AN INTRODUCTORY MANUAL ON YOUTH PARTICIPATION FOR PROGRAM ADMINISTRATORS

DEPARTMENT OF
HEALTH, EDUCATION,
AND WELFARE

OFFICE OF HUMAN DEVELOPMENT
OFFICE OF YOUTH DEVELOPMENT
DIVISION OF YOUTH ACTIVITIES

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Introduction

This manual contains practical suggestions for agency personnel who want to start or who want to improve existing youth participation projects. Intended to serve staffs in a broad range of agencies—Red Cross, 4-H, YMCA/YWCA, Boy and Girl Scouts, alternative community-based programs and government agencies dealing with youth, the manual addresses two central concerns: (1) How can young people already in contact with youth-serving agencies become more involved in their activities? (2) How can activities and projects be designed so they will draw a greater number of young people into the work of the agencies?

Generally, response to these concerns is deceptively simple—increase the level of participation of youth themselves in planning and carrying out activities to meet the needs of the community.

Accounts of projects where this appears to be happening appear frequently in the media. For example, a group of teenagers in New York City organized a shopping service for the elderly in apartment buildings. They assist senior citizens in other ways—explaining government regulations, taking them to appointments, helping them to get out and around the city, and acting as companions. Youth help children, as well as the elderly; a group of young people operate a full-day recreation program every Saturday for severely retarded children.

But programs such as these do not simply result from the good will of the people involved. It takes know-how to run a good program, too. We see around us a solid body of experience to be drawn on to help programs start up effectively and fulfill the expectations of both the young people and the staff of youth-serving agencies working in them.

In this manual, we will draw on that body of experience. We will give some practical suggestions so people in agencies may realize the exciting possibilities for increasing youth participation in community activities. We want to help close the gap frequently observed between

existing, adult-led programs and the vision of a truly cooperative effort between adults and maturing youth.

Agency staff can use the manual for different purposes. However, it will be more useful to staff directly involved with young people than for those in supervisory roles—either as supervisors, heads, or brokers (i.e. helping find placements and projects for young people and recruiting them for programs which already exist in the community). Although those in supervisory roles will pick up practical suggestions which they can pass on to others in close contact with the projects, they should also gain ideas and possibilities inherent in youth participation projects, as well as some of the problems of successful programs.

The crucial element in incurring successful youth participation is the role played by the project leader. He or she must learn to share responsibility, take risks, support apprehensive youngsters and help them make this an active learning experience. We hope that the manual, by illustrating the components of successful youth participation —what it does and does not involve—will encourage project leaders to think more carefully about their own roles and attitudes, values and expectations.

But the manual is more than a cookbook containing handy recipes for dealing with common problems. Adults attempting to set up youth participation programs need to know why and how they should do certain tasks typically undertaken in administering youth participation programs—for example, scheduling, insurance, etc. Individuals setting up programs need to be alerted in advance to some things which must be done, given a chance to do some advance planning (which includes a tentative schedule of support activities), and provided with resources to fall back on (both people to talk to and written documents) to avoid minor problems becoming major difficulties.

WHY YOUTH PARTICIPATION?

What is Youth Participation?

The best way to define youth participation is to describe youth participation projects.

- *In Boston, an agency serving runaway youth was interested in starting a youth participation program. Their first attempt, placing youth on the governing board, had not been a success. The agency tried another plan—a youth-operated intake service. This service was very needed and could not be supplied by agency staff. Youth participants had an opportunity to plan the intake service, recruit other youth, and devise other projects which could be operated through the agency. Despite some difficulties because of the nature of runaway youth—even with the best of intentions, they are, by nature, transient and have difficulty keeping to schedules and appointments—the program was a success.*
- *David, a 17-year-old blind student, was annoyed with the treatment he received as he traveled in buses and subways, and thought effort should be made to educate children not only about how to help in obvious situations, but about blind people in general. He and two sighted friends set up a project*

[1] The National Commission on Resources for Youth (NCRY), has done just this in several publications. The National Commission on Resources for Youth. *New roles for youth in the school and the community.* New York: Citation Press, 1974. *Youth participation,* a report of the National Commission on Resources for Youth to Department of Health, Education and Welfare, Office of Human Development, Office of Youth Development, December 31, 1975.

to educate young people on the needs of the blind. They toured elementary schools in a large metropolitan suburb. In the classrooms, they used short skits to illustrate the correct way to act as a guide for a blind person, how the blind cope with home problems such as cooking and how to be natural in conversations with the blind. They also demonstrated how braille is used. Students were asked to make posters illustrating what they had learned about the blind. David convinced the local Association for the Blind to continue his program and later he was hired to work with youth to conduct similar programs.

