards

Multiple R   .51100
R Square   .26112
Adjusted R Square   .25102
Standard Error   26.31142
Analysis of Variance

F =   25.84885   Signif F = .0000

----------------- Variables in the Equation ------------------

Variable	B	SE B	Beta	T	Sig T
NHOURS	.003330	.001808	.102921	1.842	.0661
NKIDSYMX	.046602	.026013	.088856	1.791	.0738
FEWTEENS	3.168179	2.780255	.051706	1.140	.2550
MOREBOYS	9.118749	3.194383	.130660	2.855	.0045
I12D	-3.201807	1.582478	-.086311	-2.023	.0436
KIDPLACE	13.849263	3.686867	.199424	3.756	.0002
V6A	10.085646	3.259828	.118099	3.094	.0021
(Constant)	5.744119	4.695350		1.223	.2218

Variable(s) Entered on Step Number
     8..   V5A   Installed electronic security devices

Multiple R   .51936
R Square   .26974
Adjusted R Square   .25830
Standard Error   26.18316

F =   23.59343   Signif F = .0000

----------------- Variables in the Equation ------------------

Variable	B	SE B	Beta	T	Sig T
NHOURS	.002982	.001804	.092174	1.653	.0990
NKIDSYMX	.038129	.026116	.072701	1.460	.1449
FEWTEENS	3.316497	2.767361	.054127	1.198	.2313
MOREBOYS	8.267788	3.197650	.118467	2.586	.0100
I12D	-2.954603	1.577979	-.079647	-1.872	.0617
KIDPLACE	12.791010	3.694125	.184186	3.463	.0006
V6A	8.491110	3.308306	.099428	2.567	.0106
V5A	3.681736	1.499513	.105244	2.455	.0144
(Constant)	4.633098	4.694321		.987	.3241

Appendix D Table D-3 (page 7)

Note: The following results were from a separate stepwise regression submitting the variable measuring police responsiveness; other crime prevention measures show immediately above were not submitted for entry; steps 1 - 6 are virtually identical to steps already shown above and therefore are not repeated in this table.

Equation Number 3   Dependent Variable..   SUMCRIME   total crime previous yea

Block Number 7. Method: Stepwise   Criteria   PIN .0500   POUT .1000
      PRESPOND

Variable(s) Entered on Step Number
    7..   PRESPOND RESPONSIVENESS OF POLICE WHEN CONTACTED

Multiple R   .47271
R Square   .22346
Adjusted R Square   .20747
Standard Error   32.13388

F =   13.97681   Signif F =   .0000

------------------ Variables in the Equation ------------------

Variable	B	SE B	Beta	T	Sig T
NHOURS	.003692	.002416	.101861	1.528	.1273
NKIDSYMX	.029328	.033660	.052374	.871	.3842
FEWTEENS	4.353270	4.249469	.060268	1.024	.3064
MOREBOYS	10.068480	4.146425	.133779	2.428	.0157
I12D	-4.001396	2.395386	-.091098	-1.670	.0957
KIDPLACE	12.466312	4.844589	.167569	2.573	.0105
PRESPOND	-8.866086	4.389838	-.100508	-2.020	.0442
(Constant)	34.035206	14.431930		2.358	.0189

Appendix E

Example Instruction Sheet for Primary Questionnaire

ABOUT THE QUESTIONNAIRE

This is a quick and easy questionnaire. It may seem long, but actually has been timed to be completed in under thirty minutes.

The questions were designed for seven different national organizations, so some terms used just by Boy Scouts could not be used in the questionnaire.

The questionnaire asks for information about *your organization*; this means YOUR PACK, TROOP, OR POST (not your Council or national organization).

The questions are about incidents that happened in the PAST year -- during the past 1993-1994 school year, and, if applicable, the past 1994 summer.

A "typical day" means a usual day on which your pack, troop, or post met.

