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U. S. DEPARTMENT OF JUSTICE
Office of Justice Assistance, Research, and Statistics

CATEGORICAL GRANT PROGRESS REPORT

This recordkeeping requirement falls under the authority of P.L. 96-511, Sec. 3507. The information provided will be used by grant monitors to track grant progress. No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing laws and regulations (OMB Circulars A-102 and A-110; Omnibus Crime Control and Safe Streets Act of 1968, as amended; Juvenile Justice and Delinquency Prevention Act of 1974, as amended; and the Justice System Improvement Act of 1979, as amended).

1. GRANTEE BOYS & GIRLS CLUBS OF AMERICA		2. AGENCY GRANT NUMBER 88-JS-CX-K002	3. REPORT NO. 9
4. IMPLEMENTING SUBGRANTEE		5. REPORTING PERIOD (Dates) FROM: 8-15-88 TO: 2-28-91	
6. SHORT TITLE OF PROJECT Reaching At-Risk Youth in Public Housing	7. GRANT AMOUNT \$371,196	8. TYPE OF REPORT <input type="checkbox"/> REGULAR <input checked="" type="checkbox"/> FINAL REPORT <input type="checkbox"/> SPECIAL REQUEST	
9. NAME AND TITLE OF PROJECT DIRECTOR Errol Sewell, Assistant National Director/ Field Services	10. SIGNATURE OF PROJECT DIRECTOR <i>W. Errol Sewell</i>	11. DATE OF REPORT 6/24/91	

12. COMMENCE REPORT HERE (Continue on plain paper)

This final report reflects the progress made on the objectives outlined in the proposal, "Reaching At-Risk Youth in Public Housing" and includes activities conducted as a part of the initial grant and the two supplemental grants. While the report summarizes progress on all objectives, considerable detail is provided on the establishment of new Clubs in public housing.

ASSESSMENT REPORT

A review of literature was conducted by Boys & Girls Clubs of America's O'Hara Research Center. The literature search attempted to identify youth development programs implemented in public housing. The search revealed a virtual lack of such programs which were systematically evaluated and had any documented effect on crime and/or alcohol and other drug use. In addition to this review of literature, the O'Hara Research Center conducted a survey of Clubs in public housing to learn the extent of the Club operations, the extent of youth crime and drug problems in

13. CERTIFICATION OF RECEIPT BY GRANTEE CRIMINAL JUSTICE COUNCIL (Official signature)	14. DATE
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public housing and the potential effect of Clubs on these problems. The literature review and survey results were compiled in an assessment report which underscored the need for carefully evaluated youth development programs in public housing as well as great potential for Clubs to have a positive effect on the youth problems in public housing.

With funding from the Office of Substance Abuse Prevention and the Henry J. Kaiser Family Foundation, Boys & Girls Clubs of America contracted with Columbia University and the American Health Foundation to conduct an independent evaluation of Clubs in public housing. The evaluators found that Boys & Girls Clubs exert a positive and palpable influence on the human and physical environment of public housing sites. Specifically the study found that public housing sites with Boys & Girls Clubs, when compared to public housing sites without Boys & Girls Clubs experienced:

13% fewer juvenile crimes,

22% less drug activity,

25% less crack presence.

Through interviews, members of the evaluation team discovered that the presence of a Boys & Girls Club in public housing encouraged residents to organize and improve their community and stimulated communication between public housing residents, the police, housing authority managing personnel and other community groups. The increase in communication, according to evaluators, enriched the social quality of life in public housing.

The evaluators observed that social support services are critical for youth in public housing, yet comprehensive services for young people in public housing are practically nonexistent. The evaluators concluded that public and private agencies providing and/or supporting prevention efforts in public housing urgently need the kind of cost-effective strategy that Clubs provide in order to prevent alcohol and other drug use and maladaptive behavior before they are too costly to treat.

A full evaluation report appears in Appendix A.

MANUAL DEVELOPMENT

The **Manual for Starting Boys & Girls Clubs in Public Housing** was developed under the direction of the project advisory council and was based on the actual experience of Clubs. The Manual is used by Boys & Girls Clubs and housing authorities to establish units in public housing. The Manual is also used extensively by Boys & Girls Clubs of America's field staff for promoting the idea of starting Clubs in public housing and for providing technical assistance to interested Clubs and housing authorities. In addition to requests from local Clubs, there have been more than 20 requests from outside groups. The Manual was recently distributed to all HUD Regional Directors. Copies of the manual have been submitted to OJJDP in previous reports.

TRAINING SYLLABUS

As noted in previous reports, a training syllabus was developed and 26 members of Boys & Girls Clubs of America field staff have been trained in how to work with

Boys & Girls Club organizations and housing authorities to establish Boys & Girls Clubs in public housing. The training syllabus was submitted to OJJDP with previous reports.

CLUBS ESTABLISHED IN PUBLIC HOUSING

Working with each of Boys & Girls Clubs of America's five Regional Service Centers, applications were solicited from existing Boys & Girls Club organizations that had the capacity to establish a new Boys & Girls Club unit in public housing. On-site visits were made to determine the level of interest and commitment as well as the capacity of the Club and housing authority to establish and operate a Boys & Girls Club, the appropriateness of the proposed facility, the ability to sustain the unit after one year of funding, etc. Based on the applications and the findings from site visits, six sites were selected for the project. The locations included: Columbia, South Carolina; Montgomery, Alabama; Dorchester, Massachusetts; Nashville, Tennessee; Danville, Illinois; and, San Francisco, California.

Demographics of Youth Served

These newly established Clubs served a total of 1,900 girls and boys and 199 adults, with each Club serving an average of 317 youth. While there was some variation from site to site, the average member participated 18 hours per week in Club programs and activities. Further information on demographics appears in Figures 1, 2, 3, 4, 5 in Appendix B.

Club Program

The six Clubs offered a core program with activities in six major areas. Typically each Club offered the following activities:

Social Recreation - carnivals, movies, dance contests, birthday parties, daily gamesroom activities including skill instruction and tournaments in table tennis and pool, etc.

Citizenship and Leadership - small group leadership Clubs known as Keystone Clubs and Torch Clubs, community service projects, junior leaders training, etc.

Cultural Enrichment - arts and crafts, ceramics, music, photography, trips to fine arts performances, African dance classes, African history games, etc.

Personal and Educational Development - daily afterschool tutoring, adolescent issues seminars, cooking classes, reading programs, creative writing, basic skills contests, career exploration activities, etc.

Health and Physical Education - basketball, softball, soccer, volleyball, flag football, low organized games, jump rope, weightlifting, SMART Moves, AIDS education, etc.

Outdoor and Environmental Education - camping, fishing, tree planting, field trips to parks, zoos and wilderness areas, etc.

At least one staff member from five of the six Clubs attended the SMART Moves training program. The sixth Club received local funding, training and technical assistance to implement a comparable prevention program known as "Choices For Youth." Three of the six Clubs organized a prevention team made up of staff, parents, members and one or more community representatives to coordinate the implementation of SMART Moves. In addition to the SMART Moves curriculum, Clubs conducted special events including drug prevention carnivals and games to communicate the say "NO" message throughout the Club.

Staff from each of the participating Clubs received training and/or technical assistance to implement the Targeted Outreach program. Linkages were formed with schools, police departments, family courts, juvenile court, etc. A total of 124 at-risk youth were recruited into the program.

Funding

In addition to the pass through funding from this grant, more than \$460,000 was raised locally to support these Clubs. Funding was raised from a variety of sources including United Way, local government, special events, etc. (See Figure #7 in Appendix B.) Moreover, each of these newly established Clubs reported that they had obtained funding commitments which will sustain their operation into the next year.

Following is a profile of each of the Clubs established as part of this grant:

**Saxon Homes Boys & Girls Club, Boys & Girls Clubs of the Midlands, Inc.
Columbia, South Carolina**

The Saxon Homes Boys & Girls Club operates out of a school adjacent to the public housing complex. The school provides use of the gym (2400 square feet) and two classrooms. The Club has served a total 345 young people since it opened.

The Club is staffed by a full time unit director, a full time assistant unit director and four part time program professionals. The Club Advisory Board is made up of the school principal who arranged for use of the Club facility, a police officer, a minister, a church officer and three tenant association presidents who formulated program activity recommendations and disseminated information to housing residents.

The Club provides a full range of program activities including SMART Moves and Targeted Outreach at an annual operating budget of \$69,185.

**Tulane Court Boys & Girls Club, Boys Clubs of Montgomery, Montgomery,
Alabama**

In Montgomery, Alabama the Tulane Court Boys & Girls Club makes use of two one bedroom apartments which have been converted to a gamesroom, arts and crafts room, library and kitchen covering 1248 square feet. Because of the popularity of the Club, the housing authority agreed to provide two additional one bedroom apartments to expand the facility and is funding the renovation needed for

this expansion. The housing authority also provides utilities including telephone and all maintenance and repairs. The Club has served 175 youth since it first opened.