- *Cityarts Workshop, Inc., founded in 1968 by a New York City artist, is a community arts group which involves young people in making public works of art for their neighborhoods. Professional artists from Cityarts help the young people decide on a theme for a mural, design it and transfer it to a large exterior wall; then the young people put up scaffolding and paint it. Cityarts youth have created over fifteen major murals on various themes, including Jewish Heritage, a History of Chinese Immigration to the United States, and Respect for Women. Frequently the young people get community residents of all ages to help them complete their projects.*

From observation of these and many other programs, the National Commission on Resources for Youth has developed a definition which captures commonly shared elements of the better youth participation programs:

> Youth participation is the involving of youth in responsible, challenging action that meets genuine needs, with opportunities for planning and/or decision making affecting others in an activity whose impact or consequence is extended to others—i.e., outside or beyond the youth participants themselves. Other desirable features of youth participation are provisions for critical reflection on the participatory activity and the opportunity for group effort toward a common goal.

How to Recognize Youth Participation

"Responsible, challenging action" is meaningful, valued activity which requires reaching beyond the previous range of one's knowledge or performance and has identifiable consequences for others. Many youth participation programs enable young people to provide one-to-one counseling and other learning activities for younger children who

are in trouble with the police or in school. Although they receive training and support from adult staff, these youth participants have complete responsibility for establishing their relationships with the children and for developing their own programs. The success or failure of the projects rests largely on their shoulders. For example,

> *Each summer over a hundred New York teenagers, some paid by the Neighborhood Youth Corps, helped doctors test more than three thousand children for lead poisoning. They mapped out a target neighborhood and determined which apartments had children living in them. They approached the children's parents to educate them on the dangers, causes and symptoms of lead poisoning. They recorded thorough medical histories of the children and helped medical interns establish testing centers in apartments. They helped with follow up if tests indicated the necessity.*
>
> *The young people helped with prevention, too, by instructing tenants of their legal rights in forcing landlords to rehabilitate apartments and remove lead-based paint. The work was difficult, often frustrating but rewarding. Some of the youngsters reported, "The people know us and they cooperate."*

To *"meet genuine needs"* involves the youth participants in tasks that both they and their community value. It is not difficult to find genuine needs at the community level. Young people who are providing companionship and shopping services for the elderly are meeting genuine needs. Young people designing and painting murals on city buildings are brightening up what are often depressing city environments. Young people working actively on Pollution Probe projects are meeting easily recognized needs. In the southern Appalachian town of Rabun Gap, Georgia, the youngsters documenting the folk wisdom of the old mountain people in their area and reporting it in their own magazine, *Foxfire*, are rescuing a priceless cultural heritage of crafts, folkways and reminiscences. This heritage might have died unrecorded with the last generation who carried it in their heads. In all these efforts, young people are meeting genuine needs of either specific groups of individuals or the general community.

"Opportunities for planning and/or decision making" ensures that the young people are involved in planning the goals and the activities of the program, as well as their own individual objectives and activities.

In Denver, Colorado, youth designed a Computer Car-Pooling Plan which enabled residents to organize into car pools to conserve gasoline resources and prevent overcrowding of downtown streets and parking facilities. They provided computer print-outs which gave residents lists of other people living in the same area with similar work hours and destinations.

At key points in all the participation programs we have described, youth—without adults telling them—decided what the next course of action or direction for their project was. These decisions were not often dramatic ones which altered the nature of the project, but day-to-day decisions which had to be made. For example, youth operating a recreational program for severely retarded children have to decide whether the children can be left for just part of the day (which causes interruption and adjustment problems) or should they be in the program for the whole day? Should parents stay around or simply leave their children? Does a nonparticipating child need to be more firmly dealt with or given individual attention? This should not imply that adult input is always and absolutely unnecessary, but it does assume that the adult is someone who has learned how to be a source of guidance and to share responsibility.