The questions are about the PRIMARY location where school-age boys or girls who participated in program activities usually met in the NONSCHOOL HOURS. If your pack, troop, or post meets at more than one location, the PRIMARY location is the place, (other than a sleep-away camp), where the largest numbers of school-age children, ages 5 to 18, were served on a REGULAR basis.

Information provided in all returned questionnaires will be combined, statistically analyzed, and presented in a report. However, *information about individual organizations will be keep absolutely confidential*.

There are three types of questions about incidents that happened last year. Here are the types of questions and how we will use your answers to these questions.

 o Questions about numbers of Scouts and adult volunteers who met at the primary location last year, the times at which they met, and the type of area surrounding the meeting place. Answers to these questions will be used to group your organization statistically with organizations who give similar responses.

 o Questions about damage to organizational property at the primary location and crimes that occurred at that location that happened to you, another adult volunteer, or a youth program participant. Answers to these questions will be used in preparing a report that will inform organizations such as yours and police departments about the types of crime commonly experienced by youth-serving organizations.

 o Questions about steps you have taken to prevent crimes. Crime prevention approaches will be described in a report written for youth-program providers. We will be selecting three of the most promising crime prevention approaches for a more in-depth depiction.

Most questions can be answered by putting an "X" in a box. Some questions have one answer; others, more than one. Please put an "X" in the box or boxes of all the answers that apply.

For write-in answers, please print legibly.

For answers to questions about numbers of people or events, please give us APPROXIMATE answers; you do NOT have to spend a long time searching through records for the exact answer.

If you have any questions about the survey please contact Dr. Marcia Chaiken at (703)549-8222.

Please mail your completed the questionnaire by OCTOBER 30, 1994, in the enclosed envelope addressed to:

LINC
Box 25875
Alexandria, VA 22313-5875

We very much appreciate your help in learning how to create safer environments for youth in the nonschool hours.

Appendix F

Primary Questionnaire

NATIONAL SURVEY OF YOUTH-SERVING ORGANIZATIONS

LINC
PO Box 25875
Alexandria VA 22313
703/549-8222

LINC NATIONAL SURVEY OF YOUTH-SERVING ORGANIZATIONS

I. The following questions refer to the PRIMARY LOCATION where your organization (troop, pack, post, branch, center, PAL, or club) provided programs for school-age youth participants (ages 5 to 18) when school was NOT in session (after school, on weekends, or in the summer) during the past year (during the last 1993-1994 school year and the past summer - 1994).

If your organization (troop, pack, post, branch, center, PAL, or club) served school-age participants at more than one location, the PRIMARY location is the place, other than sleep-away camps, where the largest numbers of school-age participants were served on a REGULAR basis.

1. What type of place is this primary location? (Please check one)

   a.   ❑ Private single family house
   b.   ❑ Private residential apartment building
   c.   ❑ Public housing project
   d.   ❑ Building just used by Center, Branch, Club, or Council building
   e.   ❑ Building used by more than one organization
   f.   ❑ Church/synagogue/temple/mosque, etc.
   g.   ❑ Outdoor park/playground
   h.   ❑ Play street/outdoor location
   i.   ❑ Police station
   j.   ❑ School (If you marked this box, please circle the LOWEST and HIGHEST grades that are served in the school):

   K   1   2   3   4   5   6   7   8   9   10   11   12

   k.   ❑ Other public agency building (library, fire department, etc.)
   l.   ❑ Other (specify): _____

   _____

2. What arrangements did your organization (troop, pack, post, branch, center, PAL, or club) make to use this place? (Check one)

   a.   ❑ Owned or being bought by your organization, your regional organization, or your national organization
   b.   ❑ Rented by your organization
   c.   ❑ Received free use of this place

3. During which months in the past school year and past summer did your organization REGULARLY provide programs for SCHOOL-AGE participants (ages 5 to 18) at this location?

   a.   ❑ All months (September 1993 - August 1994) OR: (Mark all that apply)
   b.   ❑ September, 1993   h.   ❑ March
   c.   ❑ October   i.   ❑ April
   d.   ❑ November   j.   ❑ May
   e.   ❑ December   k.   ❑ June
   f.   ❑ January, 1994   l.   ❑ July
   g.   ❑ February   m.   ❑ August