The Club is staffed by a full time unit director who has a social work background and five part-time program professionals who specialize in education, social recreation, physical education and arts and crafts. The Club's Advisory Board includes the Commander of the Police Community Relations Division, the school principal, local business owners and residents of the public housing complex.

The Club provides a full range of core program activities including **SMART Moves** and **Targeted Outreach** at an annual budget of \$58,192.

Franklin Field Unit, Boys & Girls Clubs of Boston, Boston, Massachusetts

The Franklin Field Boys & Girls Clubs operates out of 1800 square feet of space provided by the Boston Housing Authority. The space is divided into a multi-purpose room, a small kitchen area and one weightroom area. The Club has served 300 youth since it first opened. Because of the need for Club programs and services and the very positive response to the Club since it opened, the Boys & Girls Clubs of Boston successfully raised \$1.2 million for the construction of a new facility which will serve youth from the Franklin Field Housing complex.

The Club is staffed by two full time employees. One serves as the Club coordinator. The other serves as the Club assistant coordinator. The Franklin

Field Tenant Task Force serves as the Advisory Board. The Club coordinator attends monthly meetings to share program highlights and to discuss new ideas.

The Club provides programs and activities in the six core program areas and operates at an estimated annual budget of \$50,000.

Boys & Girls Clubs of Danville, Don Moyer Boys & Girls Club, Danville, Illinois

The Club outgrew the small space originally provided by the housing authority and now leases 12,000 square feet of space in a local church adjacent to the housing complex. The space includes four classrooms, office space, a kitchen and a large gym. Since its opening, the Club has served 481 girls and boys.

The Club is staffed by a full-time unit director, two part-time program aids and three steady volunteers. The Advisory Board is made up of business owners, the school principal, the sheriff, an attorney and parents from the public housing complex.

The Club provides a full range of core programs including SMART Moves and Targeted Outreach and was selected by Boys & Girls Clubs of America as a gang prevention demonstration site. The Club's annual budget is \$101,676.

Martha O'Bryan Boys & Girls Clubs/James Cayce Homes, Boys & Girls Clubs of Middle Tennessee, Nashville, TN

The Club operates out of 6,500 square feet of space which includes a large gym, a gamesroom, a crafts room, a library/learning center and two offices. The Club has served 550 girls and boys since it first opened.

The Club is staffed by a full-time unit director and a full-time program director complemented by a part-time gym instructor, education instructor and two part-time volunteer tutors. The organization of an Advisory Board is underway and is expected to be operational in the fall of 1991.

The Club offers a full core program including prevocational activities and GED classes. The SMART Moves program is scheduled to begin in September of 1991 and the Targeted Outreach Program is under way. The Club operates with an annual budget of \$79,707.

Alice Griffith Branch, San Francisco Boys & Girls Club, San Francisco, CA

The Alice Griffith Branch opened on October 16, 1989. The Club occupies what was an equipment storage shed and has been converted by the Tenants Association to a multipurpose Club. The 1352 square foot facility has a large redwood deck and a spacious outdoor play area. The facility offers one large gamesroom, a tutorial room and an office. The Club serves boys and girls ages 6 to 15. The total number of youth served is 249.

The Club is staffed by a branch manager, assistant branch manager, social recreation director, arts and crafts director and athletic director. A core program is offered at the Club. Considerable emphasis is placed on education. The San Francisco Education Services provides tutorial assistance including an outreach component to parents to encourage regular attendance at the Club and in school.

In addition to the core program, the Club has implemented the "Choices for Youth" substance abuse prevention program which, like SMART Moves, utilizes peer leaders and teaches peer resistance skills. The Club also has been selected as a gang prevention demonstration site. The Club operates an annual budget of approximately \$75,000.

FBI/B&GCA PARTNERSHIP

A partnership was developed between the two institutions to further drug prevention activities among high risk youth. To solidify this partnership, Boys & Girls Clubs of America provided training to all 57 Drug Demand Reduction Coordinators. A resource guide was developed and distributed to FBI Drug Demand Reduction Coordinators. Both the resource guide and the training program were designed to prepare these special agents to make contact with Clubs and assist them in their drug prevention efforts.

In addition to working with well over 100 local Clubs, Boys & Girls Clubs of America's regional staff remain in contact with agents assigned to this project utilizing them to make presentations at regional meetings of board members and Club professionals.

Since the inception of this joint effort, FBI Drug Demand Reduction Coordinators have been involved in the following activities in Boys & Girls Clubs:

- assisting Clubs to implement and/or enhance drug prevention and youth development programs.

- helping to recruit high-risk girls and boys for participation in programs offered by local Clubs.
- working with existing organizations to start new units and with Boys & Girls Clubs of America to start new organizations as an avenue for reaching additional high-risk boys and girls.
- recruiting volunteers and other support for Boys & Girls Clubs.
- assisting with community wide public relations through presentations to the community and the development and distribution of drug prevention posters.

An article from Boys & Girls Clubs of America's quarterly magazine **CONNECTIONS** provides highlights of some of these joint activities. The article appears in Appendix C.

In conjunction with this partnership, Boys & Girls Clubs of America and Orion Home Video teamed up to arrange a national tour in which RoboCop along with a FBI Drug Demand Reduction Coordinator visited 20 Boys & Girls Clubs delivering a strong "Say No" to drugs message. More than 14,000 girls and boys heard this message. In addition, the tour resulted in extensive television, radio and newspaper stories. A total of 679 media exposures reached an audience of 175,095,000.

A NATIONAL SUCCESS STORY

Boys & Girls Clubs of America utilized the knowledge, experience and materials resulting from this project to launch a major, nationwide offensive to establish new Boys & Girls Clubs in public housing. What started as a small demonstration project has paved the way for substantial progress. Over the last four years, 81 Clubs have been established in public housing bringing the national total to 130. Boys & Girls Clubs of America raised almost \$3 million to support this effort. In addition, local Boys & Girls Club organizations raised significant funds to establish and maintain public housing units.

Today more than 52,000 young people who live in public housing are actively participating in their Boys & Girls Club. Because of the establishment of these Clubs, thousands of high risk boys & girls and their families have a greater chance for a productive future.

APPENDIX A

THE EFFECTS OF BOYS & GIRLS CLUBS ON

ALCOHOL AND OTHER DRUG USE IN

PUBLIC HOUSING

Final Research Report

**The Effects of Boys & Girls Clubs
on Alcohol and Other Drug Use and Related Problems
in Public Housing**

**A Demonstration Study
Sponsored by the:**

Office of Substance Abuse Prevention

Conducted Under the Auspices of:

**Boys & Girls Clubs of America
771 First Avenue
New York, New York 10017**

March, 1991

Evaluation Team

**Steven P. Schinke, Ph.D, and Kristin C. Cole, B.S., Columbia University
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Findings from a Study of Boys & Girls Clubs in Public Housing

Purpose and Design

This comparative study evaluated the effects of Boys & Girls Clubs on children and adolescents living in public housing and on the overall quality of life in public housing. Focused on alcohol and other drug use, delinquency and vandalism, the study involved 15 public housing developments in a representative sample of American cities.

Beginning in September of 1987 and spanning three years, the study's external evaluation team compared rates of alcohol and other drug use and related problems among three groups of youth living in public housing. Youth in the first group did not have access to Boys & Girls Clubs; youth in the second group had access to newly established Clubs with a core program and a comprehensive alcohol and other drug prevention program known as SMART Moves; and youth in the third group had access to older, existing Clubs with a core program that may have included alcohol and other drug prevention programs other than SMART Moves.

Rationale

Established survey research methods, including interviewing methods and ethnographic research procedures, argue that the sources of data, rather than the data collectors, assess and quantify the nature of the target problem. For purposes of the present evaluation, those sources of information were key referents within each target Boys & Girls Club or control, and the surrounding environs.

To evaluate the five Boys & Girls Clubs initiated through OSAP funding, each of the Clubs with SMART Moves was assigned to two control sites: one public housing site with a Boys & Girls Club without SMART Moves and one public housing site without a Boys & Girls Club. These control sites were geographically and demographically matched with the Clubs offering SMART Moves. Matching criteria included the size of the housing development, its geographic locale, and demographics of the population served.

An outside evaluation team of researchers from Columbia University and the American Health Foundation in New York gathered qualitative and quantitative outcome data in all of the sites. The evaluators, using a standard interview protocol, polled local community leaders, housing authority administrators and residents, and school and police officials to learn the extent of problems and the effects of Boys & Girls Clubs.

The outside evaluation team examined crime statistics in each project. The evaluators also conducted observations, noting the presence of graffiti, garbage, vandalism, drug-related paraphernalia and drug dealing. Through interviews, police officers and community leaders helped to interpret the statistics and assisted evaluators in

explaining changes that occurred throughout the evaluation. In addition, housing authority managers and Boys & Girls Club directors profiled each project for the evaluators.

