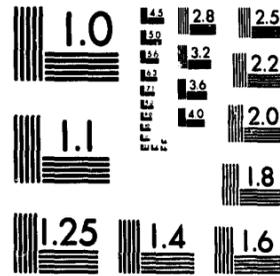


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TRAINING FOR  
YOUTH PARTICIPATION IN PROGRAM DEVELOPMENT PROJECT

Final Report  
April, 1979

Social Action Research Center  
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San Rafael, CA 94903

Prepared under Grant #78-JN-AX-0013 from the  
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SOME HIGHLIGHTS OF THE TRAINING FOR YOUTH PARTICIPATION IN  
PROGRAM DEVELOPMENT PROJECT.

It is extremely difficult to influence policy decision making through programs of relatively short duration. This is particularly true for efforts with a national focus. The Training for Youth Participation in Program Development Project produced some remarkable results that give evidence of an impact both on policy making and on the efforts to provide a national focus that could grow into a forceful movement for increased youth participation on the local, state, and federal level.

The project has been an exciting experience for many individuals who took part in it, adults as well as youth, regardless of their roles in life at this point in time. Most of the Task Forces formed and brought to Coolfont for the Conference are still pursuing their goals and objectives, and, although some of them will need added outside support; they all made one point clear: the thesis of valuing youth and bringing youth into the mainstream of society as full participants seems valid and has received strong support from the communities so far involved. The project has shown also that the training of policy makers within the framework of valuing youth has had a significant influence on their decision making and has encouraged them to provide true youth participation and involvement opportunities.

While the main portion of this report gives a more detailed account of the project accomplishments, this section is intended to present some of the highlights that have made the project so exciting

and special. They are presented as examples of the many significant occurrences both during and as a result of the project. There is no intention to rank these examples according to a scale of importance, since each has its own private significance and since small expressions of the right kind of philosophy often have far reaching consequences. This subtle impact, containing the seed of powerful happenings in the future development of these ideas beyond the project itself, is perhaps the project's most significant accomplishment. As a result of the project, much is going on and growing steadily in quite a few places, while other new actions are spin-offs from the youth participation effort and its underlying philosophy and theory.

#### MODELS OF YOUTH PARTICIPATION

An analysis of the fourteen Action Plans submitted by the Task Forces shows three types of models which have specific characteristics and can be used as prototypes to be modified and applied by other communities wishing to develop better youth participation programs. These models are briefly presented here and illustrated with practical examples chosen from the fourteen Action Plans.

##### 1. The Peer Model

Three Action Plans contain particularly innovative youth participation features that could be developed in any community. Such programs can be carried out with no extra funding or with very few extra resources. They can be developed and made operational in one high school or junior high school or in several schools if desired. Students take the principal responsibility for the activities

and earn either academic credit or pay for the work performed.

##### a) The Tucson, Arizona Project

A recent study by the Junior League showed that students wanted more say in the running of their schools. Two Tucson high schools initiated a program, designed at Coolfont, which uses high school students in identifying strategies that will lead to more student input into school administration. Working with a teacher-advisor, they have developed a plan that will be presented to the school board as soon as some salary issues pending at the present time are resolved by the board.

##### b) The Sterling, Colorado Project

Soon after its return from Coolfont, the Sterling Task Force initiated a program that is based primarily on student participation. One student-based project attempts to utilize high school and junior high school students in the prevention of vandalism. Students were trained to present (working in pairs) some of the vandalism issues to elementary school students. They are adding a color slide presentation to their program as a result of the evaluation and review of the initial program efforts.

##### c) The St. Paul, Minnesota Project

Two innovative student-based activities were initiated in St. Paul. The first program focuses on the legislature and in particular on the activities of lobbyists. The goal of the program is to inform students about private and citizens' groups that influence law making. Students are expected to become better informed and to more readily participate as citizens in presenting their case to governing bodies. Students observe lobbyists, research proposed

legislation in which they are interested, and learn how to lobby effectively. Some students may receive pay for doing research projects outside of school or program hours. Academic credit is offered for this activity.

The other program is a mini-grant program that functions like a real grant program. Students apply for small amounts of funds needed to carry on small research projects.

## 2. The Work Model

The Fresno Task Force made a successful attempt to use existing funds under the CETA program in a very imaginative way by creating new and potentially meaningful jobs. Their effort within agencies serving youth is only the beginning since, as in most communities, many opportunities exist to be inventive and creative in developing work for youth. Such reorientation and refocusing is one of the major goals of the present project, as new funds are not required. Instead, existing funds can be redirected under the new approach stressing the assets and worth of youth. Some of the jobs created and filled by the Task Force are: 1. United Nations Student Information Aide, with the Fresno County Schools; 2. Delinquency Prevention Assistant, with the Fresno Probation Department; 3. Crime Prevention Youth Aide, with the Fresno Police Department; 4. Mid-Year Youth Conference Assistant Coordinator, with the Fresno County Schools; 5. Southeast Project Assistant; 6. Youth Aide; 7. Legislative Review Team Assistant; 8. Project Assistant, Task Force on Juvenile Alcoholism and Toxic Substance Abuse, all four positions being with the Inter-Agency Office; 9. Youth Planner Aide, with the Fresno Employment and Training Commission.

The significance of this model lies in the imaginative interpretation of the CETA guidelines. It creates for youth work which is both a needed service to the community and a meaningful learning experience for the youths involved and which can lead to personal growth and in some cases to a professional career. This model can be applied, often with no additional cost, by most communities to either the CETA programs or any other employment opportunities in the community.

## 3. The Urban Model

The Detroit Task Force demonstrated how youth participation can be built into a comprehensive long-range urban master plan. Great efforts have been made over the past years to rebuild large parts of the city. Recently the city administration focused on youth development. The announcement of the forming of the youth participation Task Forces and the Coolfont Conference came at a time when preparations were underway to plan for activities under the auspices of the United Nations International Year of the Child.

The Detroit Task Force came to the Coolfont Conference well prepared. They feel that the opportunity to work without interruption on an Action Plan as a team was unique and was the key to their success in finalizing a master plan that should guide the city's efforts in the youth field over the next five years. The main features of their plan, in which youth themselves have key roles, are as follows:

Commission on Youth. A commission on youth with 24 members was appointed by the Mayor. The Commission is co-chaired by the Mayor, the President of Wayne University, and the Superintendent of the

Detroit Public Schools.

Commission Task Forces. Commission members were organized to lead eight Task Forces addressing issues in the areas of education, health, child care, culture and media, juvenile justice, work, family and parenting, and recreation. After needs assessments were made, the Task Forces began to develop their plans of action to improve services to youth in all areas and develop new policies and programs promoting youth participation.

Major Elements of the Urban Model

The successful functioning of this urban model rests on several elements which must be present for success. Some of the major elements are:

1. Strong, clear and ongoing commitment from the top executive (in the case of Detroit, the Mayor). This includes the assignment of a top administrative aide who speaks directly for the executive and who is willing to take major responsibilities for the programs and to try to solve problems as soon as they occur.
2. Appointment of effective community leaders to the commission empowered to plan, guide, and oversee activities.
3. Forming of Task Forces specializing in one particular area and linked closely to the commission.
4. Direct youth participation in all activities.
5. Insistence on developing clearly written Action Plans.

This may necessitate allowing planning teams to use retreat facilities to find the needed time to work together without interruption.

This urban model can be adapted by any city. The success of

such a program depends largely on the use of good judgment in making appointments to the various commissions, task forces, and other working groups.

DIRECT YOUTH CONTRIBUTIONS TO THE PROJECT

Youth have made significant direct contributions to the project. The SARC Youth Action Team has been involved in all major planning activities. The members played an important role in selecting, developing, and assembling resources materials for the Conference. Their newsletter, "New Dimensions", has been a valuable tool for dissemination of material and for network building. They made a significant contribution to the training of the Task Force facilitators and to the activities at the Coolfont Conference, where they took active roles as youth participants. Specific products developed by youth in addition to "New Dimensions" include "Interviews and Questionnaire Design", by Linda Rosenberg, and "GrantYOUTHship: Youth Writing Proposals", by Craig Sundlee.

THE VALUE OF YOUTH

Using its own independent resources, the Social Action Research Center developed and published a book, THE VALUE OF YOUTH, which presents the philosophy and theory underlying the youth participation models. The book received a great deal of attention. Distribution of the book is continuing and the demand from schools and other community agencies seems to be increasing. The Coolfont Conference participants were given copies of the book before the Conference to familiarize themselves with the underlying theory

based on valuing youth. Some of the highlights of the use of the book are:

Lectures by Arthur Pearl, senior editor of THE VALUE OF YOUTH.

Arthur Pearl gave several lectures in California on THE VALUE OF YOUTH and recently completed a one-month tour lecturing at Australian universities on education and work, at the invitation of the Department of Education. The book was the primary resource for these presentations.

Talks by Ernst Wenk, co-editor of THE VALUE OF YOUTH.

Ernst Wenk gave several talks under the title, THE VALUE OF YOUTH: a talk in Indianapolis to the National Symposium on Criminal Justice (September, 1978); a training session at the Sam Houston University in Huntsville, Texas, to new juvenile probation officers (February, 1979); and talks in Los Angeles, San Francisco, Fresno, and Phoenix to participants of Regional Conferences on Desegregation/Integration of Schools, sponsored by the Far West Laboratories for Educational Research and Development (March, 1979). Other talks are scheduled for Chicago (to the Chicago Community Trust and the Governors State University, May 1979).

Request for appearance on nationally syndicated television.

A request was received from the Warner Communications Company to have Ernst Wenk appear on a T.V. talk show, "AMERICA GOES BANANAZ", to discuss the "VALUE OF YOUTH" approach. According to Warner, "BANANAZ" is a kaleidoscope of happenings molded to the needs and desires of America's young adults and is produced in a

format similar to that of the "Phil Donahue Show".

Book given to all participants of the 1979 National Conference on Juvenile Justice.

The National Council of Juvenile Judges purchased and distributed to all participants of the 1979 National Conference on Juvenile Justice, held in February in San Diego, California, and in March in Miami Beach, Florida, copies of the book, THE VALUE OF YOUTH.

Exclusive Report in the JUVENILE JUSTICE DIGEST.

The February 9th issue of the JUVENILE JUSTICE DIGEST carried an exclusive report on THE VALUE OF YOUTH book and the Coolfont Conference.

Paper to appear in the Bulletin of the National Association of Secondary School Principals.

Plans are being finalized to have a detailed paper appear in the BULLETIN published by NAASP describing the Action Plans of the various Task Forces which met at Coolfont and including a progress statement for each project.

Copy of the book THE VALUE OF YOUTH given to Rosalynn Carter by the Mayor of Davis, California.

On March 22, 1979, during an official visit by the First Lady to Davis, Mayor Thomas Tomasi gave her an inscribed copy of THE VALUE OF YOUTH. Mrs. Carter sent her thanks for the book in a

letter dated April 3, 1979 to Ernst Wenk.

SMALL BUT SIGNIFICANT OCCURRENCES RESULTING FROM THE COOLFONT CONFERENCE.

Often small but important occurrences are overlooked. Several such events were observed during and after the project. Examples include the following:

Immediately after his return from Coolfont, a member of the Arizona State Task Force designated two slots on a 20-member committee to youth members. He also changed the membership appointment policy for another commission to include youth participation.

Task Force members for Fresno insisted on developing new and more creative job opportunities for youth to serve the community under the CETA program.

In St. Paul, Minnesota, the Superintendent of Public Schools, who was not a member of the St. Paul Task Force, was so impressed by the youth involvement efforts proposed and carried out by the Task Force that he volunteered to write a chapter about these efforts in a forthcoming book. This book will present the work of the Task Forces as well as similar programs in progress around the country and will include a section to guide other communities which would like to develop more youth participation projects.

These kinds of activities could be duplicated immediately by other communities and agencies without any additional costs.

BACKGROUND

Youth Participation as an Approach to Delinquency Prevention

Most young people are shut off from participation in all but trivial activities. Their primary role, legally enforced, is as passive recipients of an education that seems to bear little relation to the adult world. Once past school years, they find increasingly limited opportunities to enter this world as a member of the work force. They perceive much of the work that is available to be dead-end, to be without intrinsic interest, and to offer little opportunity for personal satisfaction and growth.

Most youth, as most adults, make do with an imperfect world and make the transition to what the adult world has to offer without being noticeably troublesome. Opportunities to enter pro-social roles are available to them and support from family, school, and community allows them to do so.

But for an increasing number of youth, such opportunities and support are minimal or denied. This is most likely to be the case with the poor, with minorities, those with learning disabilities, and those labelled delinquent, dumb, or troublemakers. For many of these youth, delinquent role models offer a more immediately attractive opportunity to achieve status, recognition, and a sense of belonging. Other groups of youth--and their number is growing too--have opportunities open to them and choose to turn their backs on them. Here, too, there are alternative role models--alternative life styles--available. Some of these are socially productive, and the youth who choose or create such

opportunities may be in the vanguard of socially needed change; but some are both personally and socially destructive (e.g., the drug culture).

The social costs of lack of meaningful opportunity are high. They are reflected most obviously in the costs of crime and in the costs of maintaining justice, welfare, and mental health systems. The less obvious costs lie in the loss to society of the energy and talents of an important part of the population.

The usual answer to problem youth is to do something to the young person so that he or she will no longer be a problem. At one extreme is direct treatment--the youth is counseled or educated; at the other, law enforcement--the youth is punished or removed from society. These are similar approaches, for underlying each is the assumption that the intervention will change the individual youth in such a way that his/her behavior will be socially acceptable, if not socially productive. There are youth who through such interventions are able to make use of existing opportunities, but these approaches do nothing to create opportunities where none exists or to change the social institutions that deny opportunities to many citizens.

There are a growing number of programs based on the premise that the creation of opportunities for youth to participate in meaningful activities is the primary issue in dealing with problem youth and that changing individual youth through treatment or education is a secondary activity, to be offered only as necessary to help youth make use of the newly created opportunities. Thus there are programs that allow youth to plan their own education

and write individualized learning contracts to achieve educational goals, that introduce youth to the world of work through apprentice-type positions, that offer opportunities for giving needed community service. The growth of these programs parallels the growth of demands on the part of youth to be given a voice in determining what happens to them in their schools and in other areas of their lives and to refuse to play by adult-imposed rules when they are not. One advantage of youth participation programs is that they can be combined with either treatment or law enforcement approaches as well as introduced separately from these.

#### Why Aren't There More Youth Participation Programs?

Ever since the President's Commission reports, there has been a great deal of rhetoric at the federal level about the value of youth participation. Participation programs, however, exist primarily at local school and community levels. At their best, they offer youth some experience in decision-making, contribute to feelings of purpose and belonging at a critical time in youth development, and lead to the acquisition of general work skills. But the opportunities they offer are usually temporary and provide little link to specific adult careers -- that is, they do not address the extremely difficult problem of how to create more jobs in a society geared for material production that needs decreasing numbers of workers to produce material goods.

Effective youth participation programs would offer links both to education and to the world of work. They would provide youth with the knowledge and skills necessary to contribute to the young

person's career development. As education is presently defined, there is little opportunity for or link with work experience. As work is presently defined, there aren't enough jobs to go around. The development of effective youth participation programs requires structural and policy changes in both education and employment and the building of linkages across these two functions.

There are a number of kinds of work--needed work--in this society that do not at present exist in extended form but that could become the basis for careers. One such kind of work is program development. There is need in all the human service fields for staff competence in the systematic planning, implementing, and evaluating of new approaches to the delivery of services. This is true in education, in physical and mental health treatment and prevention efforts, in delinquency prevention, and in the administration of justice. Of these fields, that of education offers a particularly appropriate area for the development of youth participation opportunities. There is widespread concern about the failure of schools to handle both the education and socialization of youth and virtually all youth are or have been clients of the educational system.

A program that offered opportunities for youth participation in program development in education would allow youth to work on problems of bringing about systematic change in the very institutions of which they complain (and to whose problems they contribute) and it would pay them for doing so. It would also require that they develop the skills and knowledge that would allow them to participate responsibly. It would provide feedback on the results

of their efforts. It would offer them opportunity for cooperative interaction with peers and with a variety of adults in school and community. It would provide status, recognition, and a sense of belonging. If our hypothesis is right, it would also serve to decrease delinquent behavior.

#### Would it Work?

There is concern for change in education. A recent National Institute of Education task force report on the state of the schools argues that looking to outside experts to recommend new programs doesn't work and strongly recommends building the competent participation of students, staff, and community members in addressing the problems of the schools.<sup>1</sup> The State of California has proposed legislation to build local competence in program development through its secondary school system.<sup>2</sup> New Jersey has funded a statewide effort called Citizens Participation in School Renewal. New York has a state Redesign Project. Florida, Missouri, and Oregon are all reported to have state secondary education programs concerned with local school change and development.<sup>3</sup>

There are many reasons for efforts to bring about change in the schools but one of the most pressing is the growing concern about school crime. Disruptive behavior, personal assault, vandalism, substance abuse, and the resulting climate of fear for both staff and students are generating demands for change and development efforts. Maryland has a state task force on disruptive youth. For the past several years the Office of Education's Division of Drug Education has been training local teams of school and community

members to develop programs to deal with substance abuse in their schools and this year, with LEAA funding, is training similar teams to deal with the problems of school crime.

There is concern for change in employment. Unemployment of youth and particularly unemployment of poor and ghetto youth is a national disgrace and a disaster on both a personal and social level. For younger persons, the perceived lack of future opportunities for responsible participation in the job market is equally disastrous. Most federally funded youth jobs programs offer only low level positions with no chance of skill development, no link to education, no future, and no social recognition. They do not enlist the interest or commitment of youth and are viewed with a cynicism they often deserve. Work-study programs do not fare much better.

The present administration has made a commitment to youth employment; proposed legislation calls for "innovative experimental" youth employment programs. SB 170, introduced by Senator Humphrey, would provide productive work along with comprehensive job counseling and placement services for youth.

There is concern for change in the juvenile justice system. Justice agencies have long been used as a dumping ground for the problem youth that the school or local community cannot handle. But there is widespread concern in the juvenile justice field about the effectiveness of juvenile justice programs. One expression of this concern is the federal thrust for deinstitutionalization. Deinstitutionalization programs are going to give many of these same youth right back to the schools and communities that ejected

them and, in many cases, with limited supportive services to help them deal with the problems they were helpless to deal with before. There may be reluctance to resume ownership of the problem and there may well be a backlash, from both school and community, from this deinstitutionalization effort. Programs that offer alternatives for problem youth are going to be needed more than ever.

Youth are competent. There is abundant evidence that young people are capable of taking on responsible roles and discharging them responsibly. The National Commission on Resources for Youth has extensive documentation of youth capacity to plan and implement new programs.<sup>4</sup> A number of studies have demonstrated that youth can be as effective in studying and developing solutions to youth problems as in providing services to problem youth.<sup>5,6,7,8</sup>

Participatory experiences need not be limited to mainstream youth. Howard University's Center for Youth and Community Studies took ghetto youth, many of them street delinquents, and trained them to provide effective services to younger youth.<sup>9</sup> The New Careers Development Project in California trained 18 confined serious offenders for program development roles.<sup>10</sup> Their combined achievements in both education (two have doctorate and two have master's degrees) and work have been impressive (two are on university faculties, one is a federal Bureau Chief, another is Deputy Director of a state Youth Division and several others hold policy-level positions in human service agencies).

Funding is available. Funds for youth jobs, for education, and for delinquency prevention efforts are available at state

and local levels and federally through the Department of Labor, Office of Education, Law Enforcement Assistance Administration, National Institutes on Alcoholism and Drug Abuse, and through Title XX of the Social Security Act. The effectiveness of combining funding (and staff expertise) in the development of joint programs has only begun to be explored (as is currently being done with LEAA and OE). It is plausible that existing delinquency prevention, education, substance abuse, and jobs funds could be merged to support the kind of youth participation programs outlined here.

#### What is Needed to Make it Work?

The program described requires planning and the integration of resources presently available over a variety of agencies. This in turn requires the commitment of policy-level persons to work together. Beyond the commitment is the hard question of how it is going to be done. Mary Kohler, commenting on the rapid growth of programs offering participatory experiences for youth, warns:

If popularized, this response could turn Youth Participation into one more of those educational innovations that "did not work" because the programs were set up hastily without adequate planning and did not contain those components which have been found to be essential if they are to meet the young people's needs.<sup>11</sup>

The training proposed here is not concerned with selling youth participation as an approach to delinquency prevention or to youth development in general. What is proposed is training in how the kind of youth participation program outlined here could be developed. The trainees would be policy-level persons in education, employment, and delinquency prevention agencies who are committed to such a youth participation program and are committed further to working

together in its planning, development, and evaluation. The training experience would serve as an opportunity for groups of persons, each group representing decision-makers at a state or large city level, to come together and systematically plan the steps needed to implement and evaluate the program in their own community (state, county or city) with training staff serving as resources. Initial training would be followed by a second training session five months later which would bring the same groups together to share planning and implementation experiences, and to discuss problems and strategies.