1

4. On a usual day when your programs are being held at the primary program location, about how many cars are parked there by school-age program participants or adult staff or volunteers?

    a. ❑ None
    b. ❑ 1 - 5
    c. ❑ 6 - 10
    d. ❑ 11 - 15
    e. ❑ 16 - 20
    f. ❑ 21 - 30
    g. ❑ 31 - 50
    h. ❑ More than 50 cars or other vehicles

5. a. During the school year in 1993-1994, on the average how many days each week did programs for school-age participants usually operate at this location? (Circle one number)

        1   2   3   4   5   6   7   Days

    b. During the school year in 1993-1994, did programs for school-age participants operate at this location during holidays/vacation periods?

        1. ❑ No
        2. ❑ Yes, during some holidays/vacation periods
        3. ❑ Yes, during all holiday periods

    c. During the SUMMER of 1994, on the average how many days each week did programs for school-age participants usually operate at this location? (Circle one number)

        1   2   3   4   5   6   7   Days

6. a. If programs were provided on SCHOOL days, what hours were programs usually held at this location? (Circle the EARLIEST hour and the LATEST hour)

        7am 8 9 10 11 12noon 1 2 3 4 5 6 7 8 9 10 11pm

        OR

        ❑ No programs on school days

    b. If programs were provided on NONschool days during the 1993-1994 school year, what hours were programs usually held at this location? (Circle the EARLIEST hour and the LATEST hour)

        7am 8 9 10 11 12noon 1 2 3 4 5 6 7 8 9 10 11pm

        OR

        ❑ No programs on nonschool days

7. If programs were provided during the summer of 1994, what hours were programs usually held at this location? (Circle the EARLIEST hour and the LATEST hour)

        7am 8 9 10 11 12noon 1 2 3 4 5 6 7 8 9 10 11pm

        OR

        ❑ No programs during the summer of 1994

2

8. APPROXIMATELY how many adults were regularly involved in providing your programs for school-age participants at THE PRIMARY LOCATION during the following time periods? (Please include adults who worked directly with children, and administrative and other support staff/volunteers).

   a. Number of adults on a USUAL DAY during the 1993-1994 school year

      1. ❑ None
      2. ❑ 1 - 10
      3. ❑ 11 - 20
      4. ❑ 21 - 50
      5. ❑ 51 - 75
      6. ❑ 76 - 100
      7. ❑ Over 100

   b. Number of adults on a USUAL DAY during the summer of 1994

      1. ❑ None
      2. ❑ 1 - 10
      3. ❑ 11 - 20
      4. ❑ 21 - 50
      5. ❑ 51 - 75
      6. ❑ 76 - 100
      7. ❑ Over 100

9. On a USUAL day, APPROXIMATELY how many school-age participants were involved in programs AT THIS LOCATION during the 1993-1994 school year and during the summer of 1994? Please give us your BEST ESTIMATE. We do NOT need numbers calculated from your records.

   Please count REGULAR school-age program participants and INCLUDE regular TEEN volunteers or teen staff members

   Do NOT include school-age youth who were not REGULAR participants or who might have been there to attend a special event.

   a. Number of school-age participants served on a TYPICAL DAY during the 1993-1994 SCHOOL year.

      1. ❑ None
      2. ❑ 1 - 10
      3. ❑ 11 - 25
      4. ❑ 26 - 50
      5. ❑ 51 - 75
      6. ❑ 76 - 100
      7. ❑ Over 100

   b. On a TYPICAL day during the school year, about how many participants were girls?

      1. ❑ None   2. ❑ Less than half   3. ❑ More than half   4. ❑ All

   c. On a TYPICAL day during the school year, about how many participants were 13 or older?

      1. ❑ None   2. ❑ Less than half   3. ❑ More than half   4. ❑ All

d. Number of school-age participants served on a TYPICAL day during the SUMMER of 1994.