In line with OSAP guidelines and recommendations communicated at a technical assistance workshop, the evaluation plan for the project focused equally on process and outcome objectives. Those dual foci occurred through adoption of a logic model. With four sets of operational objectives, the logic model allowed the evaluation to proceed in a manner commensurate with the progress of the alcohol and other drug use prevention demonstration project.

The four sets of operational objectives for the logic model of evaluation are: inputs, activities, immediate outcomes, and final outcomes. Each set of objectives was addressed in the evaluation plan for the demonstration project.

Inputs

Youth in America's public housing are not only at high risk of habitual use of alcohol and other drugs, but are underserved by youth-oriented and preventive programs. For our purposes, inputs were the establishment of new Boys & Girls Clubs in public housing that had not previously been served by youth-oriented programs for the prevention of alcohol and other drug use.

By virtue of establishing, operating, and sustaining new Boys & Girls Clubs, the demonstration project built and permanently installed new services to prevent alcohol and other drug use among youth residents of public housing. Process evaluation procedures in the demonstration project document the delivery and receipt of the inputs. Outcome evaluation procedures quantify and isolate the effects and the impact of new services for at-risk youth in public housing.

Activities

In the demonstration project, activities represent the Boys & Girls Club programs. These Boys & Girls Club programs, in turn, took form through two nonexclusive and cumulative components. The two components are the core Boys & Girls Club program and the SMART Moves program to prevent alcohol and other drug use.

Each set of Boys & Girls Club activities underwent sequential evaluation within the planned process and outcome research paradigm. The products of those evaluation procedures yielded findings on the consistency and success of project activities and the efficacy of those activities on youth, family members, and significant community referents in public housing related to the prevention of alcohol and other drug use.

Immediate Outcomes

For Boys & Girls Club programs in the demonstration project, program activities that led to the prevention of alcohol and other drug use among youth in public housing were considered as immediate outcomes. These immediate outcomes occurred in two stages. Initially, youth who took part in Club programs in public housing demonstrated immediate outcomes by their rates of involvement in Club activities, continuation of involvement and attrition from program activities. Parents, other family members, and residents in public housing served by Boys & Girls Clubs showed immediate outcomes by their parallel involvement and active participation in program activities.

Later immediate outcomes of the demonstration project were evident as youth and adult participants in Club programs showed positive changes from their involvement. Manifested in such domains as educational involvement and recreational and community project activities, positive changes among participants in Boys & Girls Club programs included behaviors linked with prevention of alcohol and other drug use. Those behaviors spanned empirically documented parameters of decreased risks associated with alcohol and other drug use, and participation in alternative activities that are incompatible with alcohol and other drug use.

Final Outcomes

The new services developed and implemented in the demonstration project resulted in decreased rates of alcohol and other drug use in public housing at post-test and follow-up. Those decreased rates were the final outcome targeted in the evaluation. Follow-up rates of crack and other drug activity had increased slightly from post-test. However, ratings were still lower than they were originally.

Evaluation measurements and procedures in the demonstration study began with the project's onset. Those beginning steps resulted in the identification of comparison public housing sites and the gathering of baseline data on drug and alcohol activity.

Process Evaluation

To measure the process and outcome, Boys & Girls Clubs of America staff and a team of outside evaluators worked collaboratively within a defined structure of tasks, timelines, and procedures. This structure and its operational details were planned carefully and were the result of ongoing collaborative evaluation efforts by Boys & Girls Clubs of America staff and the team of evaluators.

Process Measures

Process evaluation activities were conducted at periodic intervals during all intervention development and implementation activities. Specifically, we employed detailed process data collection for all Boys & Girls Clubs that participated in the special OSAP program. Results of these assessment techniques provided immediate feedback and allowed corrective action while the evaluation was still in the preliminary design stage.

Process evaluation measures for the demonstration project included a total of five instruments:

Application for Unit Membership. Once a new Club meets standards for membership in Boys & Girls Clubs of America, executive staff at each new Club begun under the project completed and submitted an application for unit membership. This form yields data on the Boys & Girls Club site, facility, staff, advisory board, and target population. Other useful information gleaned from these applications included detailed descriptions of a week's activities and demographically specific data on the number, ages, and gender of youth served.

Membership Application. Every youth who takes part in Boys & Girls Club program activities, regardless of how briefly and sporadically, completes a membership application. The membership application gathers demographic information on each member, her or his family and school, and involvement in other youth-oriented programs. Data from this application assisted with process evaluation by describing the youth served by the Boys & Girls Clubs.

Semi-Annual Reports. As a requirement of the OSAP grant, every six months unit directors of Boys & Girls Clubs submit to Boys & Girls Clubs of America a detailed summary of program activities. On the semi-annual reports, Boys & Girls Club program staff record specific activities for youth, parents, and community members, noting organizational information such as contacts with other agencies, resource development, and major accomplishments.

Commitment to Quality. Boys & Girls Clubs in the study were asked to complete a **Commitment to Quality** measurement battery. This is a multidimensional battery comprised of over 30 pages. By recording progress in the **Commitment to Quality** assessment battery, executive and unit directors at Boys & Girls Clubs provided data about the quality and scope of Club programs.

Of particular interest in this process evaluation were data from the **Commitment to Quality** assessment on the daily program of Boys & Girls Clubs. Verification of information provided by executive directors and unit directors occurred through regular site visits by members of the external evaluation team.

OSAP MIF Report. Completed by local Boys & Girls Club executive directors and unit directors, this form requests semi-annual information on a range of activities, events, and service population characteristics. Illustrative of the type of material gathered through the MIF are data on training and public education activities, community contacts and linkages, demographic profiles on youth served by the program, indicators of the risk level of youth served, staffing patterns for the facility, activities specific to the demonstration grant, products and materials developed in the program, and outcome

evaluation parameters on youth, their families and program staff. The MIF assisted in verifying outcome data collected in the project.

Quality Control

Despite the five types of data gathered to document the establishment and operation of Boys & Girls Clubs programs in public housing, additional verification was necessary to definitively conclude that plans for developing Club programs were carried out as intended. That verification came from observations of Club program activities by the external evaluation team.

Through observations, members of the external evaluation team determined the correspondence between program development plans and program operations. Moreover, records made by members of the external evaluation team strengthen conclusions about the integrity and internal consistency of Boys & Girls Clubs programs across all sites scheduled for new Clubs as part of the demonstration project. Additional process data collection was made through program observation.

With permission from Club staff, members of the external evaluation team periodically observed activities across participating project sites. The evaluators recorded Club staff adherence to programmatic protocol, whether youth were engaged in program activities, and the numbers and demographic profiles of youth involved in specific program activities.

Research Design

The overall objective of the demonstration study was to compare alcohol and other drug use and other problem behavior rates among youth who live in public housing and who do and do not have access to Boys & Girls Clubs. Specifically, we were also interested in the effects of Boys & Girls Clubs with the SMART Moves prevention program on public housing youth rates of alcohol and other drug use and related problems. We were also interested in the overall impact the Boys & Girls Clubs might have on the public housing environment, manifested in such areas as rates of criminal activity, drug dealing, vandalism, and parent involvement.

These objectives guided our research design and data collection activities. Each objective was focused on youth who are eligible for Boys & Girls Club activities (that invariably include females and males) and who reside in public housing (as defined by local government subsidized housing.)

The design for the research thus involved three sets of public housing sites. As shown in the following chart, one set of five sites involved public housing with newly established Boys & Girls Clubs and the SMART Moves prevention program, another set of five sites involved public housing sites served by traditional Boys & Girls Clubs, and the third set of five sites involved public housing sites without Boys & Girls Clubs.

Research Design

Public Housing Sites

Measurement Occasions and Interventions

Five sites	O ₁	X _{BC}	O ₂	X _{BC}	O ₃	X _{BC}	O ₄	X _{BC}	O ₅	X _{BC}	O ₆
Five sites	O ₁	X _{BC+}	O ₂	X _{BC+}	O ₃	X _{BC+}	O ₄	X _{BC+}	O ₅	X _{BC+}	O ₆
Five sites	O ₁		O ₂		O ₃		O ₄		O ₅		O ₆

Key:

Each site represents a complete housing development in one city, with 15 separate sites and cities in total for the design.

O = Observation occasion; subscript indicates timing of observation.

X_{BC} = Regular Boys & Girls Club program.

X_{BC+} = Boys & Girls Club program plus SMART Moves alcohol and other drug prevention program.

This evaluation research design offered several distinct advantages. By including three types of public housing sites, we were able to concurrently compare the effects of a regular Boys & Girls Club program against effects of an enhanced program with the SMART Moves component, both relative to the effects of a control condition containing sites where no Boys & Girls Club presently exists.