Though the need for training in the human service fields is often stressed, we know very little about training effectiveness. Training is not often accompanied by evaluation and trainees are rarely held accountable for what they learn. To ensure accountability, the training program proposed here will:

- obtain the prior commitment of participants to take action following training;
- offer assistance to participants in the development of action plans; and
- provide follow-up resource information to participants to aid in carrying out these plans.

Participants in training programs are often turned on by the training experience, only to find that their efforts to communicate and put into practice what they have learned are frustrated by bureaucratic inertia. To deal with this all-too-frequent problem, we propose recruiting training participants as teams, each team (or task force group) representing a state or local government entity. The task force members will provide support to one another in their efforts to bring about changes in their respective state

or local agencies. If the members begin to work together as a team during training, this will go a long way toward facilitating the needed development of cross-agency cooperation in the development of the youth program.

#### Results or Benefits Expected

The training program will result in 15 separate demonstrations of efforts to merge youth employment, the development of local capacity for program development in the schools, and delinquency prevention efforts. The following kinds of information will be available:

- the action plans developed by each of the 15 task force groups;
- the outcome of efforts to put these plans into effect;
- documentation of the process of implementing the action plans (including problems encountered and strategies used to deal with them);
- resource documents prepared for the task force participants that deal with a variety of issues relevant to both this and other kinds of programming (e.g., cross-agency relationships, funding strategies, approaches to youth participation, strategies for program development).

The action plans undertaken by the 15 task force groups will ultimately involve the development of programs in local schools and thus result in a multiplying of the training effect from the 15 groups to many more. What is learned by these groups in the development of their own action plans can be used to aid local groups in the development of their action plans.

This program can be seen as a pilot demonstration of the use of training in research utilization. The proposed training approach offers not only an opportunity to present research and program

information but a way to build it into state and local programming, that is, to put it to use. This approach is not limited to the youth participation model described here. It could be applied equally well to disseminating and putting into operation the findings of the various LEAA funding initiatives, including the Schools Initiative.

This program will focus national, state and local policy attention on delinquency prevention concerns with youth participation, employment, and school renewal and reform.

## Footnotes

<sup>1</sup>Building capacity for renewal and reform: an initial report on knowledge production and utilization in education. Task Force on Resources Planning and Analysis, Office of Research and Development Resources, National Institute of Education, December 1973.

<sup>2</sup>Based on the recommendations of the Reform in Secondary Education (RISE) Commission. The state is presently funding five demonstration programs.

<sup>3</sup>Mark Tucker of NIE reports that most states have begun some effort to implement changes in the schools along the lines recommended in the NIE report.

<sup>4</sup>Youth participation. Report of the National Commission on Resources for Youth to the Office of Youth Development, Department of Health, Education and Welfare, December 31, 1975.

<sup>5</sup>Survey of youth needs in southwest Portland. Research Report No. 1, Youth Service Center and School of Urban Affairs, Portland State University, Summer, 1976.

<sup>6</sup>Wenk, Ernst A., Peer conducted research: A novel approach to drug education. Paper presented to the First International Congress on Drug Education, Montreux, Switzerland, October 1973.

<sup>7</sup>Wenk, Ernst A., In search of models for delinquency prevention in the schools: A cross-national United Nations survey. Paper presented to the American Educational Research Association, New York, April 1977.

<sup>8</sup>Pearl, Arthur, Youth in low-income settings. In: M. Sharif and C. Sharif (eds.), Problems of Youth. Chicago: Aldine, 1965.

<sup>9</sup>Grant, J. Douglas and Grant, Joan, Contagion as a principal in behavior change. In: H.C. Rickard (ed.), Unique Programs in Behavior Readjustment. Elmsford, N.Y.: Pergamon, 1971.

<sup>10</sup>Kohler, Mary Conway, Citizen concern: key to youth participation. Resources for Youth Newsletter, National Commission on Resources for Youth, vol V, no. 3 (May 1976).

## Need for a Revised Work Statement

As noted in the Combined 1st and 2nd Quarterly Reports, the six-month delay in project funding necessitated a revision in the project Work Statement. Whereas initially the project intended to train Task Forces in program development in anticipation of Youth Employment Act funding, the revised project focused on helping Task Forces to deal with problems in implementation of programs already in or past the planning stages. The project thus aimed at training Task Forces in such implementation strategies as: how to foster inter-agency coordination, how to disseminate youth participation project information, how to assess and utilize existing community resources, and how to go about changing policy to allow for the implementation of youth participation efforts.

## PRE-TRAINING ACTIVITY

### Resource Network

A group of persons experienced in the areas of education, manpower development, and delinquency prevention participated in the recruitment of training participants and the development of resource materials (see roster below). Many of these resource persons served also as consultants in training and curriculum development and were available as resource persons at the Coolfont Conference. A formal "Policy and Curriculum Committee" was not organized as initially envisioned; instead, all resource people were utilized as needed to complete the tasks originally designated for the committee.

In addition, a series of resource documents was prepared for use by the Task Force participants. This Resource Kit (see Appendix A) presented information helpful in the development of Task Force Action Plans (e.g., enabling legislation, innovative uses of funding resources, ways of developing motivation and competence in students, the introduction of cross-disciplinary content through project learning). Where possible, examples of strategies already used successfully were presented, together with references to written materials and the names of persons or agencies that could be called on as resources in the implementation of similar strategies.

Conference participants, for the most part, expressed their gratitude for the assistance of the resource persons at the Conference and most judged the Resource Kit ("the red book") to

be of great value not only for use in their Action Plan development at the Conference, but especially for future use back home in their efforts to modify and implement the Plan.

### Roster of Resource People

Mr. Wesley Apker, Exec. Secy. National Association of State Boards of Education	Mr. Jerry Gold, Program Officer National Manpower Institute
Dr. Ronald Bucknam, Sr. Assoc. National Institute of Education	Richard Graham Youthwork, Inc.
Ms. Regina Carmel National Institute of Education	Mr. Karl Gutenberg National Manpower Institute
Ms. Anne Court, Youth Employment Specialist National Assoc. of State Boards of Education	Mr. Larry Jeans Youthwork, Inc.
Ms. Carolyn Crofts Youthwork, Inc.	Ms. Mary Kohler Natl. Commission on Resources for Youth
Ms. Artis Dawson, Criminal Justice Consultant Criminal Justice Planning Board	Mr. Sy Lesch, Assoc. Dir. National Child Labor Committee
Mr. Myles Doherty Alcohol & Drug Abuse Education Programs, DHEW	Dr. Beryce MacLennan, Sr. Mental Health Advisor, GAO
Mr. Robert Duckles, Consultant Bethesda, Maryland	Mr. Bradie Methany, Director Tricom, Inc.
Ms. Margaret Duckles, Consultant Bethesda, Maryland	Ms. Phyllis Modley Natl. Institute of Juv. Justice and Delinquency Prevention
Dr. Larry Dye, Director Youth Development Bureau, DHEW	Mr. Oliver Moles, Education Research Specialist National Institute of Education
Mr. Bruce Fuller, Admin. Asst. Office of Assemblyman J. Vasconcellos Sacramento, California	Mr. Monte Perez U.S. Office of Education
	Ms. Joan Pizza, Alcohol & Drug Abuse Education Prog. Office of Education, DHEW

Ms. Kathleen Lyons  
Consultant  
Washington, D.C.

Mr. Gordon Raley  
Legislative Associate  
Subcommittee on Economic  
Opportunity

Mr. Roosevelt Ratliff  
Assoc. Dir. for Affiliate Units  
Assoc. for Supervision and  
Curriculum Development

Dr. Raymond Reisler  
Special Assistant to the  
Commissioner  
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Dr. Frank Rey, Jr., Chief  
Vista/Action Education  
Programs Operations Branch

Ms. Leslie Schneider  
Policy Analyst  
Office of Safety and Health Admin.  
Department of Labor

Mr. Joseph Seiler, Chief  
Division of Program Review and Analysis  
Office of Youth Programs  
U.S. Department of Labor

Mr. Robert L. Smith  
Associate Director  
National Institute of Corrections

Mr. John Yuasa, Consultant  
Federal Contract Compliance  
Department of Labor

#### Recruitment of Participants

Fourteen teams, or Task Forces, were recruited to participate in training. Task Forces, consisting of at least five persons, in most cases included representatives of: secondary school administration, a manpower agency, a delinquency prevention agency, and a local secondary school. Except for the local school representative, all were persons at decision-making levels in the state, county, or city government represented by the Task Force. The local school representative was included to ensure that proposed program activity was realistic in terms of actual day-to-day operation.

Task Force members made commitments both to participate in the Conference and to work with their group to plan and implement a program using youth participation strategies for human services in general and for school climate improvement in particular. The state, county, or municipality had to be willing to address a school climate problem through youth participation and to commit student, employment and educational resources as well as delinquency and substance abuse prevention and other youth resources.

Recruiting was done through the resource network, primarily by mail and by telephone. A draft statement of the proposed program model and an outline of the training and of the commitments required from participants were sent to all potential trainees for their review and questions. Every effort was made to get a clear understanding from the participants prior to their selection for training. For a fuller discussion of the recruitment efforts, please refer to the Combined Quarterly Progress Report.

### Selection

Selection of Task Force groups was made by the project staff in consultation with various resource people. Final selection was made on the basis of judged potential for making a significant program impact at the state, county or city level.

After selection, Task Force members received resource materials to prepare them for the Conference. Included with these was the book, The Value of Youth, published by SARC under separate funding.

### Training of and by Facilitators

The Revised Work Statement proposed to utilize five "Trainers" --the Project Director, the Training Director and three others-- to serve as facilitators. However, during the course of the project period it was decided to increase the number of facilitators so that each Task Force might have its own. The role of the facilitators was thus expanded beyond what was originally anticipated. It was determined that facilitators should act as liaison between the project staff and the individual Task Forces, in order to ensure that Task Force members participating in the National Conference would be fully knowledgeable about Conference goals and philosophy before the meeting date.

A Workshop for facilitators was held September 16-17, 1978, at SARC offices in San Rafael, California, in order to clarify expectations for the October Conference and to train the facilitators in ways of assisting their respective Task Force members in completing an Action Plan. The expanded role of the facilitators

included meeting with their Task Forces at a planned site visit prior to the October Conference. At the September Workshop the thirty participants - facilitators and project staff - were instructed to help and encourage Task Force members to collect, prior to the Conference, assessment data pertaining to the needs of their communities. The training of the facilitators addressed the following issues:

- credibility of project and facilitator
- clarification of and consensus on goals and purposes of the Conference
- Conference logistics, agenda, etc.
- expressions of Task Force expectations of the Conference
- developing a format for Action Plan design
- providing feedback to SARC and to the Task Force concerning the various pre- and post-Conference activities, problems, etc.

Other tasks of the facilitators included checking on progress two weeks after the site visit; determining what resources SARC could commit to assist each Task Force; and helping to prepare the Task Forces for the Conference.

The site visit by the facilitators to the Arizona Task Forces was used by project staff as a model to encourage other facilitators to conduct their respective site visits in a similar manner. At the Arizona meeting, held September 22, 1978, the agenda, prepared in advance, covered such important items as: the project's history, the general outline of the October Conference, the Statement of Purpose, discussion of a paper on the Participation, Earning and Learning concepts prepared as preliminary resource material, the significance of policy change to any

efforts to implement youth participation programs, and the Action Plan format.

Through such site visits by facilitators, most Task Forces were prepared to come to the Coolfont Conference with community needs assessment data, a preliminary plan of action, and a willingness to work it out in the peaceful isolation of the Conference site in the hills of West Virginia.

#### COOLFONT CONFERENCE

##### Conference Description

The National Conference on Youth Participation in Program Development took place October 29 - November 2, 1978 at the Coolfont Conference site in Berkeley Springs, West Virginia. Facilitators, project staff, and youth participants arrived on October 28th to prepare. Located in the country, two to three hours' drive from Washington, D.C., this resort site was selected for its isolation and its suitability for such a working conference. Each Task Force was assigned to its own cabin, which in most instances served also as the Task Force's meeting place. The meeting place for the combined Task Forces was in the main building of the resort.

Dr. Bailey Jackson, Chairperson of the Conference, and Doug Grant, Project Director, presented opening addresses to the Task Force members Sunday evening on expectations and plans for the week ahead. Then Task Forces met to react to the presentations and to begin work on their respective Action Plans.

Monday morning, Dr. Arthur Pearl discussed the importance of theory in developing youth policy and programs; his talk was followed by continuing work by Task Forces on Action Plans. Other speakers to the full assembly during the week included Phyllis Modley of OJJDP, Wesley Apker, of the National Association of State Boards of Education, and Bradie Methany, President of Tricom, Inc. Panel presentations by youth participants also were given on several occasions.

Task Forces worked steadily throughout the week on their Action Plans for youth participation. At specified times, Task Force clusters would meet to share Action Plans and to critique and advise one another on both content and process. Resource persons made available to the Task Forces for assistance included such experts as Oliver Moles, of the National Institute of Education, representatives from Youthwork, Inc., and Mary Kohler, of the National Commission on Resources for Youth.

In addition to emphasizing that each Task Force should produce a complete Action Plan by the close of the Conference, project staff stressed the issue of network building, with one complete day of the Agenda devoted to this topic. Doug Grant and Bradie Methany both spoke about the need for a national network of youth participation Task Forces, and cluster Task Forces met to discuss the linking of local plans to a national network.

The major accomplishments of the 1978 National Conference can be seen to fall into these two areas: each Task Force went home with a finalized plan of action and with the commitment of

each member to promote and disseminate information about the Action Plan for his or her community or state. In addition, a national network for sharing and exchanging ideas, support, and resources pertaining to youth involvement in program development was initiated and a commitment to it obtained from all participating Task Force members.

ACTION PLANS

Fresno County, California Task Force

Mr. Lupe de la Cruz  
Deputy Director of Operations  
Fresno Employment & Training Commission

Mr. Don Hogner  
Assistant Chief  
Fresno County Probation Department

Mr. Glen Rathwick  
Associate Superintendent  
Fresno Unified School District

Ms. Nancy Richardson  
Inter-Agency Council Facilitator

Mr. Joe Trejo, Deputy Chief  
Fresno City Police Department

Mr. Lloyd Wamhof  
Consultant  
Fresno County Department of Education

I. BACKGROUND

The proposed Fresno County Inter-Agency Youth Participation Project grew out of a grant award from the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration. The grant recipient was the Social Action Research Center (SARC) of San Rafael, California, to work in the area of "Training for Youth Participation in Program Development."

A major thrust of the SARC proposal was to develop local Action Plans which reflect the belief that youth are valuable resources, contributors, and participants in society, and to propose specific strategies to create widespread support for school projects involving youth participation. SARC also sought to build a network of state, federal, and community youth-participation advocates who might influence legislation and policies regarding youth.

The principal means chosen by SARC to carry out these goals was to bring together task forces from fifteen select cities to a national conference. At the conference, participants were to build support for a national youth policy, create a network for sharing youth participation models, and, most importantly, to write a local action plan to take back to the community.

Task Forces from the following areas attended the conference from October 29 until November 2 at a conference center near Berkeley Springs, West Virginia: Arizona State, Baltimore, Detroit, Houston, Massachusetts State, Montana, Oakland, Sacramento, Sterling,

Colorado, St. Paul, Tucson, Washington, D.C., and Fresno. The Fresno Employment and Training Commission played a leadership role in promoting Fresno's selection to participate. The demonstrated success of the Fresno Inter-Agency Committee made Fresno a logical choice.

At the conference, the Fresno Task Force consisted of Lupe De La Cruz, Fresno Employment and Training Commission; Don Hogner, Probation Department; Glen Rathwick, Fresno Unified School District; Nancy Richardson, Inter-Agency Coordinator; Joe Trejo, Fresno Police Department; and Lloyd Wamhof, Fresno County Schools. In addition, the Fresno team was served by Pat Ramirez, a member of the SARC Youth Team, and by SARC facilitators Bob Avenson and Charles Austin.

As the various task forces began their work at the conference, it became apparent rather quickly that the Fresno group had a significant head start on other groups due to the on-going history of the Fresno Inter-Agency Committee. While other task force members were meeting each other for the first time and were using much time discussing whether Inter-Agency cooperation was feasible or desirable, the Fresno group was already at work on developing an Action Plan.

The proposed Fresno County Inter-Agency Youth Participation Project was produced by the Fresno Task Force at the Berkeley Springs conference. The Fresno delegates are grateful to SARC for providing a lovely and isolated environment in which intensive work could be accomplished on Inter-Agency team building and the proposal plan which follows.

## II. INTRODUCTION

Millions of dollars and countless hours are spent each year addressing the problems of youth. In spite of this interest and hard work, the present problem-oriented approaches are not producing satisfactory results. Statistics consistently belie the impression that agencies' efforts are resulting in solutions to the problems.

The recent passage of Proposition 13 clearly demonstrates the voters' dissatisfaction with the effectiveness of publicly-funded programs. In addition, a growing number of dedicated agency staff members, who have a sincere commitment to the well-being of young people, are becoming increasingly frustrated with the results of their work. They recognize the short-sightedness and futility of treating problems only after they have become severe.

It is within this context that the Inter-Agency Committee seeks to utilize systematic youth participation models which recognize the inherent value of young people, rather than treating them as problems to be remediated. Program planning must focus on developing, with the active involvement of young people, processes which allow opportunities for healthy, responsible growth toward adulthood.

Finally, it is ironic to note that although young people are the sole concern of the Inter-Agency Committee, they are rarely consulted or allowed to become involved in Inter-Agency processes. It becomes a key challenge to the Inter-Agency Committee to recognize this deficiency and correct it.

## III. NEED

Problems identified with young people are continuing to increase despite a variety of approaches being utilized by community agencies. This fact is evidenced by available data regarding:

Increasing number of arrests and seriousness of charges

Increasing school drop-out rate

Increasing school truancy

Increasing substance abuse

Increasing unwanted teenage pregnancy

Increasing unemployment

Increasing number of runaway youngsters

Increasing gang activity

## IV. INTENT

Since current problem-solving approaches have not resulted in enough opportunities for young people to become positive, contributing, participating citizens, it seems logical to take a new, positive approach. This approach moves away from the current mode of treating young people as having problems to be remediated and, instead, looks at them as having inherent positive potential. Through this approach, young people could be systematically utilized in the planning, delivery, and evaluation of Inter-Agency programs.

## V. GOAL

It is the goal of the Inter-Agency Committee to actively involve young people in the cooperative development of plans which will integrate community resources in order to increase the opportunities for

young people to become more satisfied, more productive citizens.

The achievement of this goal should result in the following:

Mutual benefits for youth and the wider community.

Broadening the perspectives and understanding of all participants.

Assisting the community to value all young people as having the potential to be contributing members of the community rather than to view them as problems.

Consciously avoiding the automatic separation of people by ages.

Establishing a transition process for youth to adulthood.

Using existing resources as a base to advocate a focus on youth participation processes.

#### VI. OBJECTIVE 1

By June 30, 1979, a minimum of five (5) Inter-Agency projects will include paid/volunteer youth involvement in the total project process.

- A. Select a minimum of 5 agency projects.
- B. Determine and define an appropriate role for youth in each project which is identified.
- C. Develop job descriptions for each youth position.
- D. Set up a process for awarding academic credit for independent study/work experience.
- E. Develop a selection/recruitment process which allows the inclusion of a cross-section of youth.
- F. Explore and determine the availability of funding.
- G. Obtain funding.

#### VII. OBJECTIVE 2

By June 30, 1979, paid volunteer and school credit youth

involvement shall be an integral part of the Inter-Agency Coordinator's office. Strategies planned are:

- A. Determine and define an appropriate role for youth in the Coordinator's office.
- B. Develop job description for youth position.
- C. Set up a process for awarding academic credit for independent study/work experience.
- D. Develop a selection/recruitment process which allows the inclusion of a cross-section of youth.
- E. Explore and determine the availability of funding.
- F. Obtain funding.

#### VIII. OBJECTIVE 3

By June 30, 1979, agency participation in Inter-Agency processes shall increase by 10 percent. Strategies planned are:

- A. Use the IA Coordinator's office to communicate individually with all member agencies the need for participation.
- B. Improve the IA communications through the development and distribution of an IA newsletter.
- C. Seek to develop projects that tend to increase the number of agencies involved.
- D. Publicize IA projects in the wider community via media and public information efforts in order to increase the visibility of IA efforts.

#### IX. OBJECTIVE 4

By June 30, 1979, each agency within the Inter-Agency group shall develop a plan for youth involvement in their operational procedures. This plan should be designed for implementation by January, 1980. Strategies planned are:

- A. Develop an informational program to encourage member

agencies to include youth in their operations.

- B. Obtain a commitment from each agency to develop and adopt a policy which commits the agency to the development of a youth participation plan.
- C. Utilize IA Coordinator's office to provide technical assistance in developing plans.
- D. Utilize youth involved in successful youth participation projects to assist agencies in developing their plan as stated above.