   1. ❑ None
   2. ❑ 1 - 10
   3. ❑ 11 - 25
   4. ❑ 26 - 50
   5. ❑ 51 - 75
   6. ❑ 76 - 100
   7. ❑ Over 100

e. On a TYPICAL SUMMER day, about how many participants were girls?

   1. ❑ None   2. ❑ Less than half   3. ❑ More than half   4. ❑ All

f. On a TYPICAL SUMMER day, about how many participants were 13 or older?

   1. ❑ None   2. ❑ Less than half   3. ❑ More than half   4. ❑ All

10. On the average, about how many hours did a typical school-age participant spend each week at this location in programs/activities provided by your organization during the school year and during the summer months?

a   About _____ hours each week during the 1993-1994 school year

b.   About _____ hours each week during the 1994 summer months

11. As best as you know, during the months in 1993 and 1994 when your organization provided programs for school-age participants were ANY OTHER TYPES of programs/services at this SAME LOCATION also provided for ADULTS in the following categories?

   a.   ❑ No adults served at this location

         OR

     (Please check all that apply)

   b.   ❑ Men ages 19-30
   c.   ❑ Women ages 19-30
   d.   ❑ Men ages 31-64
   e.   ❑ Women ages 31-64
   f.   ❑ Senior-citizen men
   g.   ❑ Senior-citizen women

12. The next questions are about the neighborhood surrounding this location. Think of the neighborhood as the area that can be reached by car in five minutes or less from the primary program location. Which of the following descriptions *best* apply to the neighborhood surrounding this location? (Check one for questions a, b, c and d)

   a.   1. ❑ Rural   2. ❑ Suburban   3. ❑ Urban

   b.   1. ❑ Mainly residential
        2. ❑ Mainly commercial
        3. ❑ Mixed residential/commercial

4

c. 1. ❑ Few streets/buildings in need of repair
    2. ❑ Some streets/buildings in need of repair
    3. ❑ Many buildings/streets in need of repair

d. 1. ❑ Poor
    2. ❑ Working class
    3. ❑ Middle class
    4. ❑ Prosperous

e. (Please check ALL that apply)
    1. ❑ Many African-Americans/Blacks
    2. ❑ Many Asians
    3. ❑ Many Latinos/Latinas/Hispanics
    4. ❑ Many Native Americans/American Indians
    5. ❑ Many Caucasians/Whites
    6. ❑ Many other: (Please specify) _____

f. (Please check ONE)
    1. ❑ Many children live there
    2. ❑ Mostly adults live there

g. (Please check the TWO boxes that apply)
    1. ❑ Safe to walk alone during the day
            OR
    2. ❑ Not advisable to walk alone days

    3. ❑ Safe to walk alone at night
            OR
    4. ❑ Not advisable to walk alone at night

13. About how close is this location to the nearest police or sheriff's station?

    a. _____ Blocks
            OR
    b. _____ Miles
            OR
    c. ❑ Don't know

14. About how close is this location to the homes of MOST of the school-age participants?

    a. _____ Blocks
            OR
    b. _____ Miles

II. The following questions are about contacts your organization had with your local police department, sheriff's office, or local law-enforcement agency during the past year (in the 1993-1994 school year or during the months of the last 1994 summer vacation).

1. As far as you know, in the past year was the police department or sheriff's office contacted for any of the following reasons by you, another staff member/volunteer, or youth participant involved in activities at the primary program location? (Please mark "Yes" or "No" for EACH number below).