Outcome Evaluation

Outcome evaluation assesses the effectiveness of the program in producing change in specific variables which are measured in the study population. For the purposes of alcohol and other drug use prevention, these variables of interest are typically defined as more proximal or intermediate objectives. Such objectives, in turn, encompass changes in knowledge, attitudes, and behavior—given that these objectives are more specifically addressed by the program. In our study, outcome evaluation consisted of collecting data from program participants at baseline and then repeating these measurements following program implementation. The same measurements were administered for control participants.

Outcome evaluation is the most important type of summative evaluation for our purposes. Measurement of the degree to which preventive intervention and competence

promoting programs, such as those implemented by Boys & Girls Clubs, have an effect on broader or more distal goals is referred to as impact evaluation. These effects, including actual changes in alcohol and other drug dependence and chemical addiction morbidity and mortality, as well as more proximal changes such as knowledge, attitudes, and behavior that were initially unintended, may not actually be observable or measurable in the short-term or until long after intervention has been implemented.

Within the outcome evaluation design, several measurement procedures were administered to gather data on alcohol and other drug use, and on resiliency factors among youth in the target age groups at all public housing sites in the sample. Since this is a comparative study of the overall well-being of indexed sites with and without Boys & Girls Clubs, the costs and complications of defining and polling this highly transient and hard-to-track population were not justified. The evaluators assumed that assessments of the housing authority staff and residents, the staff of Boys & Girls Clubs, and the local police officers would, in combination, yield a close estimate of the drug activity and alcohol and other drug use among youth in the indexed sites.

Across conditions and cohorts, members of the outside evaluation team visited every public housing site. During these visits, the team carried out several measurement procedures. All procedures were prefaced by obtaining approval from housing authority administrators and tenant groups.

Informal support networks data come from semistructured questionnaires. Adult surveys involved a random sample of 33% of all housing units in a development. Surveys were delivered to a random sample of each indexed neighborhood. Adult surveys gathered data on perceptions of Boys & Girls Clubs, the level of delinquency problems and the types of needs that should be addressed through the Club. The semistructured survey allowed respondents to remain anonymous, increasing candor and accuracy.

Observed External Supports. Gathered by research assistants blind to condition assignments, external support data came from public housing sites and surrounding neighborhoods, schools, and communities. In these settings, research assistants recorded evidence of tangible, structural, and institutional supports to encourage healthy and alternative recreations among young people, thus preventing alcohol and other drug use among them. Tangible supports for purposes of data collection included posters, signs, and literature on alcohol and other drug use prevention.

Structural supports included social and physical health recreation, youth groups and clubs, and health-promoting alternative community events. Institutional supports included school, church, and social agency programs to prevent alcohol and other drug use. Varying among settings, evidence of the three types of external supports provided mean scores by study condition. Research assistants showed within- and among-rater reliability of .81 and .77 with the observed external supports scale.

Unobtrusive Measures. Added data gathering occurred through principally unobtrusive means. These means of data collection are assumed to have fewer biases than self report. Notwithstanding such faith in the data, by having access to and collecting confirmatory findings on alcohol and other drug use and related behavior, and prosocial activities among youth in public housing sites, the evaluators scientifically examined the validity of outcome measurement results. The following sources and parameters provided unobtrusive measures of demonstration study outcomes.

Crime statistics. Members of the evaluation team gathered juvenile and adult crime statistics from local police and housing authorities at each site for the study. An effort was made to collect only those statistics for the targeted project.

Observations. The evaluation team also noted the percentage of graffiti, garbage, and vandalism within each public housing site. Any presence of drug paraphernalia and drug dealing was documented during these observations.

Results

For each set of data reported on the following figures, a brief explanation is provided on results documenting the implementation, effects, and impact of Boys & Girls Clubs in public housing. Warranting mention are caveats that must accompany interpretations of these data. Figures 3 and 4 are based on estimates by police officials, community leaders and Boys & Girls Club staff, and may contain biases inherent in self-report. Although sites were matched on structural criteria, the evaluation did not allow perfect matches between Club and control sites. Data presented in this report are not definitive but are certainly suggestive of the effects of Boys & Girls Clubs on youth in public housing.

Data Sources and Scale Construction

Data graphed on Figures 1 through 6 in this report are based on measurements gathered at each targeted site by the evaluation team. These measurements draw from reports by police officers, housing authority administrators and residents, school principals, and Boys & Girls Club staff. The figures contain compiled data that were averaged and charted on one of three scales.

Figures 1,3,4, and 5 are tabulated in scales of 10 and 5 points each. On these scales, higher numbers indicate higher levels of intensity of the index measured variable. Figure 6 is tabulated on a scale that represents arithmetic percentages. Figure 2 is scored on a criterion scale.

Quantitative Findings

In the figures, the following abbreviations represent the three types of sites: New Clubs=public housing sites with newly established Boys & Girls Clubs plus SMART Moves comprehensive prevention programming; Old Clubs = public housing sites with existing Boys & Girls Clubs that often include elements of alcohol and other drug use prevention programming; and Control = public housing sites with no Boys & Girls Club unit or programs.

Figure 1: Availability of Organized Sports in Public Housing. Figure 1 illustrates on a scale of 1 to 10 the lack of organized sports in the control sites, or public housing without Boys & Girls Clubs, in contrast to public housing with New Clubs and Old Clubs. Public housing sites without Boys & Girls Clubs had no tennis, track, or swimming at pre-test, post-test or follow-up. Similar to the control sites at pre-test, New Clubs were practically without organized sports programs. However, at post-test New Clubs had climbed 6 points.

At follow-up, both New Clubs and Old Clubs had reached 9, indicating a high level for many organized sports in their public housing site. In contrast, control sites rose only one point from pre-test to post-test and remained constant at follow-up. The great availability of organized sports in public housing with Boys & Girls Clubs is significant

because of the implications sports have for teaching discipline, team work, and improving self-esteem.^{1,2}

Figure 2: Presence of Recreational Facilities Staffed By Professionals in Public Housing. Figure 2 records the presence of professionally staffed recreational facilities in the Boys & Girls Club sites and in the control sites. At pre-test, post-test, and follow-up, only one such facility existed in the control sites. New Club sites had no such facilities at pre-test (though four had recreational facilities without professional staff.) By post-test, all New Club sites and Old Club sites had recreational facilities staffed by professionals in place.

Figure 3: Crack Presence in Public Housing. Reported in Figure 3 is the presence of crack cocaine in the three types of sites rated on a 10-point scale. At pre-test, New Club sites and control sites were the same (5.75). By post-test, crack in New Club sites had dropped almost one point (4.9). In contrast, crack in control sites had risen more than one point (6.2), and in Old Club sites had risen one-quarter of a point, from 4.5 to 4.75. At follow-up, all three sites witnessed an increase in the presence of crack cocaine. However, New Club sites rose less rapidly (4.9 to 5.3) than control and Old Club sites (6.2 to 7; 4.75 to 5.5). Given the alarming increase in crack use nationwide and especially in public housing, any decrease in crack use at all is significant.

Figure 4: Estimated Rates of Drug Activity in Public Housing. Compiled in Figure 4 are assessments made by Boys & Girls Club staff members, police officers, and housing authority executives and residents of drug activity in public housing sites on a 10-point scale. Figure 4 shows that drug activity is higher in control sites, sites without Boys & Girls Clubs, than in projects with New Clubs and Old Clubs. Still, drug activity, similar to the presence of crack cocaine, has increased in all sites. Also similar to Figure 3, scores for New Clubs from pre-test to post-test were dramatically lower (6.75 to 5.8) but rose again slightly by follow-up. Scores for Old Clubs were slightly lower than controls and New Club sites at pre-test (6.25), but higher at post-test (6.75) and higher still at follow-up (6.8). Control sites were almost identical to New Club sites at pre-test (6.6) but by post-test and follow-up, scores had risen to 7.5 and 8.5 respectively.

Figure 5: Parental Involvement in Public Housing. Figure 5 compares parental involvement in the three different sites on a 10-point rating scale. Parental involvement is highest in the Old Club sites (3.6). Parental involvement in the new Club sites increased steadily, from

¹Richardson, J. L., Dwyer, K., McGuigan, K, et. al (1989). use among eighth-grade students who take care of themselves after school. *Pediatrics*, 84:3, 556-565.

²Barth, R. (1988). *Social and cognitive treatment of children and adolescents*. San Francisco: Jossey-Bass.

1.55 at pre-test to 2.67 by follow-up. However, control sites parental involvement stayed low, from 1.5 at pre-test to 1.6 at follow-up. Figure 5 illustrates that Boys & Girls Club staff encourage parents to volunteer for and participate in Club activities. Also, Boys & Girls Club staff work with the schools, motivating parents to respond to student evaluations and conferences. Yet, despite the increase since pre-test for parental involvement in New Club and Old Club sites, Club staff are committed to further increasing the overall low level of parental involvement.