"Provision for critical reflection" emphasizes that practice should be linked with theory. Experience does not automatically produce learning. In fact, it is possible to draw the wrong conclusion. Opportunities can be provided for orientation and in-service training for the program activity, for a seminar in which participants discuss their experiences, for individual and group self-evaluation, as well as for experience-based teaching methods such as problem-solving and decision-making. Several such objectives can be covered in one session. In Youth Tutoring Youth programs or Day Care Youth Helper programs, for example, the seminar can be not only an opportunity for participants to reflect on the experience of helping younger children but also a chance to impart additional knowledge such as methods of teaching reading or the nature of child development. The observation of one young teenager who was working in a Day Care center was reported in her log book and later used by her teacher in the seminar. Margie wrote, "Lately little Stevie has been so different. He won't play with the other children and wants to sit in my lap all the time. I wonder if it could be because his mother has just died?" Even the teacher was at first reluctant to deal with this situation, but eventually she was encouraged to use Margie's question in a discussion on death and mourning in the seminar. It led to a sensitive contribution on the part of the youngsters on accepting Stevie's feelings and thinking about ways to help him.

"Group effort toward a common goal" is often cited as an important experience generally not available to young people. This component has proven to be a highly motivating feature of youth and a critical factor in the success of youth participation projects. Young people involved in a peer counseling program can, as a group, reflect on their role in helping others, analyze their motivation and reactions and practice advance counseling techniques. A sense of community develops as they share common problems and feelings. For example, the Bartram School for Human Services is an unusual public high school

in Philadelphia where the students concentrate on the nature of human relationships and develop the sensitive skills and attitudes required to prepare them for professional and paraprofessional careers in the human services. They meet in weekly "family" group meetings—peer support groups composed of about twenty new and old students from all 3 grades. They learn how to respond to each others' problems by active listening, sending "I" messages ("When you do that, 'I' feel like this.") and using drama and games and each other to see their own behavior more clearly. A closeness develops among the school's students who are scattered across the city for half of the day in their human service job assignments. The "family" groups also form an integral part of the school governance and communication system.

Reasons for Starting Youth Participation Programs

The best youth participation projects are the result of successfully matching the real needs in the community and the ability of youth to devote their energies, ingenuity and imagination to meeting these needs. This ideal match is frequently hard to achieve: parents and other adults working with youth often do not sense the potential of young people to make significant contributions at the community level. Some of the major causes of this are obvious: youth are segregated in schools where their actions have little direct consequence for others; they are largely cut off from the adult world; and gradual introduction to the world of work is no longer a normal pattern for youth. Given this context, it is not surprising that many youth do not develop confidence in their ability to make a difference and that many adults are even less aware of their potential contribution.

Some of the programs that do get off the ground do not always achieve the match either. Youth participation, if it is to be meaningful, cannot be "make work" which is neither challenging nor has any real consequences. Volunteer youth labor is used for needed, but relatively unskilled jobs in the community. Youth spend two to three hours per week working in different kinds of settings—hospitals, blood donor clinics, school cafeterias and a myriad of other places. Teachers and students are bored with regular classroom instruction and look toward the community for more attractive options to classroom learning. Additional manpower may be needed either to maintain present services or to expand them and the participation of youth is seen as a means to that end. Despite such handicaps, a group of young people often have created their own project based on their abil-

ity to perceive a need and apply themselves to it. (These are usually some of the most exciting and rewarding projects.) Certainly this is a reminder that youth-serving agencies should always approach the youth they serve and ask them, "What do you think needs to be done? What problems do you have?"

Through these types of programs, adults and youth can come to realize that more is possible, that challenging, responsible tasks can be assumed and youth can have more opportunity for planning and decision making.

One danger is that the initial enthusiasm can quickly wear off and involvement remain minimal. Commitments are not honored, attendance falls off and the very stereotypes that these programs might counteract are, instead, reinforced. Also, even when problems do not develop, adults may both encourage a project to remain at one level and assume that the young people have achieved all they are capable of, when the evidence of numerous programs described in this manual shows imagination and acceptance of responsibility on a very high level.