	Yes	No
a. To report a crime in progress at the program location		
b. To report a crime that had already occurred at the program location		
c. To report a crime not mentioned above involving a program participant whether or not the crime occurred at the program location		
d. To report suspicious people in the area who might be about to commit a crime		
e. To report another type of emergency requiring police or sheriff's assistance		
f. To ask for pamphlets or other information about crime prevention		
g. To arrange a field trip to the police/sheriff's department		
h. To arrange for more police/sheriff surveillance when participants are arriving or leaving the primary program location		
i. To ask for an officer to give a talk to youth participants about drugs, crime, child abuse, or another topic		
j. To ask the department to provide a drug prevention, crime prevention or other program they have developed for youth		
k. To request that a specially trained youth officer be assigned to work regularly with youth you serve		
l. For another reason (Specify) _____		

2. On occasions when the police/sheriff's department was contacted, how responsive was the department to your requests?

   a. ❑ Never contacted
   b. ❑ Very responsive whenever called
   c. ❑ Moderately responsive whenever called
   d. ❑ Unresponsive whenever called
   e. ❑ Responsive to some requests but not to others (Please explain):

   _____

   _____

   _____

3. Other than responding when you called them for the reasons mentioned above, did the police/sheriff get in touch with your organization or visit the program location for any reason?

   a. ❑ No> Please turn to the next page
   b. ❑ Yes> If yes, please briefly describe why the police got in touch with your organization:
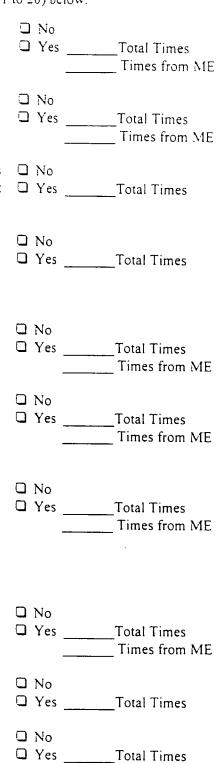
   _____

   _____

   _____

III. Please tell us whether you know if any of the following crimes happened during the past year (last school year or the past summer) at the primary location where the school-age children met

If any of the following happened to YOU, OTHER ADULT staff/volunteers, or SCHOOL-AGE CHILDREN involved in your programs, mark "Yes" and write in the TOTAL number of times you think this happened to ANYONE INCLUDING YOU, and also the times it happened to you PERSONALLY.

Please be sure to answer "Yes" or "No" for EACH question (1 to 20) below.

1. Something was stolen that was brought to this location by you, another adult, or a school-age participant (like a wallet, book, purse, camera or a similar object).

❑ No
❑ Yes _____ Total Times
_____ Times from ME

2. Something was stolen that was worn to this location by you, another adult, or a school-age participant (like clothes or something else).

❑ No
❑ Yes _____ Total Times
_____ Times from ME

3. Something was stolen that belongs to your organization and is used/stored at this location (like a computer, sports equipment or other organizational property).

❑ No
❑ Yes _____ Total Times

4. Something ELSE other than a motor vehicle was stolen that was usually kept outside or was temporarily left outside by you, another adult, or a school-age participant (like a bicycle or playground equipment).

❑ No
❑ Yes _____ Total Times

5. Something was stolen from a car parked outside by you, another adult, or a teen participant (such as a package, or school supplies, or any other object left in the car).

❑ No
❑ Yes _____ Total Times
_____ Times from ME

6. OTHER THAN THE INCIDENTS ALREADY MENTIONED, whether or not anything was actually stolen, did anyone ATTEMPT to steal something from you, another adult or a school-age program participant?

❑ No
❑ Yes _____ Total Times
_____ Times from ME

7. OTHER THAN INCIDENTS ALREADY MARKED "Yes" above, has anyone broken in or ATTEMPTED to break into the primary program location or storage area or garage or shed by forcing a door or window, pushing past someone, jimmying a lock, cutting a screen, or entering through an open door or window?

❑ No
❑ Yes _____ Total Times
_____ Times from ME

8. During the last 12 months were any cars or motor vehicles parked at or near this location by staff, volunteers, or participants stolen or used without permission?

❑ No
❑ Yes _____ Total Times
_____ Times from ME

9. Did anyone steal any parts such as a tire, tape deck, hubcap, or battery?

❑ No
❑ Yes _____ Total Times

10. Did anyone steal any gas from these vehicles?

❑ No
❑ Yes _____ Total Times

11. Other than the incidents already mentioned, whether or not anything was actually stolen, did anyone ATTEMPT to steal a vehicle, or a part of a vehicle, such as a radio, tire, or any other part?