Figure 6: Damaged Units in Public Housing. Figure 6 compares the percentages of damaged units among the three types of sites. By follow-up, the percentage of damaged units was higher in the control sites without Boys & Girls Clubs (9%) than in the sites with New Clubs (6%) and Old Clubs (4%). The lowest rates of damaged units were in sites with Old Clubs.

Juvenile Criminal Activity

Besides the findings categorized by the three types of research conditions within the study's evaluation design, comparable data were obtained on overall crime statistics at initial and final measurements from two cities. These cities are Jacksonville, Florida, and Houston, Texas. Police departments in Jacksonville and Houston alone were able to provide us with sufficiently reliable data on two public housing sites in each city for us to draw conclusive findings about a change in levels of overall juvenile criminal activity within and between sites that had Boys & Girls Clubs within public housing and sites that did not have Clubs within public housing.

Findings from Jacksonville and Houston allow us to confidently state the following conclusion: At final follow-up, the percentage decrease between public housing sites with Boys & Girls Clubs relative to sites without Clubs for criminal activity related to juveniles was 13%. This statistic means that 13% fewer police reports were filed in beats that covered public housing sites with Boys & Girls Clubs compared to beats that covered public housing sites that did not have Boys & Girls Clubs.

If true for other sites covered by the evaluation design, a 13% overall reduction in levels of juvenile crime implies that many fewer youth in public housing sites served by Boys & Girls Clubs were arrested or apprehended by the police for criminal activity, relative to youths in public housing sites not served by Clubs. For example, assuming a base of 4,000 youth in all sites that were part of the study, the numbers of arrests decreased by approximately 100.

This estimate of 100 fewer arrests is derived from reports of an average of 80 juvenile arrests per year, per public housing site, prior to establishment of a Boys & Girls Club and 70 juvenile arrests per year, per site, after establishment of a Club. The difference between 80 and 70 is -12.5% or, by rounding upward, -13%. Thus, with 10 public housing sites in the conditions of the study that had a Boys & Girls Club, the average decrease per site was 10 youth. In sum, besides the statistical significance of findings from this study, the social or substantive significance of 10 fewer arrests of juveniles per public housing site because of a Club's positive influence is impressive.

Specific Reductions in Criminal Activity

Specific comparisons of criminal activity within public housing sites are valid and applicable to all geographic areas and sites in the present evaluation. In line with our other comparisons among the three types of sites—those with an existing Club, those with a new Club, and those without any Club—we analyzed the data for specific areas of criminal activity related to drugs.

The two specific areas of criminal activity related to drugs are the presence of crack in public housing and the extent of drug activity in public housing. Our conclusions about these two areas of criminal activity regarding effects of a Boys & Girls Club are based on the aggregated effects of a Club across both types of comparison sites, and are as follows.

- Levels of the presence of crack did not differ significantly between sites that had a new Club and that did not have a Boys & Girls Club at the time of initial (pre-test) measurement. But, levels of the presence of crack differed significantly ($p < .05$) between sites that had an existing Club, sites that had a new Club and sites that had no Club. These differences were in favor of lower rates of crack presence in sites that had existing Clubs relative to the other two types of sites. The presence of crack was measured through visible crack paraphernalia, police records, and assessments by police, housing authority staff, tenants, Boys & Girls Club staff, and other community figures.
- At the time of final follow-up assessment measurement (24 months after initial pretest measurement), rates of drug activity and crack presence each differed significantly ($p < .01$) in favor of sites that had Boys & Girls Clubs within public housing as compared to sites that did not have Clubs within public housing.
- At final follow-up, drug activity within public housing was 22% lower in sites that were served by a Boys & Girls Club when compared with sites not served by a Boys & Girls Club.
- At final follow-up, the presence of crack within public housing was 25% lower in sites served by a Boys & Girls Club when compared with sites that were not served by a Boys & Girls Club. Due to different levels of crack presence at pre-test between sites with existing Clubs and those either with new Clubs or with no Clubs, this finding indicates that crack use remained low in public housing sites served by existing Clubs and that crack use was reduced in public housing sites served by new Boys & Girls Clubs.

School Data

During the later phases of the study, school data were analyzed to assess the impact of Boys & Girls Clubs on members' school performance. The data collection team visited elementary, middle, and junior high schools that enroll youth who reside in publicly subsidized housing. Through interviews with school officials and reviews of school records, estimates were available on selected parameters of school performance for youth in public housing sites with and without Clubs. Beyond the presence or absence of a Boys & Girls Club, sites in the comparison were similar. That similarity included numbers of youth residents, sociodemographic characteristics, and family composition and background features.

The following types of information were collected from schools serving the indexed sites: truancy, academic failure, behavioral problems, and repeated grades. Truancy defines the extent to which youth missed school on a regular school day. Academic failure shows the rate of youth who received failing grades in required classes or course areas. Behavior problems cover such nonacademic areas as acting out, fighting, stealing, alcohol and other drug use, and school rule violations. Repeated grades represent the percentage of youth who were held back grades and who were required to retake the same grade level.

Because of the small sample of districts and public housing facilities for which school statistics were available, the findings are necessarily tentative. Moreover, school data are vulnerable to biases inherent in self-reports and faulty record systems. Finally, the evaluation did not allow perfect matches among public housing residents, Boys & Girls Club members, and enrolled school students.

Although the school data are too preliminary to appear in the body of this report, they are suggestive of the potential impact of Boys & Girls Clubs on school performance. Evidence for the positive environmental effects of Boys & Girls Clubs is suggested by lower percentages of school academic failure, repeated grades and behavior problems in schools serving public housing sites that have Clubs, relative to schools that serve public housing sites without Clubs.

Perhaps the Boys & Girls Club staff commitment to monitoring their members' attendance and grades contributed to the differences in these preliminary reports of school performance. Nearly all Club unit directors in the study made efforts to meet the teachers of their members. Further study is warranted to assess the impact of Boys & Girls Clubs on members' school performance.

Conclusions

Based on analyses of data collected from public housing sites that have newly established Boys & Girls Clubs, existing Boys & Girls Clubs or no Clubs, several conclusions from the longitudinal study are empirically warranted. Foremost among those conclusions is that Boys & Girls Clubs exert a positive and palpable influence on the human and physical environment of the indexed public housing sites.

For youth who live in public housing and have access to a Boys & Girls Club, that influence is manifest in their involvement in healthy and constructive educational, social, and recreational activities. Also relative to their counterparts without access to a Club, these youth are less involved in unhealthy, deviant, and dangerous activities.

Data from the evaluation show that adult residents of these neighborhoods are also beneficially affected by Boys & Girls Clubs. Compared with parents in public housing sites that do not have Club programs and facilities, adult family members in communities with Boys & Girls Clubs are more involved in youth-oriented activities and school programs.

For adults and youth alike, Boys & Girls Clubs appear to be associated with an overall reduction in alcohol and other drug use, drug trafficking, and other drug-related criminal activity. The presence of crack cocaine is lowest in public housing sites with Boys & Girls Clubs with SMART Moves prevention programs. The ratings of drug dealing activity are

also the lowest in those sites served by Boys & Girls Clubs with the SMART Moves prevention program.

Organized sports, a key element of Boys & Girls Clubs, prevail in neighborhoods that contain Clubs. Such supports for youth in communities without Boys & Girls Clubs are relatively rare. When a facility does exist for youth in communities without Boys & Girls Clubs, it is usually not staffed by professionals or other trained personnel. These unregulated facilities are susceptible to drug dealing and other illicit activities. In contrast, the Boys & Girls Club staff are committed to enriching their Club members' physical, emotional, social, educational, vocational and recreational well-being. Most significantly, participation in organized sports and other extracurricular activities has been linked to decreased use of alcohol and other drugs.³

Quantitative and qualitative evaluation results to date show that public housing sites with Boys & Girls Clubs, with and without SMART Moves, have a lower degree of evident drug activity and alcohol and other drug use than sites without Clubs. Boys & Girls Club programs thus appear to improve the physical quality of life in public housing. This seems to have boosted the morale of authority figures in the community.

Through interviews, members of the evaluation team discovered that the presence of Boys & Girls Clubs in public housing encourages residents to organize and improve their community. The Clubs stimulate communication between public housing residents, the police, housing authority managing personnel and other community groups. The increase in communication seems to have enriched the social quality of life in public housing. This informal interaction and communication is perhaps the most important effect of the Boys & Girls Clubs and it is also the most difficult to measure.

On a qualitative and intuitive level the researchers find dramatic differences between public housing sites with Boys & Girls Clubs and those without Clubs. These indicators of the potential of Boys & Girls Clubs merit further funding and further research.