#### X. OBJECTIVE 5

By June 30, 1979, each agency shall involve youth on community input committees involving youth-related programs. Strategies planned are:

- A. An Inter-Agency Task Force shall develop a youth involvement model which can be modified and utilized by member agencies.
- B. Agency progress reports on implementation shall be shared with the IA group by March, 1979.
- C. Technical assistance from Inter-Agency Coordinator's office shall be available upon request.

#### XI. OBJECTIVE 6

By June, 1979, the Inter-Agency Committee will put on joint in-service programs on an as-needed basis utilizing the expertise of the appropriate agencies and involving young people as participants. Strategies planned are:

- A. Develop and initiate an in-service needs survey to identify topics that would warrant in-service training.
- B. Develop in-service resource list of personnel expertise, available facilities, in-service models, materials, etc.
- C. Inform agencies of available in-service.

- D. IA Coordinator's office will be responsible for coordinating joint in-service programs.

#### XII. OBJECTIVE 7

An evaluation process shall be developed for the Inter-Agency Youth Participation Project utilizing youth, agency staff and project task force participants. Strategies planned are:

- A. Identify evaluation resources of member agencies.
- B. Set up an Inter-Agency evaluation task force that involves youth and evaluative services staff to evaluate the Youth Participation Project, as well as other IA projects.
- C. Involve evaluation personnel from time of project adoption.
- D. A discrepancy model evaluation shall be developed describing the present, the intended future, and the difference between the two. Progress report using the discrepancy model shall be completed and distributed in March, 1979.
- E. Evaluation components should include:
  - process (are we proceeding according to plan, do plans need to be modified?)
  - outcome (what happens as a result of implementing the plan?)
  - relevance (did outcome meet the original purpose?)
- F. Periodic report to IA committee shall be made on an "as requested" basis.

Nancy Richardson has been a moving force on the Fresno Task Force. As a school board member and the Inter-Agency Coordinator for the county and city of Fresno, she has used her position to guide activities of the Task Force creatively and effectively.

New Job Descriptions for CETA positions. The Task Force developed some innovative job descriptions for CETA positions making maximum use of youth participation and youth involvement. However, while youth were being recruited for these positions, it was found that the job descriptions were too complex and caused anxiety among the youth applying, as they felt they could not perform to expectations. It was decided to rewrite the job descriptions to emphasize that exposure to the activities would be a first step toward learning about them, and that youth would be able to contribute after becoming more familiar with some of the issues. One complete job description, and summaries of others as composed by the Fresno Task Force, are presented below.

Youth hired for CETA positions. Eleven youth were hired to fill the created youth participation jobs. Because CETA requires eligible youth to come from poor homes, the Task Force feels that this program is limited and alternatives will have to be developed.

Gifted Student Program. In collaboration with a group of parents who are planning a summer school program for gifted students, the Task Force will attempt to create youth participation programs for gifted students. Such a program may provide pay or academic credit for such activities.

Independent Study Program. A third program will be developed by the Task Force to allow high school students to pursue independent studies for academic credit. Slated for fall, this program would provide for surveys and research projects conducted by students in their community.

Small start pays off. Nancy Richardson pointed out that the small size of the projects undertaken saved them from failure. For example, had the Task Force attempted to create a larger number of CETA positions, the project could have been too complex. Starting small and without great haste has enabled a firm base to be established for the work.

Job Descriptions Developed by Fresno Task Force

JOB TITLE: U.N. Student Information Aide

AGENCY: Fresno County Schools

DUTIES AND RESPONSIBILITIES:

1. Serve as a focal point for the dissemination of information to high schools throughout Fresno County regarding the function, purpose and activities of Model United Nations projects on the high school level.
2. Provide information to elementary schools and high schools throughout Fresno County about the United Nations resource materials available through the library of the University Religious Center.
3. Work with high school administrators, activity coordinators, and/or social science instructors as a resource person should Model United Nations projects materialize.
4. Gather information from selected high schools regarding their current Model United Nations work.

QUALIFICATIONS:

1. Ability to read and write effectively in English.
2. Ability to initiate and carry out work assignments.
3. Dependability in attending meetings, keeping work hours, and completing assigned work.
4. An interest in international affairs.
5. An interest in social and economic concerns.
6. Previous experience in working with youth groups.

\* \* \*

JOB TITLE: Delinquency Prevention Assistant

AGENCY: Probation Department

DEFINITION: This person works under the supervision of a Deputy Probation Officer in the area of delinquency prevention. The working hours of the Delinquency Prevention Assistant are not to exceed (10) hours per week or 190 hours total. The job must be vacated each June 1.

\* \* \*

JOB TITLE: Crime Prevention Youth Aide

AGENCY: Fresno Police Department

DEFINITION: Under the supervision of a police specialist or a crime prevention aide, assists with the implementation of various crime prevention programs.

\* \* \*

JOB TITLE: Mid-Year Youth Conference Assistance Coordinator

AGENCY: Fresno County Schools

DEFINITION: Under the supervision of the Fresno County Department of Education Pupil Personnel Coordinator, the Assistant Coordinator is responsible for assisting in the planning, coordination, and follow-up activities of the Mid-Year Youth Conference.

JOB TITLE: Southeast Project Assistant

AGENCY: Inter-Agency Office

DEFINITION: Works with project involving personnel serving Southeast Fresno area from various agencies and schools. Seeks to promote information sharing and coordination of services to youth.

\* \* \*

JOB TITLE: Inter-Agency Youth Aide

AGENCY: Inter-Agency Office

DEFINITION: Under the supervision of the Inter-Agency Coordinator, the Youth Aide performs general administrative chores.

\* \* \*

JOB TITLE: Legislative Review Team Assistant

AGENCY: Inter-Agency Office

DEFINITION: Assists inter-agency team with research and information compilation about pending legislation.

\* \* \*

JOB TITLE: Project Assistant, Task Force on Juvenile Alcoholism and Toxic Substance Abuse

AGENCY: Inter-Agency Office

DEFINITION: Under the supervision of the Inter-Agency Coordinator, the Project Assistant assists in carrying out the recommendations of the task force.

\* \* \*

JOB TITLE: Youth Planner Aide

AGENCY: Fresno Employment and Training Commission

DEFINITION: Under the supervision of the Title IV Planner is responsible for planning, developing new youth programs.

## ACTION PLANS

### Oakland, California Task Force

Ms. Joyce Bartlett  
Student Representative  
Board of Trustees  
Peralta Community College District

Mr. Jose de la Isla  
Executive Director  
Community Careers Council

Mr. James Julien, Sr.  
Vice-Principal  
Castlemont High School

Ms. Velma Lucero  
Youth Supervisor  
Department of Manpower  
City of Oakland

Ms. Carolyn Price, Director  
Project Threshold

Ms. Kay Reece  
Vocational Guidance Counselor  
Dewey High School

## Oakland and Berkeley (Alameda County), California Action Plan

### I. STATEMENT OF PHILOSOPHY

While there is a body of theory and empirical data that supports the position that young people are of value to the community, not a liability, most existing youth policies fail to adequately consider this fact. Rather, most policies and programs are directed to providing services to youth as though they were a problem. Thus available resources are used in trying to help youth rather than allowing youth to provide needed services to the community. What is needed is a shift in theory upon which these programs are based. In other words, instead of proceeding from a deficit theory of youth, it is imperative that our public policy-makers and opinion leaders proceed from a basic recognition of the intrinsic value of youth.

It is for this reason that the Oakland-Berkeley Task Force finds the importance of organizing a community of interested individuals to advocate the interests of our community's youth by further programs and policy characters with participation in earning and learning. Further, the task force believes it is the responsibility of our community's public policy-makers and opinion leaders. To assist us in advocacy there are three elements present in the theory we advocate; they are participation, earning, and learning.

### II. WHAT IS P/E/L?

Participation to us means an active engagement in the decision-making process determining the allocation of work planning, curriculum development and similar efforts to be put forth understanding

the limits of youth participation but knowing that the success of any program is scripted by youth participation.

Earning means receiving pay for services rendered. In helping to make the decisions, there is a responsibility to help implement the decisions. In helping to do the work, young people should earn a fair share. When financial resources are scarce or unavailable, school and college credit can serve as a reasonable substitute currency. The preferred situation, however, is for both credit and financial rewards to accrue for the work done.

The learning aspect means that there is organized instruction along with participation and earning. Mature and sensitive leaders provide instruction in order to help make participation and work a meaningful experience. Schools and the learning institutions should be cognizant of their crucial role in this process.

### III. STATEMENT OF NEED

The present budget for youth services in the Oakland-Berkeley area amounts to \$30 million. Many of these tax dollars are not being spent as effectively or efficiently as they might. They are being spent to provide services to young people rather than providing our youth an opportunity to earn and learn while providing services needed by the community's elderly, schools and others.

At the same time, our community is beset with drug and alcoholic abuse, delinquency, child abuse, truancy and other problems associated with youth.

While at present, providers of youth services are divided in their efforts to meet these different problems, the real need is to

meet all of them head-on with a significant shift in policies and programs affecting youth.

The most logical place to start this effort is to place it where most young people can be found -- the schools.

### IV. GOAL

Our goal is to bring the need for P/E/L to the attention of the important and interested public for the purpose of incorporating P/E/L in their policy decisions, specifically, to improve climates of the Oakland, Berkeley, and Alameda area schools and other institutions by increasing the number of P/E/L type opportunities available to youth.

### V. OBJECTIVES

- A. To educate the 100 identified opinion and policy-making individuals located within our target area about the P/E/L concept.
- B. To develop a capacity to provide technical assistance to meet follow-up requests received from the 100 individuals.
- C. To develop necessary plans and resources to assure continuous function/operation of the Task Force for the next 24 months.
- D. To provide youth staff position(s) for the purpose of furthering the goals of disseminating the P/E/L concept.
- E. To make the general public aware of the P/E/L concept through the use of mass media.

### VI. METHODOLOGY

- A. To educate the specifically identified 100 community opinion-makers and policy-makers, the Task Force will:
  1. Develop an information letter to be mailed to the

identified individuals making them aware of P/E/L and alerting them that future contacts will be made.

2. Develop individual and team presentations fully explaining the P/E/L concept for the identified persons.
- B. To develop the capacity to provide technical assistance, the Task Force will:
1. Seek foundation and governmental support, both financial and in-kind contributions, to pay for publication of training materials which will specifically explain the development of the P/E/L concept.
  2. Seek the services of a consultant to help develop training materials and to train Task Force members to conduct presentations.
  3. Provide follow-up information to interested individuals of the identified 100 in the form of presentations at staff meetings and resources input in developing programs which will implement the P/E/L concept.
- C. To assure continuous function and operation of the Task Force:
1. Regular meeting schedule will be established.
  2. Contact and recruitment of additional working members of the Task Force will be encouraged.
  3. Regular assessments of progress and status will be made to assure continuity of purpose.
  4. To maintain and encourage in-kind contributions of materials, facilities and other needed resources.
- D. To provide youth staff position(s) the Task Force will:
1. Investigate securing at least two youth CETA part-time positions from the local youth employment programs.
  2. Youth Task Force members will fill these paid slots with a charge to actively participate in all aspects of Task Force responsibilities (i.e., decision-making, technical assistance to the public, and presenters of the P/E/L concept).
- E. To make the public aware of the P/E/L concept, the Task Force will:
1. Utilize youth to make presentations in person and to make Public Service Announcements (PSA) on radio and

television.

2. Make presentations on television and radio talk shows (i.e., community awareness programs, etc.)
3. Contact all printed media executives (i.e., magazines, newspapers, etc.) in order to facilitate the dissemination of P/E/L information.
4. Utilize resource people from private industry, public agencies, SCORE and other organizations who might loan consultants or presenters to help disseminate the P/E/L concept.

## VII. EVALUATION

### A. Regarding Objective A

1. The 100 opinion-makers and policy-makers will be identified at the end of a two-month period.
2. The information letter will be mailed to all 100 individuals within one month after their identification.
3. Presentations will be made within six months to all individuals who have responded to our initial contact (approximately 80%).

### B. Regarding Objective B

1. At the end of a 3-month period, an assessment will be made of the training materials and contributions which have been received. This will be an on-going process which will be adjusted as necessary.
2. All efforts will be made to obtain appropriate consulting services to increase the level of training and materials for education of the Task Force and the identified 100 persons. In-kind contributions from agencies affiliated with the Task Force are expected to make consultants and trainers available.
3. Official Task Force minutes and records from the members will reflect the number and quality of presentations made on a quarterly basis.

### C. Regarding Objective C

1. A schedule of meetings will be set and mailed to each Task Force member (Committee of 44) within the first month.

2. After an 8-month period, assess the number of working Task Force members who are active as presenters and resource people.
3. Quarterly assessments will be made by the Task Force to assure continuity of purpose through measuring tools to be developed.
4. An assessment of all resources (in-kind contributions, facilities, etc.) will be made on a quarterly basis. Appropriate adjustments will be made on the basis of the data.

D. Regarding Objective D

1. The number of CETA positions available to the Task Force at the end of a two-month period. If more paid youth positions are desirable Task Force members will work for those positions.
2. The responsibilities of youth members will be assessed by the membership in meetings and by completing a specially designed measurement tool.

E. Regarding Objective E

1. Document the number of newspapers, magazine articles as well as radio and television announcements which have been made.
2. Document all radio and television talk shows and guest appearances.
3. Document the number of contacts made with news management directors.
4. Assess the number of contacts made and the resource persons who have been made available to the Task Force as a result of contacts with private agencies, executive loan programs, etc.

Oakland, California  
Progress Report Summary, April, 1979

The Task Force had initial difficulties, as three members changed their jobs soon after their return from Coolfont. Some of them moved to different areas in California and had to leave the Task Force. At the present time, the membership of the Task Force is being reorganized and Ray Sevilla has taken the leadership. Meetings have been set up with various resource people (e.g., Charles Austin and Joe Phelan).

Forming of New Task Force

A meeting of the old Task Force is scheduled for April 19, 1979, to finalize the reorganization. Another meeting, to implement a new, enlarged Task Force of 40 members, is scheduled for May 2. These new members represent youth-serving agencies and will be expected to develop youth participation models for their agencies. The new Task Force will attempt to implement a full action program which will include the county government, the city government, and the public schools.

Youth-Operated Businesses

Three youth-operated businesses have been started and will be developed further: 1) a recycling center; 2) a computer recycling center; and 3) a print shop for a community press project.

Media Program Plan

As soon as some stability is achieved, a program will be launched using several media approaches to publicize the youth participation activities and the various processes active at the time.

**ACTION PLANS**

Sacramento, California Task Force

Mr. Daniel Borzoni  
Senior Manpower Analyst  
Sacramento Employment and  
Training Agency

Mr. James Mills  
Executive Director  
Community Services Planning Council, Inc.

Ms. Karen Rosa, Director  
Criminal Justice Planning Agency  
Sacramento Regional Area

Mr. William Stewart  
Assistant Superintendent  
Sacramento City School District

Mr. Lawrence Willett, Principal  
Luther Burbank High School

Bill Morgan, Principal  
McClatchy High School

**Sacramento, California Action Plan**

**I. INTRODUCTION**

The problems confronting youth in Sacramento are problems of the total community. It is the belief of the Sacramento Task Force that many of these problems can be solved through cooperative efforts of youth, parents, responsible agencies, other adults, and community citizens. The most important factor may be the lack of understanding and communications and actions among community programs, families and youth rather than the availability or absence of additional funds.

Although youth are the recipients of a wide range of services, they are often excluded from meaningful participatory roles in identifying and analyzing problems, developing policy and program, implementing solutions, and evaluating outcomes in areas that affect them.

A positive effort must be made to develop a broadly based process to include youth. While ultimate program responsibility remains with the public agency, youth roles should be structured to create a sharing of responsibility and accountability. Such efforts must encourage mutual respect, trust and understanding.

This Task Force is committed to the concept of youth participation as expressed in the proposed Sacramento City School Climate Improvement Plan and seeks community endorsement.

Submitted by: James Mills, Community Services Planning Council; William Morgan, Sacramento Unified School District; Karen Rosa, Region D, Criminal Justice Planning; Lawrence Willits, Sacra-

mento Unified School District.

## II. PURPOSE

Develop an action plan which involves youth in the improvement of school climate.

## III. STATEMENT OF NEED

The need for school climate improvement is demonstrated by the following examples of problem areas:

- A. Truancy/tardiness and attendance
- B. Suspensions
- C. Vandalism
- D. Violence
- E. Inconsistent Policies and actions by agencies dealing with youth
- F. Disruption of educational process by juvenile justice process
- G. Substance abuse
- H. Pregnancy
- I. Runaways
- J. Career decisions
- K. Jobs/money
- L. Bias/prejudice
  - Race
  - Color
  - Culture
- M. White flight
- N. Gangs, elite groups, and CYA grads
- O. Drop-outs

- P. Need for help with hard classes
- Q. Student/teacher relations
- R. Lack of satisfaction or reward from school
- S. Proficiency thrust -- fear of tracking.
- T. Theft
- U. Relevancy of education
- V. Behavior/respect
- W. Competency -- basic skills
- X. Life skills
- Y. Deviant behavior
- Z. Lack of placement services at termination

## IV. GOALS STATEMENT WITH OBJECTIVES

### Goal #1

Develop a plan of action that will support, allow for, and/or stimulate the creation of local programs that improve school climate through the integration of educational and employment policies.

### Objective 1.1

Identify and reallocate, as appropriate, existing supportive educational resources within the school system to improve the link between the educational and employment processes.

### Objective 1.2

Attract outside resources as may be necessary to implement the action plan to improve the school climate.

### Objective 1.3

Increase intra-agency communication and coordination of services

and activities to the degree necessary to implement the action plan to improve school climate.

Objective 1.4

Clarify, define, develop, and/or change local policy as necessary to accomplish the action plan to improve the school climate.

Goal #2

Provide opportunities for meaningful youth participation in the action plan for the improvement of school climate.

Objective 2.1

Provide opportunities for youth to participate in planning, organizing, carrying out, evaluating, and assuming responsibility for activities related to the action plan to improve school climate.

Objective 2.2

Provide opportunities for youth to learn specific and clearly identified knowledge and skills for educational credit that contributes to the achievement of the action plan to improve school climate.

Objective 2.3

Provide opportunities for youth to earn pay and/or credit for services and activities they undertake in the implementation of the action plan to improve school climate.

Objective 2.4

Increase community understanding of the value of youth participation in efforts to improve school climate.

Objective 2.5

Recruit currently unmotivated and/or nonparticipating students into implementation activities of the action plan to improve school climate.

V. IMPLEMENTATION

1. Initiation & organizational tasks

1.1 Confirm participation of current Task Force members

1.2 Determine requirements for and secure commitment for supportive services to Task Force

1.3 Secure participation of new Task Force members

Complete by January 15, 1979

2. Designation of school sites and establishment of school project team

2.1 Identify and designate school project sites

2.2 Develop organizational and administrative guidelines on site-by-site basis.

2.3 Youth recruitment and selection

2.4 Orientation of school project team to overall plan

Complete by January 29, 1979

3. Train youth in school project teams for participation in program development

3.1 Identify training needs to accomplish 4.1 to 4.3 tasks

3.2 Assess existing knowledge/skills of youth project team members

3.3 Provide training

3.4 Establish system for identification of additional training needs and provide as necessary.

Complete by March 1, 1979

4. Action Tasks for School Project Teams Part 1 (Steps)

- 4.1 Needs assessment
- 4.2 Resource identification
- 4.3 Priority setting
- 4.4 New "specific" Action Plan
- 4.5 Program development
- 4.6 Program implementation
- 4.7 Evaluation
- 4.8 Public interpretation
- 4.9 Interagency communications and coordination

4. Action Tasks for School Project Teams Part 2 (Narrative Commentary)

The following comments reflect the considerations of the Task Force in developing the proposed action plan. Rather than attempt a detailed plan without full youth and community participation, this commentary is included to assist those who will be responsible for detailed planning.

- 4.1 The needs assessment activity is necessary to validate the enumerated problem areas and identify additional problem areas appropriate to the project. The needs assessment should be conducted in such a fashion as to provide comparable data among the participating school sites. They should also be individualized in content and technique as appropriate to the school site. This activity is seen as being completed by youth with significant technical assistance available from school, task force and community resources.
- 4.2 The resource identification activity is seen as producing not only school and community service capabilities but as a means of also identifying skills and talents of youth. This activity is seen as being completed by youth with significant technical assistance available from school, task force and community resources.
- 4.3 The scope of the priority setting extends to problem analysis activities in which youth must share their significant responsibilities with school and community bodies. This sharing of responsibility is necessary to assure the sanction

of faculty, parents, other youth and community interests necessary for the successful completion of program activities. It will be necessary to establish specific criteria for application to the identified problem areas for purposes of priority setting. Examples of such criteria may include the impact of the problem on school climate; the capacity to provide opportunities for youth involvement; whether the proposed activity would have program as well as policy implications; and/or the ability of a school based, youth involved program to remedy the problem.