❑ No
❑ Yes _____ Total Times ME

12. While at the primary program location or immediately outside this location, has anyone ever attacked you, another staff member, or volunteer or a program participant or threatened you or any others with any weapon, for instance, a gun or a knife?

❑ No
❑ Yes __ ____ Total Times

13. While at the primary program location or immediately outside this location, has anyone ever attacked you, another staff member/volunteer, participant or threatened you or the others with anything ELSE like a baseball bat, scissors, or stick?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

14. While at the primary program location or immediately outside this location has anyone ever thrown or threatened to throw a rock, bottle, or anything else like that at you, another staff member/volunteer, or a program participant?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

15. Did anyone grab, punch, or choke you, another staff member/volunteer, or a program participant or threaten to grab, punch or choke you or any of the others?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

16. Did anyone threaten to, try to, or actually rape or sexually assault you, another staff member/volunteer, or a program participant?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

17. Other than any attacks already noted, during the past 12 months at the program location or immediately outside of the location, were you, another staff member, volunteer or program participant forcefully attacked or threatened with force by anyone—even if you don't think it was a crime?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

18. People often don't think of incidents committed by someone they know. OTHER than incidents marked "Yes" above, did you, another staff member volunteer or a program participant have something stolen OR been attacked OR threatened at the primary program location by someone you or they knew?

❑ No
❑ Yes _____ Total Times
_____ Times to ME

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19. a. During the past school year or summer. did anyone deliberately or intentionally damage or destroy any property at the primary program location—property belonging to you. another staff member. a volunteer. a program participant, or your organization? (For examples: breaking windows. tires, painting graffiti on walls).

    ❑ No   ❑ Yes

b. ⌐w many times did someone destroy property at the primary program location during the past school year or summer months?

    1. ❑ Never

    2. ❑ Once or twice

    3. ❑ 3 to 9 times

    4. ❑ 10 to 49 times

    5. ❑ 50 or more times/about each week

    6. ❑ Almost every day

    7. ❑ A few times a day

c. What was the total dollar amount of the damage deliberately caused during the past year?

    1. ❑ None

    2. ❑ $1 - $10

    3. ❑ $11 - $100

    4. ❑ $101 - $1,000

    5. ❑ $1,001 - $10,000

20. Were ANY crimes mentioned above (in questions 1 to 19) committed by:

a. A child/youth who was NOT a program participant?

    ❑ No   ❑ Yes

b. A child/youth who was a program participant?

    ❑ No   ❑ Yes

c. An adult known by or related to program staff, volunteers, or participants (family member, friends, acquaintances)?

    ❑ No   ❑ Yes

d. An adult who lived or worked in the neighborhood of the program but known only by sight by program staff, volunteers, or participants?

    ❑ No   ❑ Yes

e. An adult stranger not known in any way by program staff, volunteers, or participants?

    ❑ No   ❑ Yes

21. How many crimes that were known to take place in or immediately outside of the program location in the past 1993-1994 school year or 1994 summer months were reported to the police or sheriff? (If you are a police officer, just count official crime incident reports.)

    a. ❑ None, no crimes took place

          OR

    b. ❑ NO crimes that took place were reported

    c. ❑ SOME crimes were reported

    d. ❑ MOST crimes were reported

    e. ❑ ALL crimes were reported to the police

22. If something was stolen at the primary program location from another adult or a school-age program participant, how certain are you that you would have found out about it?

    a. ❑ Very certain   OR   b. ❑ Moderately certain   OR   c. ❑ Not at all certain

23. If another adult or a school-age program participant had been attacked in any way, how certain are you that you would have found out about it?

    a. ❑ Very certain   OR   b. ❑ Moderately certain   OR   c. ❑ Not at all certain

IV. In the past 1993-1994 school year or in the past 1994 summer months, have the following happened at the primary location where programs for youth are provided?