Social support services are critical for youth in public housing. Yet comprehensive and sensitive services for young people in public housing are practically nonexistent. These public housing communities are the ones which most urgently need the kind of attention, community organization, and carefully designed intervention programs that Boys & Girls Clubs offer.

Although the long term impact of Boys & Girls Clubs in public housing is yet to be seen, our evaluation reveals a Club's positive influence. Public and private agencies which provide and/or support prevention efforts urgently need the kind of cost-effective strategy that Clubs provide in order to prevent alcohol and other drug use and maladaptive behaviors before they become too costly to treat.

³Richardson et al., *ibid.*

Evaluation Team

The evaluation team for the demonstration study represented a joint product of Boys & Girls Clubs of America and scientific investigators affiliated with two research organizations. Affiliated with the American Health Foundation of New York and Columbia University, the evaluation team is comprised of Mario Orlandi and Steven Schinke. The outside evaluators have a long history of work together on community based intervention programs aimed at abuse prevention among youth.

Steven Schinke, Ph.D., received his doctoral degree in social welfare from the University of Wisconsin at Madison in 1975. He joined the faculty at Columbia University in 1986 and is currently a Professor in the School of Social Work. His research interests center on prevention training, with a special focus on abuse and minority culture adolescents.

Mario Orlandi, M.P.H., Ph.D., was trained in neurobiology, psychology, and public health at Duke University and at Harvard University. Orlandi is Chief of the Division of Health Promotion Research at the American Health Foundation and is a Senior Research Associate at Columbia University School of Social Work. Orlandi also holds appointments at the Bowman-Gray School of Medicine in Chapel Hill, North Carolina, and at the World Health Organization in Geneva, Switzerland. Orlandi has scientific expertise in skills development intervention research with youth at risk for health behavior problems.

Schinke and Orlandi were assisted in the evaluation by Kristin Cole. Cole has a B.S. from Northwestern University and expects to receive the M.S.W. from Columbia University School of Social Work in 1992. Over the past three years, Cole has worked closely with Schinke and Orlandi on evaluation phases of community based intervention studies aimed at the prevention of alcohol and other drug use among children and youth.

FIGURE 1: Organized Sports in Public Housing (10-point rating scale)

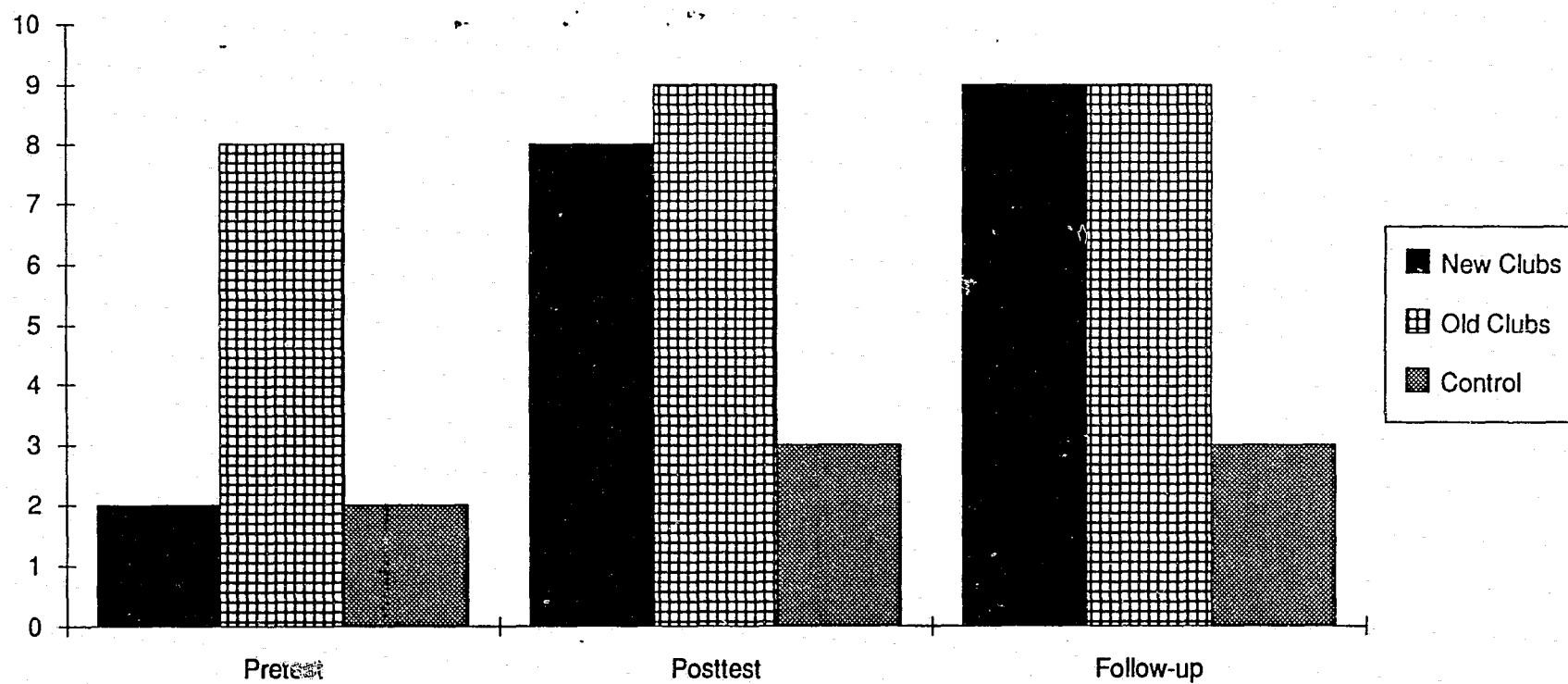


FIGURE 2: Recreational Facilities staffed by Professionals in Public Housing (criterion scale)

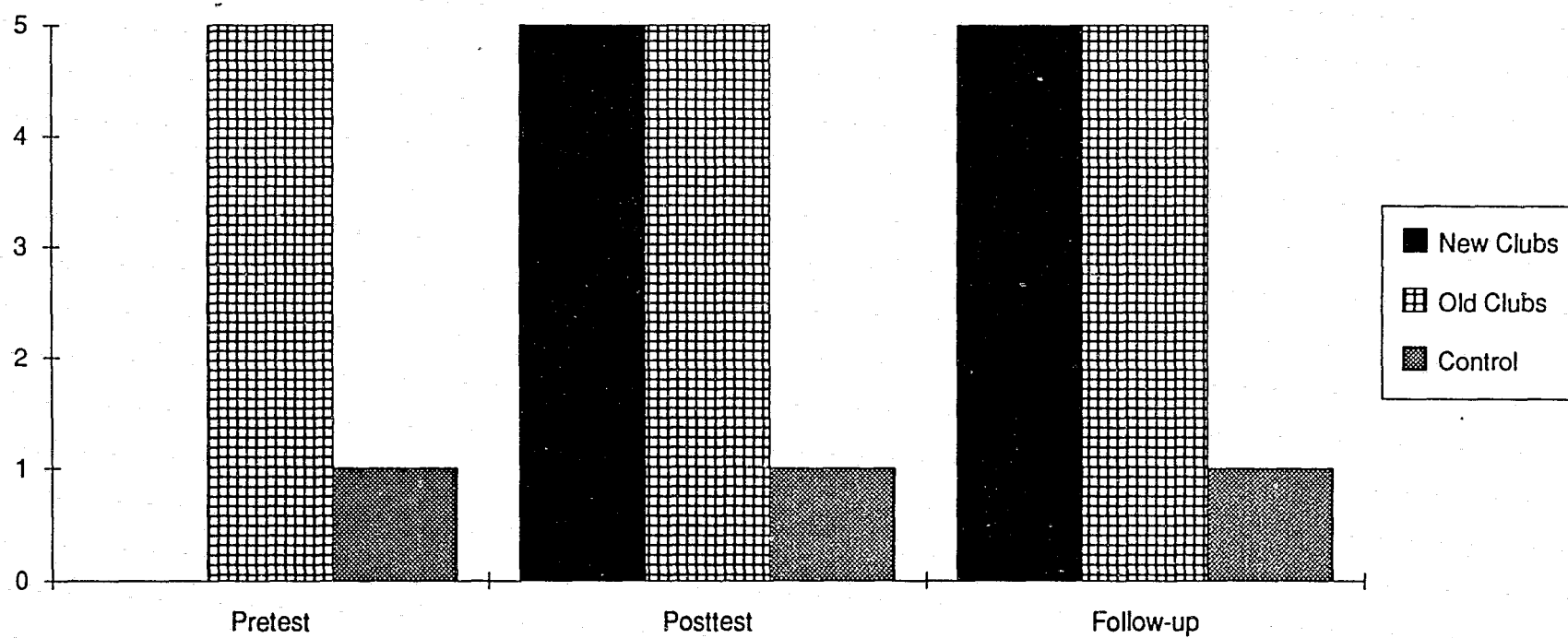


FIGURE 3: Crack Presence in Public Housing (10-point rating scale)