- 4.4 The Revised Activity Plan will include the various specific programs to be undertaken at the participating school sites. This activity should identify not only specific projects but also larger systems issues which may be more appropriately addressed by the Task Force or other community bodies.
- 4.5 Program development activities may require completion of additional needs assessment and resource identification activities related to the specific goals and objectives of the proposed program. It will be critical that the scope of proposed programs be limited to assure meaningful impact. There will be a need to review school, youth and community involvement in each specific proposed program at this time. The program must be designed in a realistic fashion that reflects the availability of resources and operational constraints. Program strategies should be developed in such a fashion as to impact both the goals of the project and assure the maximum, effective involvement of youth. Programs should also be developed with measurable goals and objectives in terms that are meaningful to youth and readily understandable to the community.
- 4.6 A key factor in successful program implementation must be communication with the impacted target populations and the school environment. There must also be regular communication with the Task Force. Different youth must be identified to participate in the program's problem solving activities. Training from school and community resources and technical assistance from school, Task Force and community sources must be made available to youth to assure the achievement of program goals.
- 4.7 Evaluation activities can be an integral component of the program or a separate activity (new program). The evaluation process will highlight potential conflicts such as, Who evaluates? What standards are to be employed? What will be the use of the results? Inclusion of a clearly defined evaluation plan in the program development stage will reduce this potential for conflict. Evaluation should address how the program has impacted youth, involved them in a meaningful fashion in all aspects of the program and identify how effective youth participation experiences can be

extended to other community activities. Evaluation should address the effectiveness of programs from the perspectives of youth, parents, school site, school administration and the community.

- 4.8 It is necessary to undertake comprehensive public interpretation activities with the variety of different "publics" impacted by program activities to communicate improvements in school climate. These efforts must be extended beyond those directly affected by the program to the community at large to educate them to the values of youth participation.
- 4.9 Major emphasis must be placed on interagency communication and coordination throughout all activities to achieve effective utilization of scarce human service resources and develop greater understanding of agency programs, services and activities. These efforts should utilize and strengthen existing mechanisms wherever possible. A long range benefit of these efforts should be the extension of the principles of youth participation to the programs and activities of these community agencies as well as the school.

#### 5. Evaluation plan

- 5.1 Developed by Task Force
- 5.2 Developed to provide information on extent that objectives are met
- 5.3 Developed to aid decision making on program size and scope
- 5.4 Developed to identify need for policy and legislative changes
- 5.5 Developed to provide continuous feedback to support program development

Developed by March 1, 1979

#### 6. Community education and information plan

Emphasis: results not ambitions

- 6.1 News releases and news conferences, appearances and media support
- 6.2 Pamphlets and brochures
- 6.3 Community conferences
- 6.4 Student contact with governmental boards

#### 6.5 Reports to governing bodies

#### 6.6 Contact with other agencies and service organizations

### VI. PARTICIPATION IN SUPPORT NETWORK

There presently are a number of similar youth participation initiatives being conducted throughout the country from which knowledge and information can be gained. It is important that Sacramento and all such efforts coordinate activities, share experiences and provide mutual assistance and support. Some approaches that may be developed include:

- A. exchange of action documents
- B. newsletters
- C. periodic meetings and workshops
- D. exchange of reports
- E. telephone or written consultation
- F. consultation services
- G. stimulation of outside technical assistance and consultant resources

Similar means of sharing and support will be developed among School Project Teams and projects within the Sacramento Community.

Sacramento, California  
Progress Report Summary, April, 1979

Early in 1979 the Task Force met with the Sacramento Chief of Police and various juvenile justice officials. At that meeting it was decided to enlarge the Task Force and these efforts are presently underway. A meeting of the enlarged group is scheduled for April 17, 1979, at which time plans for further activities will be formulated.

ACTION PLANS

Arizona State Task Force

Dr. Alan Brown, Director  
Teacher Corps Youth Advocacy  
College of Education  
Arizona State University

Mr. Tom Greene  
Counseling Supervisor, District I  
Department of Economic Security

Mr. Don Gean, Chairperson  
Juvenile Justice and Delinquency  
Prevention Council

Mr. Carl Hurlburt, Director  
Bostrum Alternative Center

Ms. Sherrill Furst  
Youth Program Coordinator  
CETA Administration Office

Ms. Doris Moten, Principal  
Phoenix Union High School

Dr. Carolyn Scott  
Associate Superintendent of Instruction  
Phoenix Union High School System

Mr. John Wright  
Deputy Director of Juvenile Institutions  
State Department of Corrections

Arizona State and Phoenix Action Plan

I. STATEMENT OF THE PROBLEM/PURPOSE

Philosophical base of Arizona Task Forces:

We, the Arizona Task Forces, Phoenix, Tucson, and State level, hereby adopt as our basic purpose: To develop a plan of action for clarifying, redefining, developing, and/or changing local policy (e.g., goals, procedures, guidelines, structures, laws, resource allocation) in order to support, allow for, and stimulate the creation of local programs that provide to youth/students opportunities and experiences that promote their positive self-concept and the fulfilling of human needs through (1) participating in planning, organizing, implementing, evaluating; (2) learning specific and clearly defined knowledge and skills with credit; and (3) earning pay for services performed as they develop and implement projects that improve school climate.

Given the above philosophical statement, it is perceived that the following issues must be addressed in order that we may attain our desired end(s).

A. General Social Setting

1. Causal Problem: Lack of policy shift to reflect transition from rugged rural individualism to urban realities.
2. Symptoms
  - a. Policy by cliché: "Old ways best. Kids should be seen and not heard."
  - b. Lack of effective policy to deal with pressing social problems, i.e., immigration of special populations -- unions, unemployed rural residents; family breakup; provision of resources (e.g., social services, recreation) to rural areas.

B. Situation of Youth

1. Causal Problem: Lack of a coherent vision for meaningful role for youth.

2. Symptoms

- a. Limited resources available to youth and for youth programming.
- b. The targeting of support only to special populations with the resulting channeling and labeling of youth.

C. The State Role

1. Causal Problem: Lack of effective leadership at the State level in the area of youth problems and youth development.
2. Symptoms
  - a. No state coordination to bring together efforts addressing similar problems.
  - b. Lack of dissemination of knowledge about existing resources.
  - c. Lack of provision for funding of positive youth participation models.

II. GENERAL APPROACH

School improvement through youth participation in merged work and education activities and other linked and coordinated resources.

A. Analysis

1. Linkages and Coordination

Linkage and coordination of all youth services is essential for proceeding with youth participation, merger of work and education, and school improvement. School can be the focal point for providing the "linked and coordinated" resources for youth.

2. Youth Participation

- a. Only when youth are involved in a meaningful way in the development of policy and programs can those policies and programs be an accurate reflection of their needs.
- b. Youth (just like other people) are more likely to join activities that they have helped design.

## 3. Merger of Work and Education

- a. To the extent that education reflects the world of work it makes sense to youth.
- b. Work-related educational activities should focus on necessary services and useful, meaningful activities.

## 4. School Improvement

- a. The school should be the focal point of youth programs and services.
- b. The jobs should be related to school improvement.
- c. Youth should be involved in determining the dimensions of school improvement. Areas to include but not limited to curriculum and school problems.
- d. School improvement efforts should include a continuing effort at exploring alternative models.
- e. Involvement of the community, including the family, will foster improved school climate.
- f. Integration should be an early focus of the school improvement efforts.

## III. OBJECTIVES

Priorities are E, G, and W below: development of a policy statement urging youth participation in policy-making at the agency and board level for adoption and implementation by the Governor's and Superintendent of Public Instruction Offices.

## Objectives:

- A. To identify alternative funding sources for all youth, including those who do not qualify for categorical programs.
- B. To explore the possibility of a Youth Advisory Committee for Corrections.
- C. To establish youth as first line supervisors in work projects.
- D. To establish a training curriculum for fostering youth's skills in active participation.

- E. To obtain a statewide (Governor's) policy statement relevant to youth participation in agency policy-making.
- F. To develop youth support for the youth participation model.
- G. To write a draft policy statement.
- H. To involve students in identifying areas for increased youth participation.
- I. To develop in Phoenix Union High School a model of youth participation for dissemination.
- J. To develop youth consultation in all CETA sites (and to attempt to strengthen national policy on this).
- K. To expand membership of JJDP Board to include youth participation.
- L. To foster youth participation on a variety of State Boards.
- M. To spread the idea of youth participation.
- N. To obtain voting membership (1 parent, 1 student) for BACE on the District Citizens Advisory Committee and the student Board of Education.
- O. To foster innovative approaches and proposals for work experience in YETP and YCCIP.
- P. To urge John Rector and Larry Dye to include youth participation in decision-making in the matter of project funding.
- Q. To involve youth in the design of local program development.
- R. To encourage Federal Agencies and other funding sources to require youth participation in the local approval for proposal submission.
- S. To develop an inservice module for youth participation (tie in Teacher Corps).
- T. To develop cooperation and coordination between CETA programs.
- U. To assure that participating youth are active, fully participating members in the decision-making.
- V. To extend the lead-time for project planning and implementation.
- W. To involve the State Superintendent of Public Instruction

in the formulation of a state level policy statement.

- X. To involve private social service agencies, District School Boards, local government, private groups and others in building the coalition behind youth participation.
- Y. To foster teacher involvement in the youth participation effort.

#### IV. STRATEGIES/FIRST STEPS (to draft statement)

Designate Alan Brown of ASU Teacher Corps as Coordinator with his role to include administrative support and the provision of training of the ad hoc committee.

Establish an ad hoc committee, including the joint Task Forces of Arizona (Phoenix, Tucson and State) and including, but not limited to, the following: State Department of Education, Governor's Office, Governor's Commission on Children, Phoenix Youth Commission, Legislative Representatives, two or more youth, Department of Corrections, Juvenile Justice and Delinquency Prevention State Advisory Council, Phoenix Union High School District, Department of Economic Security, Office of Economic Planning and Development, Phoenix/Maricopa County CETA, Behavioral Health, Teacher Corps, and others as appropriate. Contact ad hoc committee members.

Establish a training component for ad hoc committee members. Phoenix Task Force philosophy and concepts will be integrated into the training curriculum. The objective of the training is to produce a policy statement from draft to completion. A meeting will be arranged with the Governor's Office and the State Superintendent of Instruction's Office for the purpose of obtaining their commitment to the ad hoc committee policy statement.

#### Arizona State and Phoenix Progress Report Summary, April, 1979

Dr. Alan Brown, Arizona State University, Tempe, was designated as the Coordinator. Because of lack of resources to carry out the Task Force functions, Dr. Brown attempted to recruit an ad hoc committee to accomplish the Action Plan objectives. He made several attempts to obtain funds for support from LEAA but so far has been unsuccessful. In spite of the serious setback resulting from the lack of resources and time, some small but significant changes have been accomplished.

#### Youth as Parts of State Commissions

John Wright, Deputy Director for Juvenile Institutions in Arizona, designated for youth participation two seats on a 20-member advisory group for departmental youth programs development. He also was instrumental in changing the composition of a State Commission on Criminal Justice to include two youths as Commission members. It is important to note that such seemingly small policy changes are nevertheless substantial accomplishments and innovations of great importance. The Coolfont experience directly influenced these decisions, since it developed the essential awareness of youth as a contributing force. Thus, even where a particular Task Force could not implement its entire Action Plan because of lack of resources, small but significant accomplishments are evidence of changes in attitude and awareness which make the Coolfont experience an important force toward better youth involvement.

## ACTION PLANS

### Tucson, Arizona Task Force

Mr. Richard Buus  
Pima County Juvenile Probation

Judge John P. Collins  
Pima County Superior Court

Mr. Howard Duncan  
KAIR/KJOY Radio

Mr. Don Markle  
Amphitheater High School

Mr. Steve Peters  
Director, Drug, Alcohol, Youth  
Consortium

Ms. Nancy Thomas  
Member of School Board

Mr. Rick Wilson, Principal  
Canyon Del Oro High School

## Tucson, Arizona Action Plan

### I. INTRODUCTION

The Social Action Research Center received a grant from the U.S. Office of Juvenile Justice and Delinquency Prevention of the Law Enforcement Assistance Administration (#18-JN-AX 0013). Training for Youth Participation in Program Development was created to bring together a number of local task force groups to build a national network committed to developing strategies for merging the employment and education of youth. Youth participation in addressing school climate problems is seen as a specific area of focus. The October 1979 conference provided the opportunity for the development of the Metropolitan Tucson Action Plan.

### II. THE TASK FORCE

The original charge of SARC was to build a local committee or task force group. They were responsible for developing a program to assist youth in developing positive social attitudes in schools.

Dr. Thomas E. Need, superintendent of Amphitheatre Schools, was instrumental in forming the original Metropolitan Area Tucson committee. His guidelines were to include the following as a cross-section of community resource people: (1) School District Representation, (2) Crime Prevention, (3) Juvenile Justice and Probation, (4) Building Unit Administrator, (5) Community Representation and (6) Private Business Sector.

### III. STATEMENT OF PURPOSE

We, the Arizona Task Forces, Phoenix, Tucson, and State level, hereby adopt as our basic purpose:

To develop a plan of action for clarifying, redefining developing, and/or changing local policy (e.g., goals, procedures, guidelines, structures, laws, resource allocation) in order to support, allow for, and stimulate the creation of local programs that provide to youth/students opportunities and experiences that promote their positive self-concept and the fulfilling of human needs through:

- A. Participating in planning, organizing, implementing, evaluating;
- B. Learning specific and clearly defined knowledge and skills with credit;
- C. Earning pay for services performed as they develop and implement projects that improve school climate.

### IV. STATEMENT OF NEED

During December 6-8, 1977, the Tucson Youth Needs Survey was administered to selected 7th through 12th grade students in 74 classrooms at 18 schools in 4 school districts in metropolitan Tucson. Through use of scientific sampling methods, a broad cross-section of Tucson's young people were asked questions about needs and problems, reactions to a number of social service agencies and programs, attitudes and activities in several selected areas and socioeconomic circumstances. The anonymous survey was administered by trained volunteers with valuable cooperation from school district personnel. There were 1615 surveys produced from 13 high schools and 5 junior highs. A companion group of 105 school-age young people, who were not enrolled in school at the time, was also surveyed.

The Youth Needs Survey, in its original form, was developed by a Boulder, Colorado research organization as a part of a broad national effort to better understand and more effectively deal with the development of young people in this country. An important national conference of specialists in youth development preceded the survey development process. This conference produced a significant change in philosophy and direction with regard to juvenile delinquency prevention and youth development efforts.

Where before the focus had been on the young person with problems, the new philosophy gave much more attention to the environment in which the young person grows up, and elements of that environment which might be instrumental in positive or negative youth development. The philosophy, and a National Strategy which came from it, laid out several critical differences between the course toward successful development and the course toward unsuccessful, possibly delinquent, development. It was shown that many young people develop a positive commitment to society, and live by its rules, through having access to positive roles in that society and through being supported by a network of positive expectations for success. Other young people, through an ever-increasing cycle of failure, negative labeling and closed-off avenues to success, develop little or no attachment to society and its rules. The social environment surrounding young people as they develop plays a crucial role in this process, a role which has been overlooked for too long.

Through use of a number of attitude scales, the Youth Needs Survey measured 12 elements of the youth development cycle, in line with the philosophy just described. These elements, each with its

own set of items, are as follows:

- A. Access to Desirable Social Roles
  - 1. Access to Education Roles
  - 2. Access to Occupational Roles
  - 3. Parental Rejection
  - 4. Normative Peer Pressure
- B. Perceived Negative Labeling
  - 1. Negative Labeling by Parents
  - 2. Negative Labeling by Teachers
  - 3. Negative Labeling by Friends
  - 4. Self-Esteem
- C. Alienation
  - 1. Societal Estrangement
  - 2. Normlessness
  - 3. Powerlessness
- D. Delinquency
  - 1. Self-Reported Delinquency

The 12 attitude scales were accompanied by 60 needs and problem statements to which the student could respond with indications of occurrence, frequency and severity. Also, six agencies and programs were presented for reactions about their image with young people, their ease of access, their trustworthiness and several other characteristics.

The results of the survey, in summary form, are as follows. The Needs and Problems Section showed that the top ranked problems of young Tucsonites were as follows, ranked in order by percent of those who answered who said that the item was a problem for them:

- |   |       |
|---|-------|
| A. Entertainment and other recreational things costing too much | 64.0% |
| B. Having things stolen or destroyed in your neighborhood       | 55.0% |
| C. Not enough different kinds of things to do                   | 52.5% |
| D. Students not having any say in how schools are run           | 48.7% |
| E. Teachers, counselors or principals not understanding kids    | 46.7% |

#### V. PROJECT DESCRIPTION

As indicated in the statement of purpose the intent of this program is to enhance the self concept of young people. This plan will attempt to accomplish this purpose through a process which will allow the students in the Amphitheatre high schools to have meaningful input on how their schools are run. If this plan is to be really effective there are some components which we feel are necessary. These include opportunities for meaningful input in educational concerns, recognition of the learning which is taking place in this process through awarding of credit, and confirmation of the social usefulness of the work by payment for services provided. It is known from the recent youth needs survey that youth employment is a major concern facing our community. It is hoped that the student activity in this plan will address this problem and that ways will be found to be responsive to the employment needs of Pima county youth.

Specifically, our plan is to inform affected groups of our plans and activities and select an adult facilitator. Student task forces will be recruited and trained. In keeping with the philosophy

and spirit of youth participation, our discussion has been to involve youth to the maximum effort by not imposing an adult evaluation survey, but rather allow the student to learn and to grow through the development of their own methods. The student participant will develop procedures for determining areas of student concern. Due to the fact that this is a pilot project, we hope to initiate it immediately. There is no funding available for payment of wages to students at this time; however, it is intended that the ongoing process will find a funding source which will allow this to take place. We strongly encourage administrators to take the necessary steps to award credit to the student participants as soon as possible.

After the students have developed this data-gathering instrument it will be field tested and refined, at which time the actual data collection will begin. The students and SARC task force members will interpret the data and make recommendations to the appropriate decision-making bodies.

The second phase of the plan is to seek approval of the recommendations made and design plans and goals for implementation of these recommendations which will include ongoing student participation. It is also intended that information and encouragement for a similar process will be given to other schools and school districts in Pima county. In this area also student participation will be encouraged and recognized. A Pima county network will be recruited and developed to support, encourage, and provide resources to each other.

## VI. GOAL STATEMENT

Students will have say in how schools are run.

## VII. OBJECTIVES

- A. By June 1, 1979 Amphitheatre district high school students will have collected data that suggests what areas they would like to have greater say regarding the running of their school.
- B. By October 1, 1979 the governing body and decision makers will have determined areas in which they are willing to allow students greater say. In addition, the group of students and governing bodies will make recommendations for methods which will incorporate ongoing input and dialogue.

## VIII. ACTION PLAN

- A. Submit action plan and receive informal approval from the district superintendent (by December 1, 1978)
- B. Inform affected groups (board principals, teachers and students) of action plan and receive their informal approval (by December 15, 1978)
- C. Select adult facilitator (by January 1, 1979)
- D. Recruit students for a task force, making sure that they represent a cross-section of the student community (by January 15, 1979)
- E. Conduct leadership training seminars with student task force (by March 1, 1979)
- F. Students will develop procedures by which data will be collected (by April 1, 1979)
- G. Field test data gathering procedures (by April 1, 1979)

H. Collect data (by May 1, 1979)

I. Individually and jointly, student/SARC Task Forces will interpret data. Additionally, they will formulate statements of recommendations to be submitted to the Amphitheatre School Board (by June 1, 1979)

#### IX. EVALUATION

The evaluation of the effects and results of the proposed program toward reaching the stated goals and objectives is considered an important part of our plan. The estimation of the degrees of success we accomplished in reaching our objectives and the assessment of other effects not specifically stated in the program objectives will be an ongoing concern during the duration of the proposed activities.

It is planned to use techniques that allow continuing evaluation of the processes, including feedback to program participants that would allow adaptations and alterations in program plans when such changes seem necessary to successfully pursue the program objectives. A simple process evaluation procedure will be designed during the early part of the project and maintained to the completion of the project that will not only provide for the evaluation of the program but equally important, provide the opportunity for a meaningful learning experience for the student evaluations.

The process evaluation approach is chosen rather than the more rigid traditional evaluation in order to benefit this program and substantially increase the effectiveness of our efforts. In addition, a learning model is provided that will be of considerable educational value.

The Tucson Task Force is on target with its Action Plan and does not anticipate any difficulties. The student task forces were formed in January, 1979, with students from two high schools: Amphitheater High School and Canyon Del Oro High School. They had their first meeting on February 1, 1979 after receiving the superintendent's approval of the Action Plan.

The student task forces met several times with their facilitator and prepared for the school board a proposal that would give students more say in running the schools. As the school board is engaged in salary negotiations, the presentation of the student proposal will be made in May or June, after the salary issues have been resolved.

ACTION PLANS

Houston, Texas Action Plan

Ms. Jeanne Brelsford, Director  
Internships for Juvenile Probation Dept.