The key to avoiding stagnation is the role played by the adult leader who should avoid creating projects *for* the young people rather than *with* them and who must expect more than he ever dares hope. The project leader's role is to respond, support, coordinate and organize rather than create. The leader should orchestrate rather than compose. What the young people do is up to them.

Rationale for Youth Participation Programs

Many people think that something has gone wrong with society's treatment of adolescents. Somehow it is out of phase with the needs both of adolescents and of society. Over the last half century, there has been a major change in the primary influences on the adolescent—the home, the work-place, the school. The family is no longer society's primary socializing institution. Rural dislocation, specialized occupations which take place increasingly further from the home, greater mobility from one region of the country to another, increasing age segregation and other factors have contributed to the breakdown of the family.

The market place has also changed radically. The adolescent apprenticeship—the time before an adolescent is allowed to make a significant contribution to society—has been lengthened. Job apprenticeships have been replaced by longer periods of schooling. Requirements for jobs have increased and there is no gradual entrance to the

market place which characterized earlier times.

Schools have attempted to fill the void left by changes in the market place and the home. A higher percentage of children, particularly in the adolescent age range, are in school and stay there longer. In attempting to compensate for other changes, schools have expanded their role beyond the teaching of mainly intellectual skills into areas which were formerly learned through other means—the family and the world of work. Schools now place greater emphasis on communication skills, decision making and organizational skills.

Many educators [2] now realize that school is not the appropriate place for adolescents to learn many of the non-intellectual skills, e.g., decision making, interpersonal communication skills, occupational skills. Despite frequent attempts to introduce more experience into the schools, students typically are preparing themselves in relatively passive fashion for action some time in the future. Their actions have little direct or immediate consequency for themselves and rarely influence others. Most of the non-intellectual skills, which everyone recognizes as essential aspects of socialization, are best learned by taking direct action and experiencing the consequences. When learning is confined to the classroom, this does not happen and, in addition, keeps students isolated from the world of adults and even other-age children. Adolescents need to come face-to-face with reality, have an opportunity to make a difference, experience their own mistakes and successes to form their own identity and a sense of self-worth. They need to experience a world which extends beyond their peers. Today's young people are probably more advanced, intellectually and physically, than youth have ever been, yet, ironically, they are given less chance to influence anything significant.

Unfortunately, there is a tendency to attribute many of the characteristics of today's youth not to the status to which they have been relegated in our society but to adolescence as a developmental period—the idea that adolescence is inevitably accompanied by alienation, resistance to authority, senseless fads, excessive egocentrism, lack of concern for others and apathy. Those who have been associated with youth participation are convinced that these characteristics are not inevitable and, if they ever existed, disappear where there are opportunities to make meaningful contributions. However, the common stereotypes can become self-fulfilling prophecies.

Youth participation is seen as part of a general solution to what amounts to an inequitable treatment of youth. It is not a frill for the

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[2] Coleman, J.S. (Chairman). *Youth: transition to adulthood: report of the President's Science Advisory Committee.* Chicago: University of Chicago Press, 1974. National Commission on the Reform of Secondary Education. *The reform of secondary education.* New York: McGraw-Hill, 1973. Havighurst, R. J., Graham, R., & Eberly, D. "American youth in the mid-seventies," *Bulletin of the National Association of Secondary School Principals, 56,* November, 1972.

special few or a cure for those in serious difficulty. Youth participation is a necessity for many, if not all adolescents. In addition, a distinct likelihood exists that adolescence is a critical period where commitment to the solution of society's problems develops—a commitment growing out of knowledge of the community. If this commitment is not fostered in adolescence, the probability of it occurring in adults is perhaps reduced.

BARRIERS

Barriers to Successful Youth Participation Programs: An Example

A probation officer in a small city wants to involve young people in counseling peers (probationers), initially, in group sessions which he directs. Eventually, he might like to see individual probationer-peer counseling relationships develop, but he wants to start with group sessions and see how they work. He has no trouble justifying the need for the program. Although there might be some difficulty convincing his superiors, he knows that youth have the potential to help their peers who are in trouble. The officer has read about successful programs and, in more limited situations, has seen them work. Furthermore, his own profession (social work) has belatedly recognized that one does not have to be a trained social worker to help others and has provided encouragement for the use of paraprofessionals.