(Please be sure to answer "Yes" or "No" for each item -- 1 to 14. If you answer "Yes", to items 5 to 13, please write in APPROXIMATELY the number of OCCASIONS on which these actions were taken).

1. Had to restrict youth programs to hours when it is relatively safe to travel to/from the location?   ❑ No   ❑ Yes

2. Had difficulty recruiting school-age participants because of fear of crime in the neighborhood?   ❑ No   ❑ Yes

3. Had difficulty hiring staff or finding volunteers because of fear of crime in the neighborhood?   ❑ No   ❑ Yes

4. Had to pay higher organizational insurance rates as a consequence of reporting a crime?   ❑ No   ❑ Yes

5. Had to replace property that was stolen or deliberately damaged?   ❑ No   ❑ Yes _____ Times

6. Had to eliminate or delay some program activities because property was damaged or stolen?   ❑ No   ❑ Yes _____ Times

7. Had to eliminate some program activities because of attacks or threats of attacks on participants/others?   ❑ No   ❑ Yes _____ Times

8. Had to fire a staff member or volunteer or take other action because they may have committed a crime?

☐ No
☐ Yes _____ Times

9. Had to suspend or expel a school-age participant or take other action because they brought a gun or other firearm with them?

☐ No
☐ Yes _____ Times

10. Had to suspend or expel a school-age participant or take other action because they brought a weapon OTHER than a gun or firearm with them?

☐ No
☐ Yes _____ Times

11. Had to suspend or expel a school-age participant or take other action because they brought drugs with them?

☐ No
☐ Yes _____ Times

12. Had to suspend or expel a school-age participant or take other action because they threatened/attacked someone?

☐ No
☐ Yes _____ Times

13. Had to suspend or expel a school-age participant or take other action because they committed some other illegal offense?

☐ No
☐ Yes _____ Times

14. Had to report a case of child abuse or take other action involving a school-age participant who was abused/neglected at home?

☐ No
☐ Yes _____ Times

15. Had to change program locations because a previously used location was not safe from crime?

☐ No> Go to Section V
☐ Yes> Answer a and b below

a. How far was the new location from the homes of MOST school-age youth who participated at the previous location?
1. ☐ New location was closer to MOST homes
2. ☐ New location was about the same distance to MOST homes
3. ☐ New location was less than a mile more from MOST homes
4. ☐ New location was between 1 and 3 miles more from MOST homes
5. ☐ New location was between 4 and 5 miles more from MOST homes
6. ☐ New location was over 5 miles more from MOST homes

b. Did most school-age youth who regularly participated at the previous location continue to participate after the move?

☐ No   ☐ Yes

V. The next questions are about actions taken to prevent crimes from happening at the primary location where programs are provided. Please tell us whether you or someone else in your organization have taken the following actions by marking "No" or the applicable "Yes" for EACH question below.

Thinking about your organization's goals, the youth you serve, and the situation in your neighborhood, please also tell us whether you would recommend that these actions be taken by organizations the SAME SIZE as YOURS, with SIMILAR GOALS and in SIMILAR AREAS--WHETHER OR NOT YOUR ORGANIZATION CURRENTLY TAKES THESE ACTIONS. PLEASE MARK "Yes" or "No" for part b of EACH QUESTION.

1.   a.   Started to require EVERYONE entering the program area to sign in?

    1.   ❑ No, we don't do this
    2.   ❑ Yes, started to do before 1993
    3.   ❑ Yes, started 1993 or after

    b.   Would you recommend doing this?   ❑ No   ❑ Yes

2.   a.   Started to keep doors locked at all times when not in use?

    1.   ❑ No, we don't do this
    2.   ❑ Yes, started to do before 1993
    3.   ❑ Yes, started 1993 or after

    b.   Would you recommend doing this?   ❑ No   ❑ Yes

3.   a.   Started to keep program equipment/supplies locked up in a secure area when not in immediate use?