Ms. Debby Haley  
Chairperson, Texas Black Caucus

Ms. Beatrice Links  
Director of Special Youth Programs  
CETA

Ms. Judy Morris  
Assistant Principal  
Reagan High School

Ms. Joyce Moss  
Project Coordinator  
Alternative Education Programs  
Houston Independent School District

Mr. Craig Washington  
State Representative

Houston, Texas Action Plan

I. INTRODUCTION

One of the most common concerns faced by society in general today is increased youth problems. Lifestyles have changed; attitudes have changed; youth have changed. The overt signs of disenchanted, alienated, and underutilized youth surface continually. Increased alcohol and drug abuse, dropouts, vandalism, apathy, juvenile delinquency and unplanned pregnancies all highlight a message coming to us from young people. NON-RELEVANCY IS WHAT IS CURRENTLY OFFERED.

These overt symptoms of alienated youth affect all of society in some pattern daily. If we are to turn this unplanned energy into productive contributions to society, we need to create or expand useful programs into which those energies can be channeled.

II. A NEW AWARENESS

There is developing slowly a nationwide awareness and appreciation for the potential resources inherent in the youth population. This awareness is overcoming the traditional concept of "non-valuable," "problem-prone," "non-responsible" children who need not be involved in decision-making and change in structures affecting them. A new approach is: it is evident there exists a need for structural policy changes and implementation which would assure full participation by youth.

This change and increased participation can occur by expanding programs now in existence which serve identified youth, for example,

employment programs such as CETA. However, a large segment of the student population is still not served. This segment very often has already come in conflict with society in "negative ways," e.g., juvenile delinquency, poverty and unstable family relationships. In addition, there are the "silent majority," the youngsters who, for a variety of reasons, have been nonparticipants. These youth could and should be given the opportunity to make valuable contributions to society in a variety of ways -- community projects, school involvement projects and employment projects which are related and coordinated to the extent that the youth participate in a useful productive educational program in or out of the school which is related to work. In addition, the programs should provide an opportunity for youth to earn money, school credits and prestige. Finally, they should be able to learn in each of the settings.

### III. DEFICITS IN EXISTING STRUCTURES

Recognizing that deficits exist in our present structure (education, work, juvenile justice), it is imperative to determine needs, to arrange priorities and to determine the most effective and expedient means of bringing together collaborative partnerships between youth and those agencies and institutions that provide services to them. A plan of action which can integrate or fuse the efforts of education, employment and juvenile justice at a level of policy implementation can begin with creation of specific structures.

Thus, all youth could be given the opportunity to play a major role in the decision-making processes which affect their education, community and social activities. In order to make such sweeping

policy changes we need to involve all those agencies that presently deal with youth in a collaborative effort to establish a common goal and policy objectives which best utilize the expertise of each participant and allow for youth participation opportunities.

### IV. YOUTH IN HOUSTON

Like youth across the nation, youth in Houston are experiencing large numbers of problems which are individual and structural. Fear, anxiety and weakened interpersonal relations are examples of these problems, the consequences of which are reflected in a high level of juvenile delinquency, school dropout and unplanned pregnancies and unemployment or underemployment. The information which follows illustrates some of the problems.

#### A. Juvenile Delinquency

During 1977, 22,968 youth between the ages of 10 and 17 years were processed by the Houston Police Department Juvenile Division. The following breakdown shows categories of offenses and numbers.

auto thefts	425
thefts	3821
burglaries	1566
robberies	152
aggravated assaults	75
forcible rape	10
murders	8
narcotic offenses	1114

#### B. Unplanned Pregnancies

The most recent statistics available reveal 1939 unplanned pregnancies of youth under 18.

## C. Dropouts

Apathetic school climate reflects a high level of withdrawal from educational institutions. Peak enrollment of 206,998 in the 1977-78 school year in the Houston Independent School District, was decreased by 9,229 dropouts.

## D. Suicide and Runaways

Another increasing problem is represented in increased suicide among youth and the high number of runaways which must also be addressed through structural changes.

The above figures are indicators that many youth are turning to non-acceptable, anti-social and costly methods of expression. The message from young people is that we do not offer viable forms of expression. Programs designed to decrease juvenile delinquency, unwanted pregnancies, teenage suicide, runaways, and school dropouts need new strategies or revised ones to reduce dependency on welfare assistance, crimes against citizens and/or property and high levels of unemployment among youth.

Inadequacies of previous policies have not allowed for the necessary collaboration and participation between clients (youth) and institutions and agencies (education, juvenile justice and employment) which is vitally needed to decrease and/or turn around this negative expression.

## V. GOAL

Our aim is the implementation of policy which will allow for the fusion of educational and employment activities that integrate and expand existing programs to include youth participation in design, implementation and evaluation.

-Develop a policy which impacts curricula changes necessary

to implement expanded youth participation

- Develop a policy which coordinates currently existing work-oriented delivery systems
- Develop a policy which improves school climate in an attempt to divert youth from the juvenile justice system.

## VI. OBJECTIVES

- A. Increase youth participation and collaboration in curricula design and decision-making.
- B. Redefine definition and perception of work and education.
- C. Decrease the number of youth in the juvenile justice system through diversion programs.

## VII. STRATEGY

- A. Examine policy on integration of employment, education and juvenile justice.
- B. Establish an interagency policy-level planning group consisting of educators, employment specialists, employers, community-based organizations and juvenile correctional specialists.
- C. Create an action team comprised of students, school personnel meeting on a regular basis with juvenile justice and employment specialists to determine what resources are available and can be provided for school improvement projects.
- D. Establish an evaluation process that permits measurement of the objectives.

## VIII. POLICY COMMISSION

Meeting the goal of more productive and effective youth participation dictates a collaborative effort to make the necessary policy changes. As a basis for collaborative linkages, a policy commission will be created to insure development of supportive

policies at state, county, and local levels. This interagency commission will be composed of policy-level educators, employers and employment specialists, community-based organizations, and juvenile correctional specialists.

The commission's purpose will be to promote cooperation, coordination and comprehensiveness of services to youth through education, employment and juvenile justice by establishing a partnership between the youth and agencies.

#### IX. ACTION TEAM

As a subcomponent of the policy commission, an Action Team will be established and comprised of students and parents randomly selected from a cross-section of school personnel, juvenile justice and employment.

The purpose of the Action Team will be to gather data and make recommendations to the policy commission in areas of programs and services to be eliminated, strengthened and/or initiated. In addition it would disseminate information to the public and organize community support.

#### X. EVALUATION

A process evaluation will be conducted. This will consist of (1) a list of problems encountered in dissemination of information, and (2) implementation of the policy commission.

The Task Force received a small grant of \$800 from the University of Houston to involve students in the work of the Task Force. Meetings were held with juvenile justice officials and an inter-agency meeting took place on March 15, 1979.

#### Youth Participation Conference

A Youth Participation Conference is scheduled for April 20, 1979. Seventy youth-serving agencies have been invited and nearly all will participate. The conference will signal the start of an intensive effort to build a network among the agencies. An eight-minute slide show on youth participation has been prepared for the Conference.

#### Action Team

An Action Team composed of students and school personnel has been formed to plan youth participation programs for the fall in from three to five schools. A major planning meeting has been scheduled for May 25, 1979, to initiate the program, which will begin when school opens in fall.

#### Call for Support of the Task Force Activity

As with many other Task Forces great efforts were made to secure some support for the activities. After discussions with LEAA staff, the facilitator, Dr. Florence Bonner, delayed some preparation for the April 20th Conference. Unfortunately, no support was forthcoming, and added pressure was put on Task Force members by the loss of time.

Generally, Task Force members feel discouraged about the almost total lack of support in both funds and technical assistance,

and question the wisdom of initiating an important activity  
and then denying local groups even the most limited support, which  
could make the difference between success and failure.

#### ACTION PLANS

##### Washington, D.C. Task Force

Dr. Susan Abramowitz  
National Institute of  
Educational Associates

Ms. Marty Beger  
Director, D.C. Youth Alliance

Dr. Andrew Jenkins  
Area Superintendent  
D.C. High Schools

Dr. Claude Moton, Principal  
Spingarn High School

Ms. Betsy Reveal, Director  
Office of Criminal Justice Planning

Mr. Ben Petty  
Deputy Director of Manpower

Washington, D.C. Action Plan

I. GOAL

- A. To establish an ongoing network to share resources and encourage, develop and utilize common strategies towards generating youth participation thrust.
- B. To facilitate the implementation of a pilot demonstration program which includes structure that allows youth opportunities to participate in the resolutions of problems encountered by Woodson High School. Specific objectives include:
  1. To design a program within which students can work, learn and earn funds as well as academic credit towards graduation.
  2. To develop a request for a proposal which allows student/teacher teams to submit school climate improvement applications.

II. SCHOOL CLIMATE IMPROVEMENT IMPLEMENTATION APPROACH

An initial meeting will be held with Mr. Curry, the school principal, his assistants and other key people. If approval is granted to implement the school climate improvement project, a second meeting will be held. The purpose of the second meeting will be to inform students and faculty of the project's philosophies, policies and procedures. The projected time table for conducting the above meeting is as follows:

- A. Full Task Force Meeting: 11/15/78
- B. Principal, Assistants, and Other Key People: 12/6/78
- C. Faculty: 12/13/78
- D. Student Body: 1/3/79

Dr. Andrew Jenkins, Region 3 Area Superintendent, agrees with the aims of the task forces and committed Woodson Senior High to

Washington, D.C.

Action Plan

participate in this project.

- A. Aim of the Project: The task force is soliciting proposals from student/faculty teams at Woodson Senior High which lay out a plan to improve the school climate and provide an opportunity for students to:
  1. Participate in planning, organizing, implementing and evaluating a project of their own proposing.
  2. Learn specific and clearly defined knowledges and skills with credit.
  3. Earn pay for services performed as they develop and implement projects that improve school climate.
- B. School Climate Improvement: Student and teacher teams can work on projects like the one listed below, but are welcome to identify other types of problems in their proposals.
  1. Operation of the School Store
  2. Reduction of school attendance problems manifested in tardiness and truancy: the purpose is to be able to provide methods whereby the student truancy (unexcused absence) is reduced from the current approximate 12% level to not more than 5% daily. To reduce the student tardiness from the approximately 5% level to not more than 1%.
  3. Reduction of school security problems, i.e., thefts, unauthorized entry and drug/alcohol usage, to zero.
  4. Increase student academic achievement in all subject areas as exhibited in grades and standardized test scores by establishing a network of "peer tutors." The academic failure rate would be decreased from its approximate 20% level to less than 5%. The mean test scores at all grade levels on national standardized tests would be equal to or higher than the national norm.
  5. Provide an activity club that would entail "job dynamic skills" to the pre-employment of youth who are not enrolled in career education courses, i.e., COOP, DE, and ICED.
- C. Guidelines for Student Participation
  1. Eleventh graders only, so that follow through and continued interest can be fostered.

2. Student must be between the ages of 14 and 18 (but not reach his 18th birthday before June 1, 1979.)
3. Be compatible with the Faculty-Advisor.
4. Be able to maintain passing academic status (no F's).
5. Be able to qualify under expanded CETA guidelines or expanded (work-experience) guidelines.
6. Willing to accept either (a) pay with some school credit if CETA eligible or (b) no pay and full academic credits up to 1½ credits if non-CETA eligible.
7. Be interested and competent in the project work (tasks).

D. Guidelines for Faculty-Advisor Participation

1. Willingness to work with the selected project (proposal).
2. Willingness to work with from 2 to 5 11th grade students on the selected project (proposal) over at least a semester.
3. Willingness to accept "pink book" academic credits toward re-certification of the teaching certificate.
4. Or, a willingness to accept a reduced per diem (\$5.00) per hour if federal or private funding can be secured.

E. Proposal Preparation Requirements

The proposal should be written in not more than 5 pages. Each proposal should address the following issues:

1. The issue to improve the school climate. The issue can be as broad as "junior high school students are unprepared for entrance into high school" or as narrow as "the operation of a school store." The proposal should explain why this is a big issue for the school.
2. Method of solution: The solution can be inside or outside the school. Using the above examples, one solution to unprepared incoming students is to tutor students in junior high or the operation of the school store as part of a business course. The proposal should explain how the solution will improve the school climate.
3. Breadth of students involved: If more than one student is involved in the proposal, an explanation should be provided as to how CETA eligible and non-CETA eligible students can be involved (see guidelines for student

# CONTINUED

# 1 OF 2

participation).

4. Description of skills to be obtained: The proposal should lay out what skills the student(s) hopes to gain from the proposed project and how the students expect these skills to be evaluated by the participating teacher.
5. Feasibility: The proposal should indicate the advantages and disadvantages of the proposed solution. Will there be problems with scheduling or not? How much extra work will be involved for teachers and administrators?
6. Evaluation: The proposal should outline how the students/faculty will evaluate the effectiveness of the proposed solution to improve one school climate.

#### F. Evaluation Criteria

Each proposal will be evaluated by a panel of students, teachers, and administrators according to the following criteria:

1. Relevance of issue chosen for study.
2. Adequacy of plan to implement program.
3. Breadth of students involved.
4. Adequacy of description of skills to be acquired.
5. Feasibility of plan.
6. Adequacy of plan to evaluate program.

The school panel will rank all proposals. The D.C. task force will then select up to five proposals for implementation.

- G. Project Time Frame: Duration of proposed project - January 29 to June 15.

### III. DISSEMINATION PROCESS

- A. Small workshops for youth planned by youth
- B. Large conference to which youth participating in employment/education programs would invite appropriate people interested in youth development.

- C. Student preparing presentation for other students as well as teachers and students giving presentations to assemblies.
- D. Bringing together youth participation projects from around D.C. for sharing information about ideas of different projects.
- E. Have student/teacher task forces during 2nd phase.
- F. School newspaper, exhibit boards.
- G. Learning contracts for students.
- H. Mechanisms for inviting community agency/participation.

#### IV. SCHEDULE FOR ACTIVITIES

An initial schedule has been projected. Further time projections will be established after meeting with the CETA Representatives to determine procedure for using slots during summer months.

#### V. STRUCTURE FOR PLACEMENT

Major authority lies with the D.C. Task Force. Secondary authority rests with a committee of key school people. Others responsible for program operations are student/teacher teams working on school climate projects.

#### VI. TECHNICAL ASSISTANCE

Task Force members will continuously strive to identify sources that can provide technical assistance to pilot project efforts. Task Force facilitators will also function as resource persons to the pilot project effort and provide TA as needed.

## VII. IDEAL OUTCOMES

It is expected that regular planning meeting sessions will be conducted with representatives from participating agencies. Also, expected is the continuous identification of funding sources from which resources can be obtained to enhance our program development efforts.

It is expected that a series of mini-workshops will be conducted for purposes of informing other schools of the Action Plan's goals and objectives as well as processes, support and resources. We expect to continuously solicit ideas to improve the school climate from the faculty-student body and to allocate resources to support the projects most likely to involve active and meaningful student-faculty participation. The results of the Improve School Climate project will be disseminated internally through the school publications and student assemblies. This will be followed by mini-workshops to expand the projects into the nearby schools.

It is expected that a number of other critical disciplines and agencies will be identified and listed on a resource roster. Appropriate contact will be made and an invitation extended for them to enter into exploration with Task Force members.

It is expected that Task Force members and resource person will identify key people in the State, county, city/school district structure and encourage them to establish youth participation networks.

It is expected that student/teacher teams from our pilot program will visit other schools and discuss the benefits of implementing a school climate improvement.

## VIII. PROFILE

Woodson Senior High School opened in the Fall of 1973. Originally envisioned as a community center complex, only the high school building was erected since funds for the community center building were never forthcoming. The current enrollment is 1937, 300 over the school's anticipated capacity. Evans, Miller, and Roper are the feeder junior high schools. Ten to fifteen percent of the student-body is on public assistance, slightly less than a third are involved in the free lunch program. Several large public housing projects are located within the school's catchment area.

The school has a wide range of programs trying to meet the needs of different types of students.

- A. Title III Humanities program prepares incoming junior high school students for college. Between 50 and 60 students a year compete for places in the program. Students need at least a C+ average and like to read to be considered. The students in the program spend two periods together in a core type program every day in the 10-12 grades.
- B. Naval ROTC: Woodson's program is one of the largest such programs in the Washington-Norfolk naval district. Two hundred students are enrolled.
- C. Career Center program: Washington, D.C. has designated different schools as career centers. Students spend part of their time at the designated career center and the remainder at Woodson for their academic courses. This program is somewhat problematic in that many career centers are too far away for students, often entailing an hour ride one-way in a car; there is poor coordination between the vocational school and the home school to provide information on how well students are doing; the vocational center is not that supportive of students from other schools.
- D. Work Experience Program: Students used to get academic credit for jobs they found themselves. This program was terminated with the loss of an in-school supervisor. Ten percent of the student-body is working part-time during the school day (without academic credit). Students need to maintain satisfactory school progress in order to

be eligible for participation.

- E. Extracurricular: Thirty percent of the student-body is involved in extracurricular activities (government, band, sports, clubs). The teen club has gained national recognition. Meeting weekly, it provides sex education, help to pregnant mothers, and peer-counseling. Currently no day care service is available. The school is looking into the feasibility of providing such a service under a community center incentive grant from the Mott Foundation. Eight years ago the school was designated a community school, enabling the school to provide any group of 10 or more with a course it wants.
- F. Community involvement: The parent-teachers-school association is rather weak. Out of a potential 2000, membership is around 180. Parents tend to let kids fend for themselves or are often too involved with their wage-earning endeavors to attend to students in school problems.
- G. Special services: Services are somewhat poor. A social worker is available 2½ days a week. The attendance officer comes once a month, and concentrates most of her efforts on students under 16. The average absentee rate is about 10%. There has been no special education teacher for three years. Handicapped students are mainstreamed. The other high school in the district has a learning center. Also available is a vocation rehabilitation center.

Washington, D.C.  
Progress Report Summary, April, 1979

The Washington, D.C., Task Force made various contacts with LEAA and requested financial and technical assistance. LEAA provided some technical assistance through staff of the Westinghouse National Issues Center. Judi Wallace, facilitator of the Task Force, worked with some student groups to develop youth participation proposals. She prepared several newspaper articles and took part in a television show that presented some planned projects to the community. Because of the teachers' strike in Washington, D.C., real progress on these plans was not possible. The strike was settled very recently and more progress can be expected as schools begin to function again.

ACTION PLANS

Baltimore, Maryland Task Force

Ms. Jean Tucker Adams  
Assistant Director of Human Resources

Dr. John Gist  
Deputy Superintendent  
Baltimore City Public Schools

Mr. Eddie Harrison  
Justice Resources, Inc.

Mr. Dan Lipstein  
Associate Director, Evaluation  
Mayor's Coordinating Council on  
Criminal Justice

Ms. Desi Sapounakis  
Delinquency Prevention Specialist  
Office of Juvenile Services

Mr. Carl Wheeler  
Assistant Manager of Youth Services  
Mayor's Office of Manpower Resources

Baltimore, Maryland Action Plan

I. INTRODUCTION

The Social Action Research Center (SARC) was awarded a grant from OJJDP entitled "Youth Participation in Program Development" to provide training in the merging of youth education and employment to improve school climates. The grant provided the resources to bring together 15 task forces from across the country to participate in a national conference which will encourage the development of action plans for implementation at the local level. Baltimore was identified as one of the cities requested to participate. The Baltimore Task Force was identified by selecting representatives from the areas of public school administration (Department of Education), manpower and employment (Mayor's Office of Manpower Services), juvenile justice and criminal justice (Mayor's Coordinating Council on Criminal Justice and Juvenile Services Administration), planning, and youth (youth ). A strong commitment of the Task Force to participate was based on the acceptance and support of the concepts of youth participation program and the potential benefits which could arise.

The concept of youth participation programs and their development includes the merging of youth employment and education to provide the opportunity for youth to be involved in responsible and challenging activity such as planning, policy making, and program development. The Task Force is committed to:

- A. Providing the leadership for systematically developing the framework within which effective youth participation programs can be developed.

- B. Acting as a catalyst for promoting linkages between education and work activity.
- C. Insuring the ongoing participation of those organizations which can impact on the process, through the continuation of the Task Force.

The Task Force has developed a methodology to be presented to the Mayor of Baltimore City, proposing the implementation of a youth participation project in Baltimore City.

## II. STATEMENT OF RATIONALE

Youth participation in planning, policy, and program development is seen as a method of insuring the relevancy of programs relating to youth.

Theories of participatory government and management have shown that youth involvement in program development promotes relevancy and commitment. Traditional classroom methods of instruction are improved when supplemented with participatory programs. This type of programming is experientially oriented with society becoming the "classroom."

It has been suggested that students learn better by doing! Students "Doing" is what is proposed through the establishment of the youth participation project. While students learn by doing, they also provide a valuable service through their efforts and would receive appropriate compensation. The reward can be in the form of financial reimbursement and academic credit.

In addition to involving students in the areas of policy, planning, and program development, students can and should be utilized in activities designed to create positive change in the immed-

iate school climate. The skill development which will be necessary to prepare students in these areas could be incorporated into their regular curriculum.