In an exploratory discussion with his supervisor, some immediate problems are brought to light: confidentiality (youth would have access to confidential information and, in a small city, might know some of the probationers); time—both his own time and time for youth to participate in the program; insurance liability problems (What happens if there is a fight and one of the peer counselors gets injured?); reaction of some of his colleagues

in the Probation Department who, he suspects, will not think much of the program; where will he get youth to participate with his probationers?

This brief example contains some common characteristics of most beginning youth participation programs and some which are not so typical. The features which are not always found are:

1. The initiator—in this case the probation officer—is starting with a specific task (counseling in group situations) which he knows he has the skill to handle. Many agencies start with grand schemes which they have not closely examined to ensure that they are manageable.

2. The probation officer has some idea of directions the project might take (i.e., toward individual counseling relationships) ut these directions are not clearly defined and can be easily altered. Many agencies have clearly developed plans which do not leave any leeway for youth initiative or planning.

3. In the probation agency, there are no youth who are not probationers. The probation officer will have to recruit them from outside the agency. Most agencies already have youth in contact with their programs.

The similarities of this example to most youth participation programs are:

1. Some immediate problems are identified—confidentiality, liability, agency acceptance—which appear quite insurmountable and, further, were not envisioned when the project was first conceptualized.

2. The major responsibility for handling these barriers will fall to the person most directly involved in the program—the probation officer.

In this case, the probation officer was able to start what turned out to be a very successful program. In the remainder of the manual, we offer some suggestions, based on his and other experiences, on how to overcome some of the barriers to successful youth participation programs. At this stage, we will give some very general advice which is expanded later under *Initial Tasks.*

General Advice

1. Start small. It is better for both you and the young people to feel confident in the first stages rather than to overextend yourself initially and fail.

2. Although you, as an adult, might have some very good notions

of where you want to go in the future, make sure that you provide leeway for both collaborative planning and decision making with the young people.

3. Do not be overwhelmed by the initial problems—they can usually be solved. However, it will take time and effort and you should make sure that both are available.

4. Remember what you are striving for—a good youth participation program that has the characteristics outlined in the definition on page 3. These general characteristics—responsible, challenging action; planning or decision making; meeting genuine needs; critical reflection; and group effort toward a common goal—are important.

In the next section, we will outline some of the suggestions for dealing with the initial barriers that you are likely to encounter, e.g., identifying needs and assessing their potential for youth participation projects, obtaining support necessary to start projects, and recruiting participants. We will then address some of the most difficult barriers you are likely to encounter, such as coordination of activities, involving youth in planning and decision making, evaluation and the design of seminars or other activities to encourage reflection. These barriers are not the initial ones. In the final section, some minor but quite typical problems will be examined—transportation, liability for injuries, confidentiality, conducting surveys, and constraints related to the Fair Labor Standards Act.

INITIAL TASKS

Finding and Assessing Needs for Youth Participation Projects

In order to be successful, youth participation projects must meet a genuine need in the community. Staff from agencies often have to do some preliminary work in identifying needs to serve as a focus for youth participation projects. At every possible stage, the young people

themselves should be involved in both finding and assessing needs.

A useful starting point in developing ideas is to examine your own resources and those of your youngsters (if they have already been selected)—interests, skills, talents, personal contacts and past experiences. You will do best in something that feels comfortable and right for you and your young people and, as a result, you will be a better leader.

In searching for ideas outside your own organization, people contacts are the best place to start. People who can help you are found in a variety of settings:

- *Many agencies (e.g., Red Cross, Boy and Girl Scouts) employ individuals expressly for the purpose of starting youth participation programs in the community and advising others on possible ideas. They can also put you in touch with projects already in existence.*
- *Volunteer bureaus are in continual contact with most community service organizations and are acutely aware of community needs.*
- *Staff in agencies serving the aged, the handicapped (e.g., schools and associations for the retarded, sheltered workshops, hospitals for the hearing, sight, orthopedically handicapped) and day care centers all often have ideas about needs of their clients that are not being met through their own programs.*
- *Your own colleagues can provide valuable information.*
- *Social action groups should also be contacted. Consumer protection and advocacy groups, Pollution Probe, tenant groups and local ratepayers associations are some possible suggestions.*

In discussion with these people and others, concentrate initially on their perceptions of needs in the community and then on their ideas of what young people might contribute. Remember, do not be swayed by their views of what youth can do; in many instances, these are limited. This is true even of many people who work with youth. They see young persons in unchallenging, low-motivation situations and do not realize how young people might change if they were given an opportunity to make a real difference. Professional workers are unfortunately often the most pessimistic.