    1.   ❑ No, we don't do this
    2.   ❑ Yes, started to do before 1993
    3.   ❑ Yes, started 1993 or after

    b.   Would you recommend doing this?   ❑ No   ❑ Yes

4.   a.   Installed security hardware (such as bars/grates on windows, dead-bolts or other strong locks on doors, chain-link or other fences)?

    1.   ❑ No, we don't do this
    2.   ❑ Yes, started to do before 1993
    3.   ❑ Yes, started 1993 or after

    b.   Would you recommend doing this?   ❑ No   ❑ Yes

5.   a.   Installed electronic security devices (such as burglar alarms, cameras/monitoring devices)?

    1.   ❑ No, we don't do this
    2.   ❑ Yes, started to do before 1993
    3.   ❑ Yes, started 1993 or after

    b.   Would you recommend doing this?   ❑ No   ❑ Yes

6. a. Hired private security guards?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

7. Installed electronic metal detectors at entry?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

8. Limited most program activities involving youth to daylight hours for security reasons?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

9. a. Limited youngsters participating in the program to those who were least likely to steal, damage property, or threaten staff/other program participants?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

10. a. Carried out background/criminal-record checks on adult staff/volunteers who have contact with school-age participants? (Check all that apply)

    1. ❑ No, we don't do this for any adult staff/ volunteers
    2. ❑ Yes, checks on adult paid staff started before 1993
    3. ❑ Yes, checks on adult VOLUNTEERS started before 1993
    4. ❑ Yes, checks on adult paid staff started 1993 or after
    5. ❑ Yes, checks on adult VOLUNTEERS started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

11. a. Required drug tests for staff/volunteers?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

12. a. Provided transportation for youth who live in walking/biking distance of location?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

13. a. Required participants to be accompanied by a responsible adult when leaving location after program hours?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

14. a. Provided programs to teach youth to be responsible users of guns and other firearms?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

15. a. Carried out efforts to ban school-age children's access to or use of guns and other firearms?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

16. a. Provided programs specifically designed to help youth avoid becoming involved in crime as VICTIMS?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

17. a. Provided programs specifically designed to prevent youth from becoming involved in crime as OFFENDERS?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑ Yes

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18. a. Carried out efforts actively involving youth participants for preventing or reducing crime at the program location or in the surrounding community?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑Yes

19. a. Carried out efforts involving other community organizations to prevent/reduce crime in the area?

    1. ❑ No, we don't do this
    2. ❑ Yes, started to do before 1993
    3. ❑ Yes, started 1993 or after

    b. Would you recommend doing this?   ❑ No   ❑Yes

20. Exemplary crime prevention programs will be selected and described in detail in a report for administrators of youth-serving organizations and police. HAS YOUR ORGANIZATION OR ANY OTHER ORGANIZATION IN YOUR AREA CARRIED OUT A PROGRAM FOR PREVENTING CRIME INVOLVING YOUTH IN THE NONSCHOOL HOURS THAT YOU WOULD RECOMMEND INCLUDING IN THE DETAILED REPORT?

❑ No

❑ Yes> Please briefly describe the program/measure and provide information about a person to contact for more information.

_____

_____

_____

_____

_____

Contact Name (Please PRINT):_____

Title: _____

Phone number including area code (_____)_____

21. If you had sufficient resources, are there other measures you would take to prevent crimes and increase the safety of school-age participants in your programs?

❑ No

❑ Yes> (Please describe these measures):

_____

_____

_____

_____

THANK YOU FOR YOUR HELP. PLEASE CHECK TO BE SURE ALL QUESTIONS HAVE BEEN ANSWERED AND MAIL THE COMPLETED QUESTIONNAIRE BY OCTOBER 30 IN THE POSTPAID ENVELOPE TO

LINC
BOX 25875
ALEXANDRIA, VA   22313-9744

IF YOU WOULD LIKE TO RECEIVE A COPY OF THE FINAL REPORT ON THIS STUDY, PLEASE COMPLETE THE INFORMATION BELOW.

Name: _____   Title_____

Organization_____   Phone (____)_____

Address:_____   State_____ ZIP_____

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