## III. ANALYSIS OF CURRENT PROGRAMS

The Task Force is operating on the premise that youth participation in program development may be a worthwhile approach to developing academic and employability skills of youth and a potential vehicle for improving agency service delivery to Baltimore's youth constituency.

Attempting to gain some perspective on the scope of current youth participation in the areas of program research, planning, development, policymaking, and evaluation, the Task Force developed as a representative sample, a cursory analysis of youth participation in these areas within education-employment linked youth programs.

The analysis suggested that current youth involvement in these processes is minimal and token in nature. It is felt that this results from both attitudinal and operational obstacles.

Attitudinal obstacles include individual or agency resistance to altering traditional planning modes, lack of priority in modifying processes to allow for meaningful inclusion of youth, and pre-established concepts about the adequacy of youth's abilities to provide substantive input to the policy making, planning, and program development process.

Operational obstacles centered on agency time constraints and organizational structures.

To clearly define the level and scope of current youth partic-

ipation, a complete analysis of youth involvement and obstacles to youth involvement will be required.

This analysis can provide meaningful insight into avenues for improving established youth participation activities as well as identifying existing programs in which there is potential for youth involvement.

#### IV. GOAL STATEMENT

To allow for input from youth in the areas of policy-making, planning, and program development that will improve the quality of their learning. Through their involvement in the process, they will be provided with meaningful opportunities to determine their future. They will receive compensation and academic credit for their services.

#### V. OBJECTIVES

- A. To assess the feasibility of students receiving financial compensation and academic credits for participation in programs that affect school climates.
- B. To evaluate the youth participation effort in terms of its impact on the quality of learning; the implications of reimbursement for youth participation; and, the effect of the program on the participants.
- C. To provide for a national network through the active participation of the Baltimore Task Force with other groups involved in youth participation.
- D. To propose and identify youth participation as Baltimore's thrust for the International Year of the Child.

#### VI. METHODOLOGY

The following methodology will be implemented as procedural

steps in the initial development of a youth participation project in Baltimore City.

- A. Task: To refine the written proposal which was developed at the conference.  
 Purpose: To structure a written document which will be appropriate for presentation to the Mayor's Director of Human Resources.
- B. Task: To present proposal to Director of Human Resources.  
 Purpose: To provide information of purpose of SARC conference.  
 To elicit feedback from Director regarding proposal.  
 To obtain acceptance of proposal from Director (with necessary changes).
- C. Task: Present proposal to Mayor.  
 Purpose: To provide information of purpose of SARC conference.  
 To elicit feedback from Mayor regarding proposal.  
 To obtain acceptance of proposal from Mayor (with necessary changes).
- D. Task: To select school for implementation of project (completed, Fairmont Hills Senior High School).  
 Purpose: To implement project.
- E. Task: To convene a meeting with appropriate school personnel and task force.  
 Purpose: To advise school personnel of project and to obtain their reactions, suggestions, etc.
- F. Task: To reconvene Task Force and youth representatives.  
 Purpose: To review proposal and any incorporations from Director and Mayor.  
 To redefine any philosophical or procedural components resulting from feedback of Director and Mayor.

To provide direction to youth representatives in the recruitment of youth group from the Fairmount Hills Senior High School.

G. Task: To convene meeting with youth group, Task Force, and school personnel.

Purpose: To present project and to clarify goals and objectives.

To provide appropriate direction to youth group regarding the identification of a problem for the implementation of a project.

To assure the availability of the Task Force and school personnel to the youth group as resources.

H. Task: To convene a meeting with Task Force and Manpower personnel.

Purpose: To advise Manpower personnel of project and to obtain their reactions, suggestions, etc.

#### VII. GOALS OF SPECIFIC PROJECT GROUPS

Task Force: To function in consultant role for youth group and adjunct resources for duration of first phase of project.

To provide monitoring functions.

To provide evaluating functions.

To provide Mayor with periodic progress reports.

Youth Group: To identify problem.

To establish goals and objectives.

To establish procedural academic components (with assistance of school personnel).

School Personnel:

To assist the youth group with the development of academic components of the project. The components include: 1) communication (the ability to relay information clearly in written and spoken language); 2) the ability to work with others. (includes interpersonal skills such as listening,

patience, respect for other's opinions, group process, and the ability to facilitate a discussion); 3) the ability to assess a problem, propose a solution, and initiate and evaluate a program while taking political and logistical considerations into account; 4) awareness of funding resources for project expansion (including the ability to solicit necessary funds); 5) awareness of contemporary social issues and problems; 6) awareness of contemporary political structure issues (including knowledge of law, public opinion and how to change it); 7) awareness of the social institutions a society uses for survival and perpetuation (i.e., family, church, school); and 8) an understanding of the difference between education and propaganda.

Manpower Personnel:

To establish standards and procedures for financial reimbursement to students.

To coordinate the above effort with appropriate school personnel.

Juvenile Justice System:

To provide direction on Juvenile Justice issues to the Youth Group.

To crystallize and provide resources on specific problems concerning Juvenile Justice.

#### VIII. ORGANIZATION STRUCTURE AND COMPOSITION

The organizational structure is composed of three parts. First, the Task Forces and Youth which consist of representatives from the Mayor's Office of Criminal Justice, Mayor's Office of Manpower Resources, The Department of Education, Mayor's Office of Human Resources, Juvenile Justice, Private Sector, Public Sector, Youth Task Force, Youth Council, and SARC - National Youth Council. The Youth Task Force will function in a consultant role for the youth group and to develop adjunct resources.

The second part of the structure is the Steering Committee of

Instructor, Youth Advisors, Task Force members who will develop the task, supervise the activity, evaluate the process, and give grades.

The third part of the structure is the youth group composed of students and advisor. The function will be to implement the ideas created.

#### IX. ANTICIPATED PROJECT RESULTS AND EVALUATION

The anticipated project results are obviously related to project objectives. As the initial phase of the project contains a significant developmental and planning component, achieving this task would result in the establishment of particular landmarks, specifically, establishment or occurrence of Mayoral Approval:

- A. A selected school
- B. A youth group
- C. A Task Force-youth group meeting
- D. Involvement of school officials
- E. Determination of task force project goal
- F. Appropriate mechanism for granting academic credits
- G. Appropriate mechanism for funding student work efforts
- H. Implementation of the project
- I. Continual involvement of the Youth Task Force
- J. Termination of the project
- K. Analysis of project results through an evaluative process: conclusions, feasibility and implications, recommendations.

During the first period of operation of this project, the operating structure needs to be developed. It is anticipated that

the program is feasible and operational. There is limited value in attempting to estimate specific types of qualitative outcomes such as 1) amount of earnings; 2) results of the selected project; 3) problem areas; 4) future directions of the Youth Task Force; and 5) impact of the Youth Task Force.

There are other qualitative judgments that should be delayed as the project results will be dependent on several variables that include 1) Mayoral approval and direction; 2) motivation and capability of the selected youth group; 3) cooperation of school officials; 4) cooperation of the Youth Task Force; 5) ability of the Department of Education to grant credit for the project activities; and 6) availability of funding.

Although project results should not be anticipated on a qualitative basis, process and content analysis will occur in the evaluation process. This process will include detailed examination of the project activities utilizing both qualitative and quantitative models. The evaluation will examine the processes of student and school selection, project selection and the methodology of accomplishing the identified task. The concept of process evaluation involves examining how school officials are involved in the project; the types of training given to the Task Force Youth Group and other involved persons; and the methods used in completing the project.

Objective data will be available for analysis, including monetary earning and school credits received. Necessary correlations between the objective and subjective information will be accomplished. Primary project evaluative considerations will be objective achievement and reaction to the Task Force activities. The project will then be examined in terms of modification, expansion and termination.

Baltimore, Maryland  
Progress Report Summary, April, 1979

The Baltimore Task Force members held several meetings. They decided that they needed some financial and technical support if they were to pursue their Action Plan. Requests for assistance from LEAA went unanswered or were unsuccessful. The Task Force felt a great need for a strong link with a national effort. While such a link was felt to exist up to the Coolfont Conference, the Task Force felt that after the Conference the link was insufficiently maintained because of lack of funds. Therefore the Task Force was not able to implement its plan. The members feel frustrated about the lack of support and, while they maintain minimal contact among themselves, they are waiting for tangible support from LEAA, SARC, or some other source. Until such support is available, no further progress can be expected.

ACTION PLANS

Massachusetts State Action Plan

Mr. Edward Budelmann  
Acting Assistant Commissioner for  
Children's Services  
Massachusetts Dept. of Mental Health

Mr. Henry Key  
Director of Youth Programs  
Mass. Balance of State CETA Program

Mr. Fred Nader  
Executive Director of Mass.  
Balance of State CETA Program

Ms. Kathi Bischoff  
Coordinator of Educational Services  
Department of Youth Services

Ms. Joan Schuman, Director  
Bureau of Student Services  
Mass. Department of Education

I. GOAL

The goal of this program is to work with youth in developing opportunities for meaningful participation in decisions and activities which affect them in their schools and communities.

Historically, youth have not had a voice in the decisions that most directly affect them and the quality of their lives in schools and communities. Ignoring the enormous resources, interest and energy young people have to offer not only deprives youth of meaningful opportunities to learn and prepare for adulthood and full citizenship participation, but also denies society the benefit of input and assistance from the majority of its population in dealing with societal problems.

Up until the present time, this lack of collaboration between adults and youth has resulted in the alienation of youth from adult society, and consequently has reinforced the belief of many adults that youth not only have nothing to offer, but are, in fact, themselves a social problem.

It is the premise of this proposal that the development of opportunities for meaningful youth participation can significantly contribute to the inclusion of youth in society rather than their alienation from it. This proposal is based on the belief that youth themselves are uniquely equipped to develop creative and relevant solutions to the problems they face.

It is critical that such a proposal insures the opportunity for the full participation of all youth, not only the articulate

and motivated. Therefore, it is essential that any such program include all individuals under the age of 22, regardless of sex, race, national origin, religious belief, or socio-economic status. Such a constituency must include young people, with or without special needs or talents, who are serviced by any public institution, be it schools, courts, or community agencies, as well as those who have dropped out of these same institutions.

In order to achieve the broadest possible impact and basis of support, it is essential that the development of opportunities utilize the appropriate application of relevant tools and mechanisms such as legislation, policy, funding, and community resources. Opportunities must be well-planned and organized, and provide for remuneration and academic credit. Support in the form of interagency linkage, sharing of information, and access to key decision-makers is critical. Careful definition, analysis, and elimination of barriers such as negative attitudes is necessary for adequate development to occur.

It is essential that the opportunities for youth participation be meaningful, socially relevant, and related to real problems as perceived by the youth themselves. Attempts to engage youth in decision-making cannot be token, but rather, must allow for the responsible exercise of power in collaboration with adult guidance and support. Opportunities for learning and making sense of their experiences are essential to the integration of work and education. For, by the evaluation of success and failures, youth are then enabled to evaluate those behaviors and strategies most effective and appropriate for dealing with society.

II. OBJECTIVES

- A. To develop and maintain an interagency statewide task force, including youth membership, by January 1, 1979.
- B. To develop, implement and evaluate as many as four demonstration efforts in youth participation in decisions and activities which affect their schools and communities by September 1979.
- C. To change current state and national policy, regulations, statutes in order to facilitate youth participation.

Nov.	Dec.	Jan.	Feb.	Mar.	Apr. through Sept.
11/13 Strategy mtg.	12/11 Mtg.	1/8 Mtg.	2/12 Mtg.	3/12 Mtg.	4/9 Mtg.

TF will meet monthly on the 2nd Monday at 3:30 P.M.: Decision-making/Assignments/Review/Strategy planning  
Sharing information about TF progress w/other states/TFs/SARC

Membership made permanent

Explore possibility of executive order

Identify potential demonstration sites

Identify key decision makers, incl. youth in each site

Explore funding possibilities for projects

Discuss contacts with other youth service providers

Plan for and schedule mtgs w/local groups

Report back

Local groups designated

Mtgs. w/local groups for indoctrination purposes

Provide TA & direction

Develop program standards & evaluation

Ensure that eval. gives data that will lead to bring about change of existing policies/statutes/regs

Local groups develop their action plans

Needs assessment

Identify problem areas and prioritize them

Identify policy issues as programs are implemented that need change

Examine current policies/statutes/regs applicable to the implementation of the goal and report to the Task Force

Develop a position paper that details strategies for changing existing policies/statutes/regs that impact on attainment of goal (Feb.)

Establish relationships with congressional staff and Federal agency counterparts

Assignments

All: Review of policies/statutes/regs that impact upon goal

Identify potential funding sources

Make initial contacts w/demonstration site counterparts/contacts

File report to superiors

Massachusetts  
Progress Report Summary, April, 1979

At the end of the Coolfont Conference, the Massachusetts Task Force received a mandate from the Conference participants to act as the coordinator for all Task Forces. Unfortunately, no funds were available to give support to such a role. Lack of resources plagued the Massachusetts Task Force from the start and in spite of good intentions and very capable Task Force members little could be done to fulfill the coordinator role. The Task Force had several meetings after the Coolfont Conference and established a firm schedule of monthly meetings. Unsuccessful attempts were made to obtain technical assistance and funds from LEAA. At present, one project seems to be developing which would provide a unified approach to youth services, particularly through outreach activities, youth advocacy programs, and school-based youth services. For some of these activities the Task Force will attempt to create CETA positions. As soon as more tangible results are achieved, the Task Force will report to SARC.

ACTION PLANS

Detroit, Michigan Task Force

Ms. Katie Sims Benning  
Youth Program Coordinator  
United Community Services

Mr. Clyde Giles  
Superintendent, Youth Development  
City of Detroit

Mr. Richard Levey  
Assistant to Superintendent  
Detroit Public Schools

Mr. John Lewis  
Criminal Justice Planner  
Wayne County Criminal Justice  
Coordinating Council

Ms. LaNita Haith Mills  
Associate Director  
Committee on Self-Determination  
New Detroit, Inc.

Ms. Carol Williams  
Executive Assistant  
Office of the Mayor

Detroit, Michigan Action Plan

I. STATEMENT OF PHILOSOPHY

Our attempts to develop a comprehensive youth policy for the City of Detroit have been delayed too long. Various factors warrant that we must now adequately address the concerns for this critical sector of our society. Although we had begun this process in Detroit prior to our involvement with the SARC task force (through the Mayor's International Year of the Child plan), we welcome the opportunity provided by SARC to further consolidate our efforts to focus policy specifically on youth involvement in institutional change.

Such policy planning takes place in a national context within which, since 1965, policies resulting in institutional neglect were coupled with unstable political and economic conditions. The products were fragmented at Federal, State and local levels that viewed youth as "problems" that must be "treated." Further fragmentation occurred in a myriad of social service delivery systems competing for resources. School systems are under attack and are maligned for not successfully educating the young people in this country although they, in fact, can do little more than attempt to educate the "average" youth. Even those attempts are failing evidenced in youth of all races and ethnicities entering society functionally illiterate.

As a result of being underutilized and undervalued, youth are in need of positive and extensive support systems that increase their levels of contribution and ultimately and consequently change

their self-images. We are in further need of contemporary, comprehensive policy that will focus on the enhancement of opportunities for the development and implementation of youth. Change oriented approaches to service delivery must be emphasized in order to provide opportunities for productive participation in the economy, positive institutional identification, increased literacy and improved conditions of mental health.

We believe that the citizens of Detroit are very much concerned about these questions which have been defined and assigned under the rubric of "the problem with youth" and will support institutional and governmental structures that seek a redefinition and redirection toward recognition of youth as a resource which must be developed and less on approaches that are characterized by tactics of control and containment. We further recognize that discipline and responsibility will be key elements in the change of direction towards viewing youth as a resource. The new structures must de-emphasize control and stabilization of youth and move toward a greater emphasis on youth involvement in the development of their creative potential.

The school provides a forum within which to test the efficacy of a policy based on the assumption that youth want to learn, to be useful and to contribute. Such a policy should be further based on the theory that learning is facilitated by active learner participation in an educative process that truly facilitates a person's ability to master and to change his/her immediate and future environments.

## II. GOAL

Our goal is to develop a plan of action that will support, allow for and/or stimulate the creation of local programs that provide an opportunity for youth/students to: 1) participate in planning, organizing, implementing, evaluating; 2) learn specific and clearly defined knowledge and skills with credit; 3) earn pay for services performed as they develop and implement projects that improve the school learning climate so that the potential of youth to get productive work and negotiate the complexities of the micro/macro environment is enhanced. This goal is to be realized by clarifying, redefining, developing and/or changing local policy (e.g., goals, procedures, guidelines, structures, laws etc.).

The suggested program recommendations were conceived in response to the youth and societal needs outlined above and in consonance with two sets of outcome objectives. We believe that these objectives are important criteria for moving programs from the control/containment of youth toward facilitation of the development of youth.

- A. Student participants should acquire, through personal and group learning experiences, skills in the following areas: 1) social problem description, 2) social problem resolution, 3) work attitudes, 4) work skills.
- B. Agencies and individuals within agencies should acquire skills in the following areas: 1) social problem description -- resolution, 2) sensitivity to the developmental needs of youth.

There are, of course, many other program ideas which could be developed in response to these outcome objectives. The following listing is only a starting point.

## III. YOUTH PARTICIPATION

## A. Improvement of School Learning Climate

1. All schools will develop elective opportunities for youth to impact on improving the school learning climate.
2. Schools will develop new means for community groups to contribute to efforts to improve the school learning climate.
3. The school system will view this "elective opportunity" as a regular budgeted program and, as such, will provide both direct and indirect services in support of this program.
4. Students will receive course credit for the elective experience.
5. Students will receive salaries for their participation in activities supported with non-school funds (e.g., CETA, Juvenile Justice and other external agency support dollars should include monetary stipends for students).
6. Agreements for information, hard services, etc., from agencies external to the school will be articulated as needed.

## B. Work Skills Development

1. Development of youth entrepreneurship programs
  - a. Chamber of Commerce, DDDA, Economic Growth Council and other appropriate organizations will assess the current levels of manufacturing, service, retailing and commercial enterprises in Detroit for the purpose of identifying specific community and/or business needs which are not being served and which YOUTH could fill through YOUTH ENTREPRENEUR projects.
  - b. The Department of Labor (Manpower) in cooperation with other agencies (Small Business Administration, Agriculture, et al.) will facilitate the development of YOUTH ENTREPRENEURSHIP Projects to meet these needs for business and/or community service.
2. Development of a Job Skills-Job Needs inventory
  - a. Private for-profit industry will support school- and community-based career training (vocational

education) programs (especially the DPS "employ-able skill" graduation requirement) by volunteering and maintaining job skills -- job needs inventories on which meaningful modifications to youth training programs could be based.

- b. School system will be responsible for responding programatically to the skills needed by youth to function as youth entrepreneurs. Curriculum will focus on both basic and work-related skills. Students would receive credit.
- c. Business/government could establish a YOUTH-WORK bank in support of these entrepreneurship projects which would bank both hard dollars and professional skills.
- d. School system will develop and maintain a mechanism to respond to the inventory with curriculum modifications.
- e. Government will develop an incentive program to encourage business to participate in this career education program for youth (sanctions against non-participating businesses??).

C. Program Development, Operation, and Evaluation

- 1. Government and private human services agencies will develop youth participation plans and programs which provide meaningful opportunities for youth to develop their potential through:
  - a. participation in agency governance
  - b. participation in agency administration (development and provision of human services)
- 2. Agencies will develop youth advisory boards and where possible youth will be given voting rights on agency boards.
- 3. Agencies will develop youth employment slots supported with Manpower and agency funds.
- 4. Given a change in the CETA rules, private, for-profit business would also provide employment slots for youth, again on a matched public-private resource basis.
- 5. The school system will provide class credit for these youth participation experiences in problem definition, problem solution building, advocacy, etc.

- 6. The school system will also provide supportive services to the youth participants (facilitate the acquisition of research, public speaking, interpersonal relations, and other skills as necessary).
- 7. Out-of-school youth will receive these services through the sub-contracting community based agencies.

IV. PROPOSED TASK FORCE ORGANIZATIONAL STRUCTURE

DETROIT INTER-AGENCY	25 member commission
Commission on Youth	co-chaired by Mayor and WSU Pres.

Inter-Agency Steering Committee

Action Plans	Action Plans
Institutional level	Citizen/Youth Based Organizations
Action Plans	Action Plans
Human Resources	Voluntary Organizations

TASK FORCES

Employment

Special Events Committee	Cultural Development	Recreation and Athletics	Juvenile Justice
Educational Development	Finance Committee	Health	Special Resources Committee

## V. MISSION STATEMENTS FOR ORGANIZATIONAL LEVELS

## A. Commission

1. Establish policy priorities and identify issues
2. Establish and clarify goals and objectives of action programs plans involving youth
3. Seek and approve funding as appropriate to youth projects
4. Approve general proposal guidelines

## B. Inter-Agency Steering Committee

1. Review agency action plans
2. Present plans to commission
3. Assist task force agency/departments in refining their action proposals
4. Draft guidelines for Commission approval

## C. Action Plan Cluster

1. Does needs assessment and analysis in concert with Task Force Groups
2. Delineates levels of program duplications
3. Arranges for agency/institution sharing of resources, revenues and data

## D. Task Forces

1. Each Task Force represents agencies with similar focus on youth
2. Join together to develop joint and/or separate proposals relative to youth needs
3. Isolate most critical areas in Task Force's field
4. Develop plans that are short term, long term, and measurable for commission approval
5. May wish to meet with other Task Forces to foster program presentations or exchange expert knowledge in specific program areas.