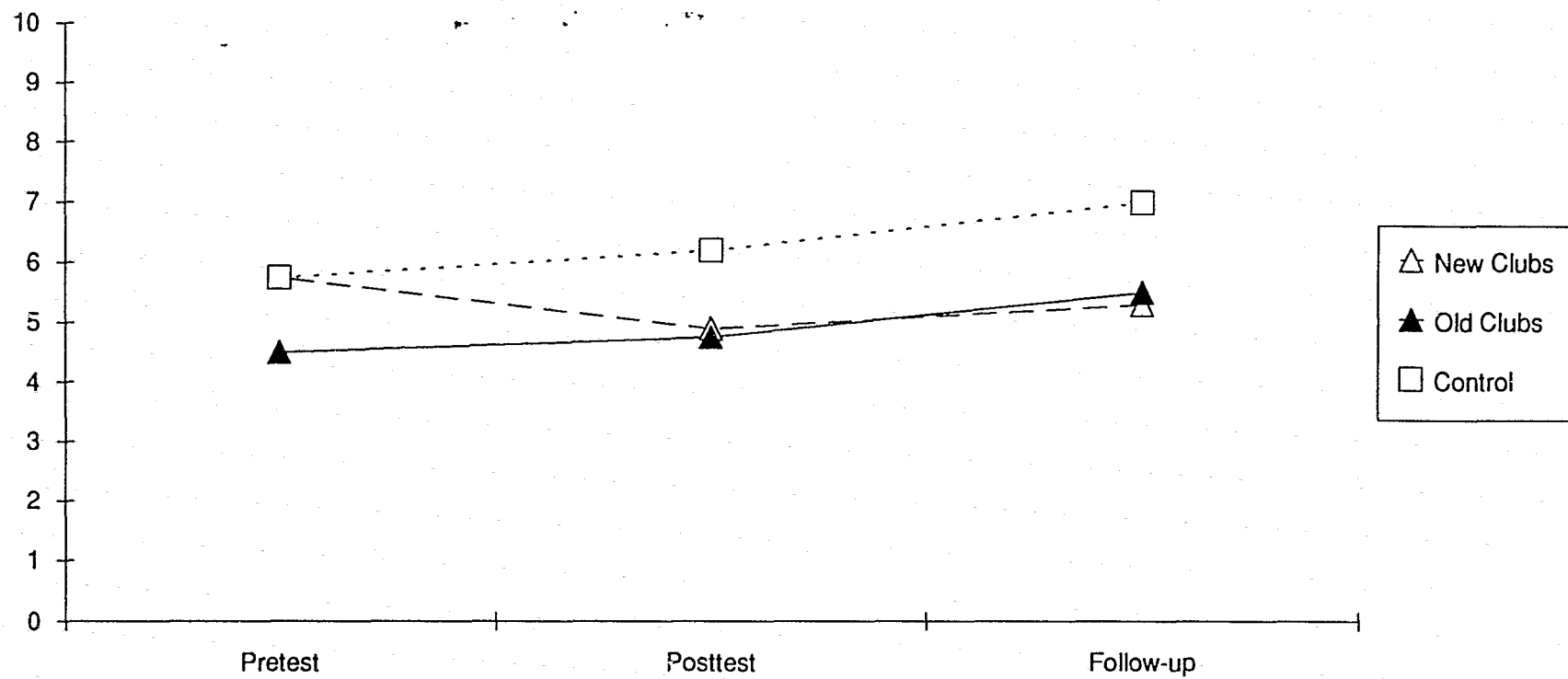


FIGURE 4: Drug Activity in Public Housing (10-point rating scale)

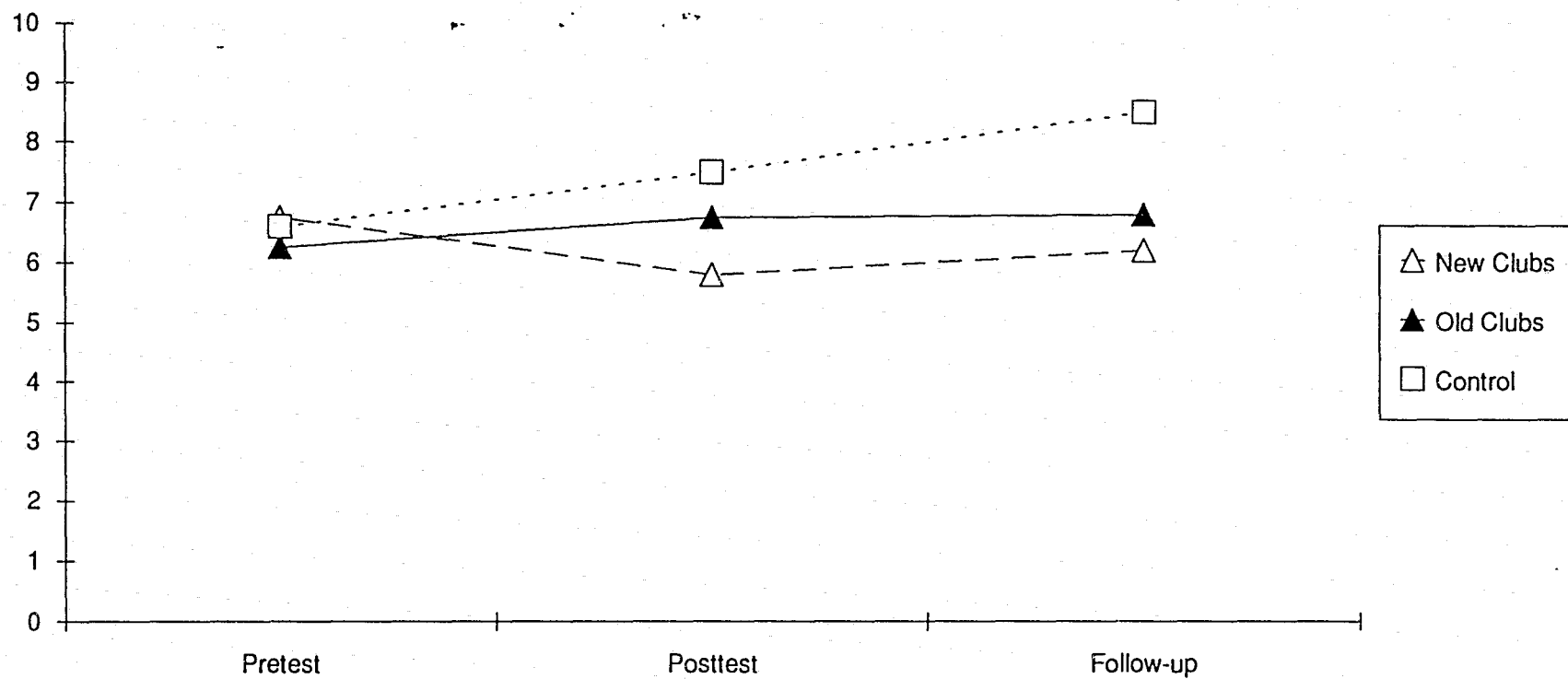


FIGURE 5: Parental Involvement in Public Housing (5-point rating scale)