A good starting point for discussion, after briefly describing your interest, is to pose a general question: What would you like to be able to do that is not presently possible? If this draws a blank (it often will because many agencies serving others define problems by the kinds of service they are able to provide), then ask them to describe their pro-

gram in greater detail and check your own ideas about what else might be done.

In all your contacts, keep on the alert for people who seem to have a broader perspective on needs in the community. These are important people to contact and they are found in many different places. Communities often have social planning councils; some employ community workers. Police departments sometimes have community relations departments; recreation departments can also be a good source. Volunteer bureaus are particularly helpful.

You should be prepared to respond with specific examples of what youth have contributed to these and other similar kinds of needs.[3] Lectures on the ultimate value of youth participation are not called for in these initial contacts.

The Community Service Volunteers in England, founded by Alec Dickson,[4] has a number of useful suggestions for finding needs in the community. They recommend that newspapers and other media news accounts can be good sources. Stories on river pollution, historical restoration, youth crisis centers, etc., often indicate problems which need real attention.

Good information on local needs is sometimes found in community surveys done by university schools of social work, university urban planning departments, municipal planning departments, local associations for the retarded, physically disabled, mentally ill, and others. We don't suggest this as a starting point. Other contacts will alert you to the same needs and usually many more. These kinds of surveys usually describe the problem in greater detail than you need at this point and do not usually recommend youth-oriented solutions.

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[3] Numerous examples are provided in the following documents: Brison, D. W. *The community involvement program handbook,* Toronto: Ontario Institute for Studies in Education, 1975. Community Service Volunteers in England. *Sack (student and community kits),* Series No. 2. (Several issues are incorporated in "Draft of training handbook," Section II, Part C, New York: National Commission on Resources for Youth, 1973. McClosky, M., & Kleinbard, P. *Youth into adult: nine selected youth participation programs.* New York: National Commission on Resources for Youth, 1975. National Commission on Resources for Youth. *New roles for youth in the school and the community.* New York: Citation Press, 1974.

[4] Materials on all aspects of community service programming are available from the Community Service Volunteers in England, Toynbee Hall, 28 Commercial Street, London II 6BR. Of particular interest is *Sack (student and community kits),* Series No. 2.

Checklist for Assessing Potential Need for Youth Participation Projects

(**Note:** *project leaders should go over this list with their young people to get their ideas on the merit of specific project needs.)*

1. Is the need being met by other groups or other youth participation projects? If so, this does not mean that you should give up. Perhaps there is room for expansion or you could address the same problem in a different way. You should, however, be aware of what else is going on and get supportive ideas from what they are doing.

2. Can you envision immediate tasks related to the need that youth can undertake? Would they appeal to you? (Do not get out on a limb psyching this one out. Usually most tasks that involve some responsibility and affect others are appealing.)

3. Is there scope for expansion? For example, in the Boston runaway center, the initial intake service was the immediate goal but there was the possibility of referring runaways to other services both in the center and in other agencies; handling crises; peer counseling; and developing programs for young runaways (ages 9–10) who were hanging out in Boston Common during the school busing dispute.

4. Would the project result in displacing adult workers? If the answer is yes, you probably should decide against such a project because antagonism probably will result.

5. If the young people would be working in an adult environment, would the adults be supportive? Do not make premature judgments. Some "with it"-appearing adults turn out to be disastrous. Adults who are to be involved with the youngsters should be enthusiastic, have a strong interest in their jobs, be willing to try out new ideas and, most important, like young people.

Obtaining Support for Projects

Getting support from within your agency, from colleagues, supervisors, and "heads" is frequently a problem. This is true of programs that are within your agencies and those that are quite outside the confines of your particular organization but under its general aegis. Some suggestions are:

1. On an informal basis, let your colleagues and supervisors know early your thinking and solicit their reactions and ideas.