Detroit, Michigan

Progress Report Summary, April, 1979

The Detroit Task Force was perhaps the most ambitious task force at Coolfont. The members were in key positions in the city's administration and had a reputation for their skills in getting things done. The Mayor of Detroit had a personal representative in Carole Williams, his administrative assistant. The Task Force also came well prepared. Before the members left Detroit they decided to use the opportunity of the Coolfont Conference to design an Action Plan that would tie in with the Detroit efforts of program development under the auspices of the United Nations International Year of the Child. They saw a unique opportunity to work together for a week on this plan without interruption by the demands of their jobs that interfered constantly at home. Carole Williams expressed her belief clearly when she pointed out that the Coolfont experience really made the difference by enabling them as a team to write down the strategy to be followed.

Commission on Youth.

The Mayor appointed a 24-member Commission on Youth that is empowered for eighteen months. The Commission is co-chaired by the President of Wayne State University, the Superintendent of the Detroit Public Schools, and the Mayor of the City of Detroit. Youth participant delegates are linked to this Commission, which is designed so that each appointed member serves also on one of eight Task Forces that work in the major areas described below. Through the eight Task Forces, the Commission will implement a five-year plan for child and youth programs that will eventually involve 600 youth-serving agencies.

### Commission Task Forces.

Through the Commission on Youth, Task Forces were formed in the following areas: (1) education; (2) health; (3) child care; (4) culture and media; (5) juvenile justice; (6) work; (7) family and parenting; and (8) recreation and athletics development.

As a first assignment, needs assessments in all areas were established and meetings are being held now by each Task Force with community members and agency officials to look at the need for policy program changes in their particular area. All Task Forces have youth participants and most of them have specifically created youth caucus components.

### Detroit Model

It is felt that the Detroit Model, developed in part through the Coolfont Conference, has a great deal of potential for successful application in cities. Several elements seem critical for success and appear to be essential if the total program is to function as a city-wide effort:

1. It was important that the program received a clear and strong executive commitment from the Mayor. This was established by the assignment to the initial Task Force of a close administrative assistant to the Mayor, who acted as a spokesperson for the Mayor and who was above Departmental levels. This contact allowed the Task Force to act on plans with direct support from the Mayor.
2. The appointment of the Commission on Youth was critical, as active community leaders had to be appointed who guaranteed implementation of plans.
3. It was important that the decision was made to form separate

Task Forces in various areas and to link them directly to the Commission.

4. Direct youth participation in the work of the Commission and of the Task Forces was an essential element that was a direct result of the Coolfont Conference.

5. The written formalizations of the program plans were also an important element in the overall model. This critically needed element was particularly supported by the Coolfont experience, which provided a time and place for the initial Task Force members to work together on a written plan with little interruption.

As Carole Williams, the Mayor's administrative assistant, said: "Coolfont provided for us a most supportive environment where we could get to know each other and work out a comprehensive action plan that would have not been possible otherwise. The philosophy and theoretical basis presented to us in The Value of Youth gave us the needed perspective and support to get away from more traditional approaches to youth issues and opened the way for innovative and much creative thinking that could mean the difference needed to real successful new program development."

**ACTION PLANS**

Montana (Native Americans)

Mr. Bill Cady  
Manager, Montana Job Service

Mr. Clarence Gilham  
Education Counselor

Mr. Darryl M. Gray  
Executive Director  
Montana United Scholarship Service

Mr. Harold E. Gray  
Executive Director  
Bear Chief & Associates

Ms. Betty Hull, Director  
Pikuni School

Mr. John Sunchild, Director  
Rocky Boy Reservation Extension Program

**Montana State (Native American Groups) Action Plan**

Sponsoring Agency: Montana United Scholarship Services

Program Title: Montana Youth Participation in Education and  
Employment

**I. PREAMBLE**

We see policy change resulting from the introduction of exemplary youth participation programs rather than trying to get initial policy change from bureaucracy. Autonomous projects are more apt to succeed and thereby become a more permanent vehicle for meeting the needs of youth. Bureaucracy is more likely to compromise the intent of youth participation programs so we feel that meaningful long-term change can result only after we have provided examples of successful youth participation projects.

**II. PHILOSOPHY**

We believe every effort must be made to bring into positive perspective the value of youth. Equally important is the value and respect for adult leadership.

**III. PROGRAM GOAL**

Operate to maximum feasible extent a program that provides necessary information to the youth to make them feel adequate and competent. This information should be provided before they enter the labor force (before age 14) through an experience-based educational employment program that draws upon models of their background

and culture.

#### IV. STEERING COMMITTEE

Great Falls Public Schools  
 Montana Job Service (CETA Training Center)  
 Juvenile Justice  
 Montana United Scholarship Services  
 Pikuni Community School  
 Blackfeet Juvenile Rehabilitation Center  
 Manpower - Blackfeet Reservation  
 Montana Effort for Collaborative Education

#### V. PROGRAM PARTICIPANTS

10 in-school youths and 10 out-of-school youths per site

#### VI. PROGRAM JOB DEVELOPERS

Three PSE Positions funded by CETA

- A. Identify positions in community (public and private)
- B. Identify skills to be learned by youth participants
- C. Arrange for high school credit for work experience
- D. Coordinate placement in jobs
- E. Develop training plans
- F. Maintain records (training files)
- G. Monitor internal activities
- H. Coordinate program with related agencies
- I. Publicity
- J. Arrange for external evaluation of program

#### VII. KEY COOPERATING AGENCIES (GREAT FALLS)

Juvenile Justice  
 Great Falls Public Schools  
 Montana Job Service (CETA Training Center)

#### VIII. KEY COOPERATING AGENCIES (BLACKFEET RESERVATION)

Pikuni Community School  
 Blackfeet Juvenile Rehabilitation Center  
 Manpower Office (Blackfeet Reservation)

#### IX. TECHNICAL ASSISTANCE AND TRAINING

Bear Chief and Associates

#### X. YOUTH PARTICIPATION

- A. Job Developers
- B. Evaluation - Internal (with assistance: develop and conduct)
- C. Publicity
- D. Developing youth work as community development: care for aged, care for young, recreation, etc.

#### XI. PROJECT PROBLEMS

- A. Transportation (school district, Opportunities, Inc., Indian Education Center, GSA)
- B. Pay for driver (CETA)
- C. Pay for professionals (develop training materials, management systems, employment counselors)
- D. Pay for supplies, telephone, travel, etc.
- E. Office and classroom space
- F. Integration of agencies and services
- G. Apathy and disinterest

#### XII. RESOURCES (POTENTIAL)

Potential resources include CETA, BIA Career Development, Youth Work, Inc., MUSS, Pikuni School, Job Service (CETA Training

Center), Blackfeet Juvenile Rehabilitation Center, Indian Health Service, special programs for disadvantaged youth (EOC, HEW-OE), Career Education (HEW-OE), Great Falls Public Schools, Opportunities, Inc., Indian Education Center (Great Falls), Juvenile Justice, Chamber of Commerce, Blackfeet Tribe (political support), College of Great Falls, Blackfeet Community College, NIE (Oliver Moles), Mary Kohler (resources for youth, private foundations).

#### XIII. NEEDS

- A. Improve youth response to education (respond to high push-out rates; low percentage for college graduation).
- B. Reduce high incidence of delinquency and youth crime.
- C. Reduce high unemployment rate -- almost 30% of all Blackfeet reservation youth aged 16-18 are neither in school nor at work.
- D. Make youth employment meaningful -- contributing to improvement of community.
- E. Integrate various agencies and resources.
- F. Need to develop competent middle management.

#### XIV. EVALUATION

Internal evaluation (continuous monitoring system)  
External (independent) evaluation

#### XV. SUMMARY OF PROGRAM OBJECTIVES

- A. Through the dissemination of information, make the youth aware of their rights and responsibilities.
- B. Develop an element of respect between adults and youth through the cooperation of an educational program by elders that maintains cultural tradition.
- C. Develop an awareness within the student that there is more

than one kind of reward for services; e.g., school credit, appreciation, respect and admiration are rewards for services.

- D. Generate an educational program that actively involves youth in their education.
- E. Place students in meaningful jobs so they can learn while they earn.
- F. Establish a technical system of training and management for school staff, parents and students.
- G. Contact schools and agencies to provide training and employment through educational and job training plans which give credit, pay and other rewards.
- H. Develop criteria to evaluate student learning while in projects or on the job.
- I. Develop an evaluation plan that is professionally directed but involves youth in all phases and is geared to program development.
- J. Develop a program accountability system.

Montana  
Progress Report Summary, April, 1979

The Montana Native American Task Force needs technical assistance and plans to have Dr. Arthur Pearl assist it in securing such assistance from LEAA. Mr. Darryl Cray prepared a proposal that will provide for educators specific teaching programs on American Indian issues. At the present time, he is working on a proposal to be submitted to Youthwork, Inc., to receive support for developing youth participation programs. The Task Force plans also to develop 75 CETA positions for youth participation projects and has applied to the Governor's Manpower Council for assistance. As long as the Task Force does not receive technical assistance and some funding, little progress can be expected, since the Task Force does not have the resources necessary to move on.

ACTION PLANS

Sterling, Colorado Task Force

Ms. Kathryn DePew  
Senior Consultant  
Colorado Department of Education  
Accreditation & Accountability Services  
Colorado State Library

Mr. William Agnew  
Administrative Assistant, R E-1  
Valley School District

Mr. Stan Gorman  
Youth Specialist and  
Liaison to Justice Department  
City of Sterling

Mr. Miller Kelly  
CETA Representative  
Job Service Center

Dr. Lowell Loffelmacher, Principal  
Sterling High School

I. PURPOSE

Many agencies, organizations, groups, and individuals have been involved in attempting to change disparaging trends towards, for example, increased vandalism, unwanted pregnancies, runaways, school truancy, drug and alcohol abuse, and apathy, but little has been accomplished to date in reversing those trends. The way in which these problems have been traditionally approached is very fragmentary in nature, that is, the schools, juvenile agencies, city and county agencies work on problems from their quite narrow perspectives.

What is needed is a coordinated course of action which includes the assessment of the needs by all agencies and youth involved. In addition, a new philosophy is needed which recognizes that all youth, through participation in planning, developing, implementing, and evaluating programs in our community can contribute as valuable resources towards social improvement.

II. STATEMENT OF PRIORITY NEED

- A. To reconstitute the Youth Participation Task Force to include youth and other representatives from the community.
- B. To develop and implement a co-operative assessment of community needs.
- C. To bring all agencies together to develop a cooperative approach to a complex set of community needs (concerns which will involve integrating the efforts and resources of the community (youth, adults, agencies and community groups). It is recognized that the attitude and philosophy for cooperation exists but needs implementation.

III. STATEMENTS OF PROGRAM OBJECTIVES

- A. To inform community and youth of task force on youth participation.
- B. To develop strategies to allow youth to have ownership in the program.
- C. To assess current and future educational strengths and needs, social strengths and needs, and employment resources and needs.
- D. To facilitate the implementation of a cooperative effort towards meeting "community" needs.
- E. Establish an on-going network of community groups, youth, agencies, and all concerned persons.
- F. Establish and maintain a network with other youth participation task forces, CADRE, and agency people.

IV. MAJOR ACTIVITIES

- A. Research present awareness of situation, i.e., newspaper files, interview youth agency leadership.
- B. Use available resources to inform youth and community, i.e., speech making, newspaper television, radio, youth from Coalfont Conference (Nate Ross) and State Accountability Advisory Committee (Brent Gray).
- C. Let youth self-select without coercion to encourage an array of youth.
- D. Give youth opportunity to work on all phases of the planning process; let them be a part of, not just a role, in.
- E. Emphasis on long range nature of student participation.
- F. Design a procedure which will provide pay and academic credit for task force work.
- G. Actively solicit a stratified representation including self-selection of the community.
- H. Concentrate effort to educate potential resources (people) that otherwise might be obstacles to the Youth Participation Program, i.e., set up subcommittees on specific tasks on which these people might serve.
- I. Utilize youth to educate and involve community publics.

- J. Identify youth/community projects initiated by youth that have a positive impact on the community.
- K. To identify positive and/or negative forces in our community, plus means of using information.
- L. Form an assessment task force composed of youth, community and agencies which will design and implement an assessment instrument, analyze data, and make recommendations on objectives I, J, and K.
- M. Solicit support for youth participation from existing committees in the community, e.g., the following:
  1. the coordinating council for youth
  2. school district advisory accountability committee
  3. student council
  4. Young Life
  5. junior college and secondary schools
- N. To develop presentations, short one-page written materials and 15 minute speeches.
- O. Train members of youth participation task force in listening skills and other communication activities with the emphasis on listening to the comments positive/negative from the "community."
- P. Develop a youth participation column for the community and school newspapers with at least three columns run.
- Q. Develop and publish an on-going agenda for the youth participation task force.
- R. Involve youth in radio station recording, plus record 10-second radio spots and be guests on radio and TV talk shows.
- S. Identify and utilize state-wide communication networks including newsletters, school climate resource books, Public Broadcast System, and CADRE.
- T. Plan quarterly meetings involving representatives from all community agencies, groups, youth, and interests.
- U. Train youth to write guest editorial in local paper.
- V. Maintain written communication with other youth participation task forces and compile Sterling Youth Participation materials for CADRE and other information sharing networks.

Sterling, Colorado.  
Progress Report Summary, April, 1979

The Sterling, Colorado Task Force meets monthly with members of the community, including a substantial youth representation.

Action Task Forces. During their last meeting on April 4, they formed 5 working groups, or action task forces, to develop future activities. While no group was given a mandate to focus on a specific topic, three of these groups were designated as youth action task forces to be chaired by youth. Two action task forces had an option to have either an adult or a youth as chairperson. The original Task Force intends to have many of the activities in the community carried out by the newly formed action task forces whose chairpersons will eventually form a steering committee for all activities to ensure that the various programs are kept on target.

Vandalism Prevention Project. A youth project was started that directly addresses vandalism issues. Fifty high school students have been trained to go to elementary schools (grades 4, 5 and 6) to present a program on vandalism and its prevention. They go to classrooms in pairs, make a presentation, and conduct a question and answer period. The 25 pairs receive academic credit for this activity. Dr. Lowell Loffelmacher, Principal of Sterling High School and a member of the original Coolfont Task Force, is helping with this program and decides with the students on the amount of academic credit they earn. Plans are being made to train Junior High School students to conduct the same kind of program in grades K-3. During the April 4th meeting, it was decided that the students should make color slides to document

some of the vandalism issues and begin to develop other visual material for presentation purposes.

While the group of students working in this area gets support and counsel from Dr. Loffelmacher and Dr. Kathryn DePew, Senior Consultant, Colorado Dept. of Education, it is the goal of these two Task Force members that the students eventually become totally self-sufficient.

Program Planning for Summer and Fall of 1979. The meeting of April 4th resulted in a decision that should lead to summer and fall activities for students. It was decided that the students should make a thorough needs assessment survey during the summer recess. Information from this assessment would be used for fall activities. The general goal is to bring the community and the school closer together. These plans will be finalized at a May 1st meeting. The original Task Force is also in the process of updating the initial action plan. The Task Force is pleased with the strong support it receives from the community and from the local media.

## ACTION PLANS

### St. Paul, Minnesota Task Force

Mr. Eugene Burns, Director  
Community Corrections Department  
Ramsey County

Mr. Ronald Finnegan  
Project Director  
Community Improvement Corps and  
Youth Career Education & Employment  
Project  
St. Paul Public Schools

Ms. Ann Jaede  
Juvenile Justice Team Leader  
Minnesota Crime Control Planning Board

Mr. Joseph Nathan  
Assistant Principal  
Murray High School

Mr. Gary Park  
Assistant Superintendent for  
Legislative Affairs  
St. Paul Public Schools

Dr. James E. Phillips  
Asst. Superintendent for Secondary  
Education  
St. Paul Public Schools

St. Paul, Minnesota Action Plan

I. OVERALL GOAL

Schools and other institutions in the community will cooperate to promote constructive participation of youth within the schools and community of St. Paul. Youth participation will include:

- A. Youth drawn from a wide cross section of St. Paul secondary school students.
- B. Youth working on projects that respond to needs of their communities.
- C. Youth working with adults in a partnership.
- D. Youth having the opportunity to help plan and guide their own activities.
- E. Youth having time for critical reflection on their actions.
- F. Youth working in a group for a common goal.
- G. Youth developing measurable skills as part of their project.
- H. Youth earning academic credit and/or pay for their efforts.

II. OBJECTIVES

- A. The Task Force will work with youth-serving agencies to stimulate the creation of programs that meet the overall goal. Strategies will include:
  1. Mini-grants for Youth Participation projects
    - a. The Task Force will request that the school district budget between \$5,000 and \$10,000 during 1980-81 for mini-grants to teachers and/or agency personnel.
    - b. Successful mini-grant applications.
      - i. will propose activities which meet the criteria for Youth Participation projects established in the Task Force's overall goal.

- ii. will involve a teacher in proposed activities
      - iii. may be student initiated
      - iv. may involve other youth-serving agencies and personnel in proposed activities
    - c. The Task Force recommends that participation in a two- to three-hour inservice workshop be a prerequisite to eligibility for mini-grants. Other forms of credit might also be available to inservice participants.
    - d. The availability of training and the mini-grants would be widely publicized. Students would be encouraged to participate.
  2. Outside grant strategy
    - a. The Task Force will explore other outside funding sources for dollars for Youth Participation projects.
    - b. The Task Force will request that \$10,000 of the district's 1980-1981 budget set aside for local matching funds for discretionary grant programs be dedicated for matching awards to Youth Participation projects.
  3. CETA - The district's CETA staff will continue to consult with applicants for CETA funds about youth participation strategies.
  4. The Task Force will seek to expand its membership to include additional youth and other youth-serving personnel (a maximum membership of 10 members).
- B. The Task Force will work within the school district and with personnel from other agencies to implement one pilot Youth Participation project during the 1978-79 school year. Strategies will include:
    1. The Task Force will establish a student/adult team through Photo City Learning Center which will (by June, 1979) develop a plan for establishment of an organization of St. Paul (and possibly Metro area) students which will (beginning in the fall of 1979)
      - a. Survey students to determine primary concerns.
      - b. Share those concerns with appropriate city, county and state legislative groups.
      - c. Work with other organizations to encourage appropriate

legislative groups to change or strengthen policy in response to young people's concerns.

- d. Help high school students develop skills in such areas as public speaking, research writing, working toward a common goal with a group, organizing groups of people.
  - e. Obtain support from various groups so that this student organization can continue and grow in strength and influence.
2. Students working in the group will receive academic credit; work, outside regular class assignments, will be paid through CETA and other funds.

### III. EVALUATION

In May, the original Task Force will meet for the specific purpose of reviewing progress toward overall goals and objectives. Specific school projects will be evaluated individually by school evaluation staff. Evaluations should include outcome and process measures.

St. Paul, Minnesota  
Progress Report Summary, April, 1979

Two innovative student-based activities were initiated in St. Paul. The first program focuses on the legislature and in particular on the activities of lobbyists. The goal of the program is to inform students about private and citizens' groups that influence law making. Students observe lobbyists, research proposed legislation, and learn how to lobby effectively. A second program initiated is a mini-grant program that functions like a real grant program. Students apply for small amounts of funds needed to carry on small research projects.

### ACTION PLANS

#### Cadre Task Force

Dr. Arthur Cole  
 U.S. Office of Education  
 Teacher Corps

Mr. Arturo Franco  
 Southwest Training Institute, Inc.

Mr. Ken Nochimson  
 Director, Open Road

Mr. Alvin Rubin  
 Associate in General Work Experience  
 Programs  
 New York State Education Department

Dr. Burnett Severson, Principal  
 North High School

Mr. Clarence C. Walker  
 Coordinator, Youth Advocacy Programs  
 U.S. Office of Education  
 Teacher Corps

Ms. Vivienne Williams  
 Teacher Corps, Youth Advocacy

Mr. Spencer Wyatt, Director  
 Cooperative Vocational High School  
 Weber School District

Collegial Association for Development  
and  
Renewal of Educators  
(CADRE)  
Action Plan

I. GOALS

The purpose of this action plan is to provide guidelines and specific models for educators, community leaders, youth and public officials who are interested in the development and implementation of youth participation programs that focus on the study and improvement of school climate.

This action plan is designed to:

- A. Encourage the development of youth participation models that are directed toward improving school climate.
- B. Promote and influence the development of model youth participation programs across a broad national spectrum.
- C. Identify implementation strategies for replication that fosters collaborative planning processes and that involves major constituencies that are representative of human services and that reflect a joint funding base.
- D. To enable a planner or planning group at the community or school district level to develop and implement a youth participation program (possibly with some technical assistance).