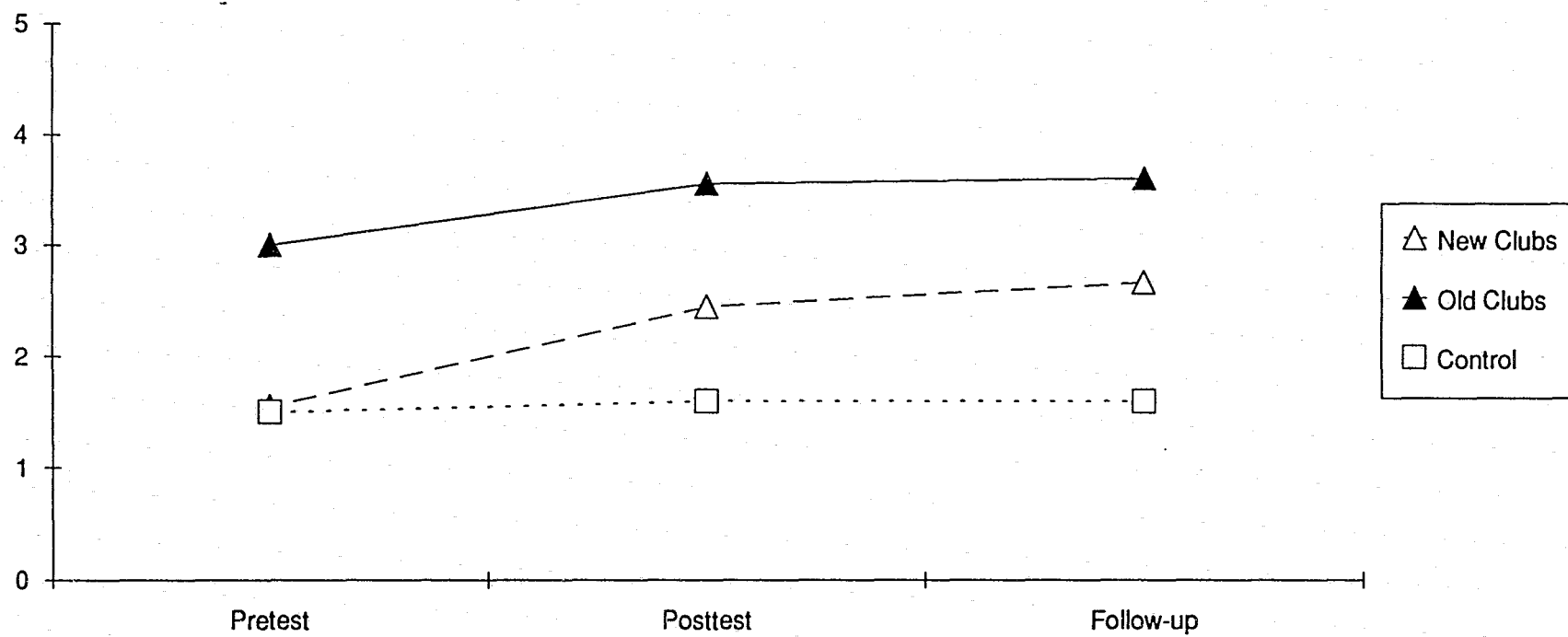
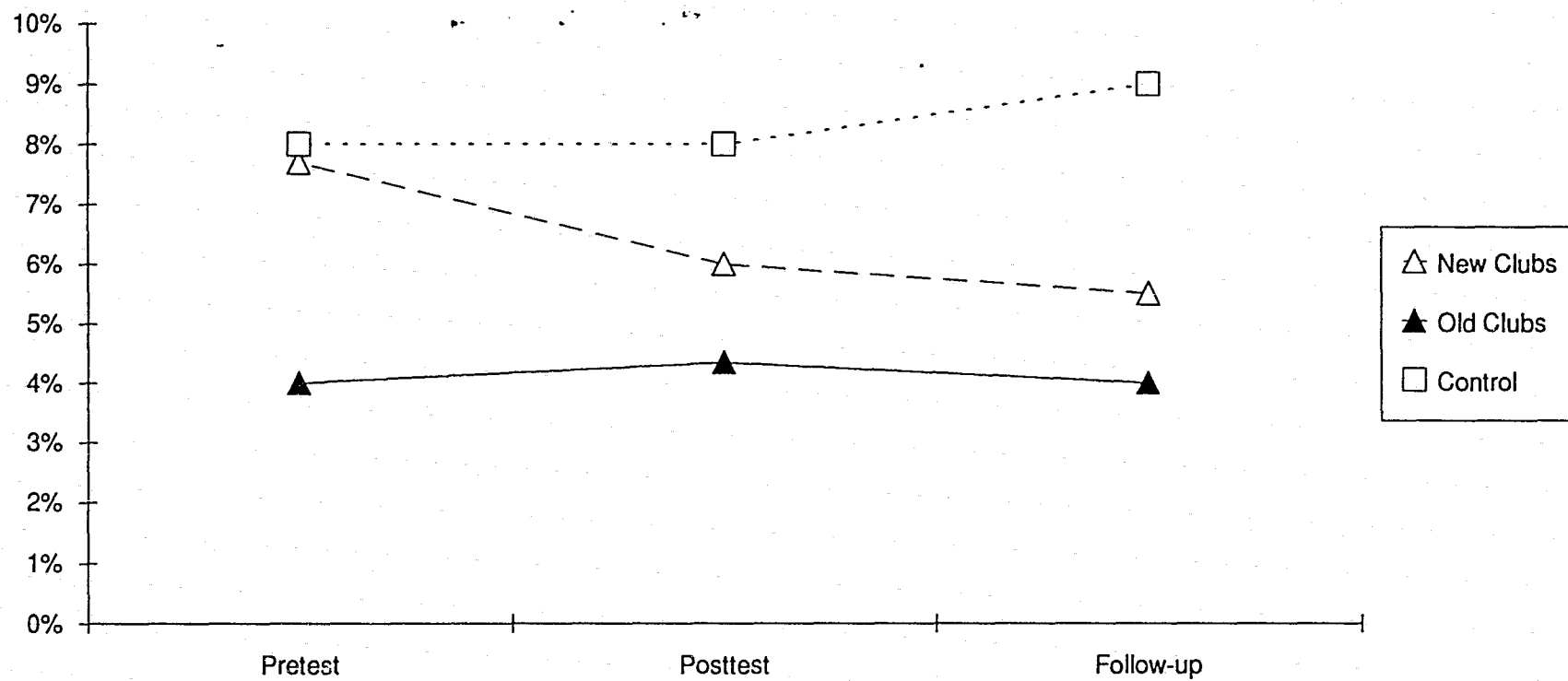


FIGURE 6: Damaged Units in Public Housing (percentages)



APPENDIX B

**STATISTICAL DATA ON CLUBS
ESTABLISHED IN PUBLIC HOUSING**

Figure #1

TOTAL NUMBER SERVED

BOYS & GIRLS CLUB	YOUTH	ADULT
Saxon Homes	345	12
Danville	481	49
Martha O'Bryan	350	7
Franklin Field	300	50
Tulane Court	175	0
Alice Griffith	249	81
TOTAL	1,900	199
AVERAGE	317	33

Figure #2

TOTAL YOUTH SERVED BY RACE/ETHNICITY

BOYS & GIRLS CLUB	%ASIAN	%BLACK	%CAUCASIAN	%HISPANIC	%OTHER
Saxon Homes	0	99	0	0	1
Danville	1	96	3	0	0
Martha O'Bryan	0	93	6	1	0
Franklin Field	1	80	1	18	0
Tulane Court	0	100	0	0	0
Alice Griffith	2	97	0	0	1
AVERAGE	0.6	94	1.6	3	0.3

Figure #3

TOTAL YOUTH SERVED BY AGE

% BY AGE

	% 6	% 7	% 8	% 9	% 10	% 11	% 12	% 13	% 14	% 15	% 16	% 17	% 18+
BOYS & GIRLS CLUB													
Saxon Homes	4	5	15	8	15	12	9	10	11	8	1	1	1
Danville	0	4	4	5	8	10	11	13	15	6	6	9	9
Martha O'Bryan	8	11	6	8	10	6	8	7	10	10	7	5	3
Franklin Field	5	5	5	5	5	7	10	13	10	10	10	5	10
Tulane Court	7	7	7	11	8	9	10	21	5	11	4	6	0
Alice Griffith	6	7	8	7	11	16	17	7	6	5	4	3	4
AVERAGE	5	6.5	7.5	7.3	9.5	10	11	12	9.5	8.3	5.3	4.9	4.5

Figure #4

TOTAL YOUTH SERVED BY GENDER

BOYS & GIRLS CLUB	MALE	FEMALE
Saxon Homes	80	20
Danville	70	30
Martha O'Bryan	75	25
Franklin Field	65	35
Tulane Court	60	40
Alice Griffith	53	47
AVERAGE	67	33

Figure #5

AVERAGE NUMBER OF PARTICIPATION HOURS PER WEEK

BOYS & GIRLS CLUBS	HOURS PER WEEK
Saxon Homes	20
Danville	15
Martha O'Bryan	15
Franklin Field	25
Tulane Court	33
Alice Griffith	2
AVERAGE	18

Figure #6

TARGETED OUTREACH

BOYS & GIRLS CLUB	NUMBER OF YOUTH RECRUITED
Saxon Homes	23
Danville	22
Martha O'Bryan	9
Franklin Field	25
Tulane Court	5
Alice Griffith	40
TOTAL	124

Figure #7

FUNDING

	United Way	Local Gov't	HUD	Founda- tions	Corpor- ation	Special Events	Other	Total
Saxon Homes	\$ 32,500	0	0	0	0	0	0	\$ 32,500
Danville	76,000	10,000	25,000	25,000	0	39,000	3,400	178,400
Martha O'Bryan	0	37,000	0	0	0	25,000	19,000	8,000
Franklin Field	0	0	0	20,000	20,000	0	10,000	50,000
Tulane Court	34,610	7,500	0	0	0	0	1,500	43,610
Alice Griffith*	—	—	—	—	—	—	—	—
TOTAL	<u>\$143,110</u>	<u>\$54,500</u>	<u>\$25,000</u>	<u>\$45,000</u>	<u>\$20,000</u>	<u>\$64,000</u>	<u>\$33,900</u>	<u>\$385,510</u>