II. FACTORS TO BE CONSIDERED

Any plan for youth participation should include youth in the planning process from the very beginning. It should also include a clear definition of youth participation. One possible definition (and each planning group will need a consensus on a definition) is the following:

A. Theoretical Considerations Concerning Youth Participation, Evaluation and Work

1. Develop a theoretical base appropriate to the concept of "youth participation."
2. What are the relevant goals of education? (i.e., Who decides? Is there consensus and commitment? Who performs relevant functions?)
3. Determine what constitutes "work." (i.e., Does it have value to society? What are the economic relationships?)

B. Involvement of Youth

1. Develop strategies for procurement that will insure broad representation that reflects the composition of the student body.
2. Launch a public information campaign using posters, flyers, newspapers, student networks, etc.
3. Develop and implement strategies to reach alienated youth.
4. Identify communication linkages for the processing and transfer of information that moves to and from youth groups and organizational personnel.
5. Insure and display administration's statements of support and commitment for youth participation programs.
6. Refer to E.B.C. publication on Management/Student Recruitment Section: 1855 Folsom Street, Far West Laboratory for Educational Research and Development, San Francisco, CA 94103.

C. Needs Assessment

1. Conduct a comprehensive needs assessment that follows good research methodology.
2. Include in the data gathering effort a cross-section of participants that is representative of all significant populations.
3. Build into the plan evaluation designs, both formative and summative, for feedback and corrective actions.
4. Refer to the CADRE publication, School Climate, Evaluation and Implementation, by Howell and Grahlman, for use of school climate evaluation techniques.

5. See Section #3 of the SARC Youth Participation in Program Development handbook.
6. See the SARC student manual Program Development Book -- A Youth Perspective.

#### D. Community Involvement and Commitment

1. Survey the community to identify all existing and related community services and programs.
2. Enlist support from community, civic and governmental organizations.
3. Give careful consideration to using the media to reach the total community and youth (see 3.48 of the SARC Youth Participation in Program Development handbook for detailed suggestions).
4. Develop coalitions for input and delivery of information and services.
5. Promote collaborative decision-making processes among community populations.
6. Involve community human service agencies in support of and to advise youth participation projects.
7. Include union leadership representation in an advisory board for youth participation, and develop statements delineating the benefits of youth participation programs to unions by identifying youth participation policies that are consistent with union policies.

#### E. Parent Awareness and Involvement

1. Describe and disseminate examples of effective programs of youth participation to parents and parent groups.
2. Include parents in program planning.
3. Encourage communication between parents and students involved in youth participation programs.
4. Use parents as consultants in areas of their expertise.

#### F. Credibility of Youth Participation as Learning Experience

1. Develop individual learning contracts for each participant that specify three types of learning: applied basic skills (reading, oral communication, quantitative skills), core life skills (interpersonal

skills, inquiry skills, problem-solving, decision-making), and career development skills (career decision-making, career entrance skills).<sup>1</sup>

2. Provide for the awarding of high school completion credit for each type of education within the triad as well as credit for project work outside the triad.
3. Design programs that satisfy all state and local requirements for high school completion and for awarding the diploma.
4. Determine that all policies, learning experiences and staff commitments related to youth participation projects are in full compliance with state statutes and local school policies.

#### G. Training for Staff Members<sup>2</sup>

1. Provide in-service training for educational personnel that will yield the acquisition of skills in the following areas: listening, group processes, self-evaluation, etc.
2. Provide in-service training for educational personnel and program operators that will yield the acquisition of skills in the following areas: organization and leadership of advisory boards, decision-making processes, group dynamics, etc.

#### H. Fiscal Resources

1. Establish and maintain contact with local and state people responsible for funding sources.
2. Consult the Federal Register and the Commerce Business Daily to keep abreast of federal funding programs.
3. Work toward the development of a consortium of funding sources, including ESEA, CETA, Vocational Disadvantaged and Handicapped programs, etc.
4. Explore foundation funds and contact local sources for assistance in grantmanship.
5. Acquire the services of an individual skilled in preparing proposals and securing funding.

#### I. Examples of Model Programs

1. Youth Participation Project as Part of Student Government (Denver, Colorado).

- a. As an evolution of the usual student council concept, North has set up a broad based voluntary (elective) class which interested students take for credit. It has been in operation about six years and is called SPEAC (Student Political and Educational Action Committee).
- b. The group meets every school day for one regular length class period. They receive the usual 5 hours credit.
- c. The faculty and administration is committed to regard this group as representatives of the student body. Periodic meetings with the administration and/or others concerned with a project or recommendation are held to insure direct consideration.
- d. To further broaden the base of SPEAC, a representative from each Teacher-Advisor<sup>3</sup> group is charged with getting consensus from all students throughout the school (a sort of senate-house arrangement -- there are 63 Teacher-Advisor rooms). These T-A reps meet with SPEAC or on their own as required by the nature of the problem or project. The T-A period is 25 minutes for 3 days per week and carries 1 hour credit per semester. Its activities include many informational and counseling type topics.
- e. SPEAC carries on a wide variety of community and school activities in addition to making recommendations for policy changes or curriculum improvement.

Contact: Burnett Severson, Principal  
North High School  
Denver, Colorado

## 2. Youth Involvement Task Force (Palo Alto, California)

A Task Force composed of students and community members was appointed by the city Human Relations Commission to investigate the status of opportunities for youth to be involved in the community. The group did two separate needs assessments. Their top recommendation for a Youth Commission was turned down for funding by the city of Palo Alto. The second recommendation for getting a CETA position to help the Tri-School Council with an expanded authorization was accepted. The Tri-School Council's charter was rewritten to reflect the additional change. The Tri-School Council is composed of students from three schools with staff consultation.

John Porter, Student  
Dr. Richard Carey, Research Dept.  
Palo Alto Public Schools  
25 Churchill Avenue  
Palo Alto, CA 94306

CETA - 1 position  
PAUSD - Staff Time (5% FTE)  
City - H.P. Commission

### III. DISSEMINATION

This action plan will be disseminated by SARC and CADRE to the following groups:

#### A. Education Organizations

- |            |                                 |
|------------|---------------------------------|
| 1. CADRE   | 7. USOE - Teacher Corps         |
| 2. NASSP   | 8. NASB                         |
| 3. AASA    | 9. PTSA                         |
| 4. NEA-AFT | 10. AAJC                        |
| 5. ASCD    | 11. State Education Departments |
| 6. APGA    |                                 |

#### B. Juvenile Justice System

#### C. Community Agencies

#### D. CETA-Manpower

#### E. Law Enforcement Agencies

#### F. Employment Services

#### G. Media

### IV. EVALUATION

Given an implemented program as projected in this action plan:

- A. Youth will experience parity as participants in decision making.

- B. Youth and community will gain knowledge and experience from developing needs assessment and objectives.
- C. Youth participation will realize the support of the total community.
- D. Youth, educators and community agents will gain training and expertise in a cooperative design.
- E. Youth will demonstrate positive behavioral growth in the following: achievement in basic skills, self image and self discipline, personal responsibility, progress toward high school, career decision making, interpersonal relationships.

## Footnotes

<sup>1</sup>Resources are SARC publications Interviews and Questionnaire Design by Rosenberg and Program Development - A Youth Perspective.

<sup>2</sup>See the following publications:

CADRE Publications Center  
College of Education  
600 South College  
University of Tulsa, OK 74101

Experience Based Education - Training Manual for Teachers  
Far West Regional Laboratory

Teacher Corps publications on teacher training. Floyd Water  
University of Omaha, Omaha, Nebraska

<sup>3</sup>The T-A program at North was instituted in September, 1977 and assigns 25 to 30 students to a faculty member for 3 years.

CADRE  
Progress Report Summary, April, 1979

Dr. Richard Carey was designated as the contact person for any clarification and refinement of the guidelines that were developed by CADRE at the Coolfont conference. During the annual meeting of CADRE, held in Southern Arizona recently, several CADRE members who also belong to the various Task Forces had an opportunity to discuss the progress of their projects begun at Coolfont. Generally, the consensus was that, in spite of the lack of outside support for local projects a great many projects were implementing truly innovative youth participation programs. The hope was expressed that outside support for the local Task Forces would be forthcoming.

**ACTION PLANS**

Youth Task Force

Mr. James Azzarito, Jr.  
Massachusetts

Mr. Tony Burks  
Minnesota

Mr. Robert Costa  
Aurora, Inc.  
Washington, D.C.

Mr. Ernest Jackson  
Washington, D.C.

Ms. Katie Kelley  
Washington, D.C.

Ms. Aenea M. Keyes  
California

Gregory Lester  
Washington, D.C.

Mr. Phillip Linzi  
California

Ms. Kyle Medelman  
Minnesota

Ms. Carolyn Neyland  
California

Pat C. Ramirez  
California

Mr. Clarence Rice  
California

Ms. Linda Rosenberg  
California

Mr. Nathaniel Ross  
Maryland

Mr. Willie Stapp  
California

Mr. Craig Sundlee  
California

Ms. Ramona Williams  
California

**ACTION PLANS**

Workshop Facilitators/Staff

Mr. Sam Alley, Executive Dir.  
Social Action Research Center

Mr. Charles Austin  
Consultant, SARC

Mr. Robert Avenson  
Research Associate, SARC

Mr. Richard Bernheimer  
Consultant, SARC

Mr. Jerry Blake  
School of Urban Affairs  
Portland State University

Dr. Judy Blanton  
Professor, Wright Institute

Ms. Florence Bonner  
Professor, Behavioral Sci. Dept.  
University of Houston

Mr. Dennie Briggs  
Prof., School of Human Learn-  
ing and Development  
Governor's State University  
Illinois

Dr. Richard Carey, Coordinator  
Research & Program Evaluation  
Palo Alto Unified School Dist.

Ms. Vicki Duncan  
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Mr. Jim Galvin, Project Director  
National Council on Crime &  
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Ms. Janice Gamache  
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Dr. Bailey Jackson, Director  
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University of Massachusetts

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Ms. Ruth Maguire  
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Ms. Mignon Mazique  
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Mr. David Miller  
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POST-CONFERENCE SUPPORT

Project staff and facilitators maintained copies of all Action Plans and periodically telephoned the various Task Force contact persons to check on their progress. When problems emerged, attempts were made to put the Task Force in contact with an appropriate funding or technical assistance source which might remedy the situation. For instance, several Task Forces experienced the need for technical assistance in implementing their Action Plans. Contacts were made by project staff with LEAA and the Westinghouse National Issues Center to attempt to procure this aid.

The Youth Action Team based at SARC took responsibility for producing a monthly newsletter (New Dimensions) which served as a vital support, linking project staff, Task Force members, facilitators, and interested resource people.

A questionnaire was mailed to Conference participants in January (see Appendix C ) to solicit in-depth comments from Task Force members concerning their training and Conference experiences. A small response to this questionnaire has been received to date, perhaps because such in-depth responses required more time than Task Force members could spare. Nevertheless, those responding provided very valuable insights into the reasons for the various drawbacks and strong points of the 1978 National Conference.

WASHINGTON CRIME NEWS SERVICES

# juvenile justice digest

An Independent Summary of Significant News Events in the Field of Juvenile Delinquency Prevention

Vol. 7 No. 3

February 9, 1979

Page 1

Exclusive Report . . .

**TRUE VALUE OF YOUTH IGNORED BY TRADITIONAL JUSTICE SYSTEM**

**'Recognizing The True Value Of Youth Fulfills Their Need For A Sense Of Purpose'**

By Dr. Ernst Wenk

Young people are the nation's most important resource. However, they are not recognized as such by the media or politicians and therefore by the public. Unfortunately, America's young people — the best educated, the best informed and best intentioned generation in the world — are *under-utilized* as providers of human services, as producers, planners and as a political force in the search for justice and peace.

America can no longer afford to ignore the potential of this national energy source. Significant changes in national youth policies are urgently needed.

**'Ledger Of Violence'**

Youth crime and violence exploded into public view in the 1970s when the news media and political leaders directed attention to what appeared to be a highly destructive juvenile crime wave. The nation's schools suddenly seemed engulfed in crime. Violence and drug and alcohol abuse threatened to bring education to a halt.

After hearings of the Senate Subcommittee to Investigate Juvenile Delinquency, Sen. Birch  
(see True Value page 9)

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APPENDICES

## NATL. SERVICE FOR YOUTH NEEDED TO BREAK CYCLE OF SELFISHNESS

Voluntary national service for American youth as the means of breaking the vicious circle of "cynicism and selfishness" that plagues the country, has been called for by the Committee for the Study of National Service.

In a just-released report, entitled Youth and the Needs of the Nation, the Committee proposes engaging one million or more young people in a system of voluntary service for their country.

"Until the spirit of human service is restored among American citizens, the most pressing human problems of our society will not be solved," the report said. "The full participation of youth in national service could be a powerful force in meeting the needs of the nation and in strengthening the spirit of service."

The report said little is asked of young people today "except that they be consumers of goods and services." While there are several avenues open for voluntary service — the Peace Corps and Vista — the Committee said there is a "lack of any challenging experience away from home and outside the classroom" to bridge the gap between adolescence and adulthood.

Because of the Vietnam War and Watergate, the Committee expressed doubt that the public would accept a certified national service for youth. The report said the Committee itself is divided over whether the program should be compulsory for youth.

The Committee estimated that its proposed national program could cost between \$5,000 and \$11,000 per year per person. It would include work in such fields as schools, day-care centers, hospitals, community health centers and detention centers.

*Editor's Note: For more information or a copy of the report, contact Calvin Kytte Associates, 1625 K St., NW, WDC 20006 Tel: 202-638-1113.*

## On Capitol Hill...

### KENNEDY ANGRY OVER CARTER'S PROPOSED FY '80 LEAA BUDGET

#### 'One Cannot Help But Wonder About The Administration's Future Commitment To This Important Program'

In a head-on clash with President Carter over his proposed fiscal year 1980 budget, Sen. Edward Kennedy (D-Mass.) has blasted the administration for attempting to rip the heart out of the nation's criminal justice programs.

Calling Carter's proposed budget "unwise, unnecessary and unfair," Kennedy complained that of the \$122 million being cut from federal criminal justice programs, over \$100 million will be sliced out of the LEAA budget.

The new chairman of the Senate Judiciary Committee said the administration worked with him and others to reshape the controversial LEAA program only to find the White House "singling out LEAA for excessive reductions in the level of funding."

Under provisions of the *Justice System Improvement Act* (S-241), which was reintroduced in Congress by Kennedy last week, LEAA would, along with the National Institute of Corrections (NIC), become part of a new umbrella agency known as the Office of Justice Assistance, Research and Statistics (OJARS).

Importantly, S-241 authorizes a congressional appropriation of \$825 million a year for four years. The LEAA's FY '79 budget was approximately \$650 million. The Carter budget would reduce the budget for OJARS to around \$546 million. "It appears the LEAA constitutes the lowest priority in the administration's budget for law enforcement," Kennedy said.

"Federal officials are all too eager to become conscientious budget cutters at the expense of the only major federal criminal justice program providing assistance to the states and localities.

"One cannot help but wonder about the administration's future commitment to this important program."

## Police On-Campus

In another new project, two detectives from the Chino Police Department are currently being housed at the CYA's Youth Training School at Chino in a unique effort to speed the prosecution of wards who commit crimes in the institution.

The project, which also served the nearby California Institute for Men, is funded by the LEAA. In the past, staff investigations of serious offenses by wards took several weeks resulting in substantial delay to prosecution and adjudication of the cases.

The officers involved, Arnold Lewis and Ed Cisneros, said they will deal with serious violations through the entire legal process — from the time of the offense all the way through prosecution. They said they would concentrate on offenses serious enough to require criminal complaints being filed, rather than infractions resulting in staff disciplinary actions. However, they will also assist in disciplinary cases. The project is the first time local police have been assigned to work full-time within prisons or institutions in California.

*Editor's Note: For more information, contact CYA, Attn: Art German, 4241 Williamsborough Dr., Sacramento CA 95823 Tel: 916-445-8826.*

## True Value continued from page one

Bayh (D-Ind.) expressed the shock and despair felt by many when he compared the subcommittee report on school crime to a "ledger of violence confronting our schools that reads like a casualty list from a war zone or a vice squad annual report."

The statistics were ominous. By simple count, youth crime was rapidly increasing in amount and seriousness, and the terror of drug and alcohol abuse continued unchecked. With this frighteningly negative perspective highlighted by the media and the political leadership, the nation's criminal justice system began to devise strategies that would reverse the destructive trend.

Most of these strategies were based on models already proven unsuccessful. The traditional models

ignored well-adjusted youth and focused attention on problem youth, who were seen as defective because they were unable to adjust to what is believed to be a basically well-ordered society.

This view denies any need to change the institutional and social arrangements in our society which seem to produce increasing numbers of troubled young people. More importantly, this view continues to devalue youth, a practice which lies at the core of most maladjustment. Nothing short of a total redirection and a redesigning of national policies is called for in addressing juvenile problems democratically.

## Participants in Society

In a recent book, *The Value of Youth*, Arthur Pearl, the well-known educator and author, presented a theory on *valuing youth* that allows and encourages youth to be a fully participating part of society. This theory holds that giving young people responsible roles to produce things, perform services and create art forms would benefit all segments of society.

Dr. Pearl points out that programs based on the proposed positive approaches involving *all* youth, not just those with negative labels, would not have an inflationary impact on the economy because existing funds would be redirected similarly. The programs would not demand increased consumption of energy resources because most of the activities would focus on providing better services in health care, education, community development, child care, care of the elderly, public transportation, conservation and other on-going community problem areas.

## Toward A Positive Status

Valuing youth leads directly to true youth participation. The positive status of youth obtained through such a strategy would fulfill basic needs that currently are largely unmet. Recognition of the value of youth would fulfill youth's need for a sense of usefulness and purpose, a sense of competence and achievement; it would open up opportunities for them to gain social support from peers and from the larger community. Youth would gain a deeper understanding of the problems and

realities of social life. They could experience coherence and purpose and see the meaning and relevance of their education. In this way, young people could become part of the solutions to society's problems.

Recently fifteen Task Forces from various parts of the U. S. met near Washington, D. C. to develop action plans enabling communities to put such a theory into practice. Valuing youth and youth participation were the foundation of various plans, aimed at linking education and work more closely.

This landmark project, carried out by the Social Action Research Center of San Rafael, Calif., and funded by LEAA's Office of Juvenile Delinquency and Delinquency Prevention, is a first step in the right direction. It could provide a useful model for change which embraces the new theory of valuing youth.

The Task Forces came from Washington, D. C.; Sterling, Colorado; St. Paul, Minnesota; Tucson, Arizona; Phoenix, Arizona and the state of Arizona; Sacramento, California; Oakland/Berkeley, California; Fresno, California; the state of Massachusetts; Montana (Native American Task Force); Baltimore, Maryland; Detroit, Michigan; Houston, Texas; and a Task Force from the Collegial Association for Development and Renewal of Education (CADRE).

These task forces worked by themselves on their action plans but also had opportunities to meet and confer with other task forces, as well as with officials from various federal agencies who were available at the conference site. After one week of this work conference, the task force members returned to their communities to begin implementing their action plans.

At the present time, their work is in progress with varying degrees of success. The significance of this undertaking will become more apparent as young people around the country find themselves increasingly involved in activities that will influence their own futures as well as the future of their country.

*Editor's Note: Dr. Ernst Wenk, now the publisher of Dialogue Books, has had a long and*

*distinguished career as an educator and juvenile justice professional. From 1967 to 1977, Wenk was associated with the National Council on Crime and Delinquency's Research Center and served as the center director in 1976-77. Wenk is widely respected for his work on the school crime issue and the prevention of delinquency in schools.*

\* \* \* \* \*

*The Value of Youth, edited by Arthur Pearl, Douglas Grant and Ernst Wenk is available from International Dialogue Press, P. O. Box 924, Davis, CA 95616 Tel: 916-758-6500. Price: \$5.75. ■*

#### In Tennessee . . .

#### JUVENILE CENTER INMATES RIOT, CONTROL RESTORED WITH TROOPERS

Tennessee state troopers restored order yesterday at a juvenile center in Pikeville where raming inmates in two dormitories set fires, broke furniture and shouted obscenities to corrections officers.

Most of the 190 employees of the Taft Juvenile Youth Center resigned on Feb. 6 because the "students" had been assaulting staff members and authorities were afraid to risk lawsuits by inflicting physical punishment on the offenders.

About 50 of the center's more than 200 inmates were involved in the outburst, which was finally controlled by a contingent of 40 highway patrolmen. There were no injuries to either the students or the officers.

"We are under control now that the state troopers have arrived," said Sam Haskins, assistant commissioner for youth services. "We've just got good coverage with all the troopers here. When you've got good coverage, things tend to run smoothly." Haskins said he had no idea about the amount of dollar damage done to the facility but said "things are pretty well torn up" in the two dorms involved. ■

# END