2. Regard planning as a two-stage process. It is often necessary to formalize these stages by setting up meetings with supervisors explicitly for the purpose of assessing your ideas and getting support to proceed to the next stage. The planning stages are:

- *clearance to plan.* When your ideas have started to coalesce, present them in a general fashion and get permission to plan the program in more detail and present these plans at a later date. Make it clear that you are not asking for permission to start the program at this point.
- *clearance to start.* At this stage, you should outline your plans, particularly as they affect the agency setting and your own time commitments, and obtain both formal permission to begin the program and the support you need in order to be successful.

3. In presenting the program, do not gloss over possible problems of confidentiality, legal liability, scheduling, transportation or, most important, your own time commitment to the program and the involvement of colleagues. The management scheme presented on page 26 should be of assistance to you. Cost factors are a consideration; it is our experience that the major cost will be your own time and the cost of what you would have been doing had you not undertaken the program. You cannot do it without time, so be definite about this. Many projects are not continued because they depend on the almost superhuman efforts of individuals; it is not possible to continue at this level for long. Other cost factors, such as transportation for youth, are of less importance but should be considered.

4. The amount of time in which youth would be involved is another important factor which should be discussed. Many agencies have come to the conclusion that typical volunteer programs (two or three hours per week) are more bother than they are worth. You should show the young people and agency heads that you expect different levels of performance—buttressed with specific examples from other programs.[5] If appropriate, plans for recruiting participants should be outlined (see the following section).

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[5] The materials suggested in footnote 3 will provide this information. Although commitments of time are not always made explicit, the nature of the projects undertaken indicates more than minimal participation.

5. Remember, you will have to build support as you go and cannot expect to get everything you need committed in advance.

Recruiting

Recruiting youth to participate in programs can be a problem for some agencies. Although some are already in touch with youth and have young people enrolled in their programs, other agencies are not; even those with existing youth participation programs may need to recruit when they want to expand their programs or insure program continuity. One cannot assume that there are large numbers of youth just waiting to join a program that you happen to think is exciting and challenging. Societal factors have not only conditioned society's view of youth but youth's own self-perception. The adult world has emphasized repeatedly that adolescence is a time to prepare for the future; young persons will want to know how participation now will affect them later. Another point to remember is that although responsive to challenge, youth quite often lack confidence in their ability to adequately meet these challenges. Finally, idealism is a characteristic of adolescence but is sometimes expressed privately—for example, in fantasy—rather than publicly among peers for fear of ridicule.

The first step in recruiting is quite typically presentation to a group where the nature of the youth participation program is described. These group presentations can very critically influence the kinds of youth who volunteer and sometimes in unintended ways. You should examine the import, style and implied messages of your recruitment pitch to be sure you appeal to the kind of youth you want and sometimes, importantly, to avoid disproportionate representation you do not want; e.g., all girls instead of a mix of sexes.

Suggestions for Group Presentations

1. Describe the need you have identified briefly and in concrete terms:

   Many parents of severely retarded children (describe briefly) want to keep their children at home rather than institutionalize them; they are happier at home and adjust better. However, it is a burden; the parents need help with care and relief sometimes from constant management.

   Young people in isolation need to talk about their problems and have contact with kids who are not in trouble.

There are a number of older people who live in their own homes or apartments. Generally, they are able to manage quite adequately but during the winter they have difficulty getting out for groceries. Also, they often get lonely.

2. Concentrate on concrete descriptions of what youth might do or have done to contribute to meeting these needs. Pitch your description—and there should be many examples—so the young people will think, "Oh, I could do that." "It would really help somebody and make a difference. And it would be fun." "It would certainly be different from what I am doing now." [6]

3. Appeal also to career exploration, which is often a motivation for youth participation; e.g., "I've been thinking about that as a career. This would give me a chance to see what it's really like."

4. In choosing both the needs to be met (if you have more than one in mind) and examples of what youth can contribute, remember that sex stereotypes are probably more prevalent than we like to admit. Caring for children is thought of as a female role, as is social work in general. Pick examples that are masculine, in addition to these. You do not want to contribute to the stereotype by saying that only girls work in day care centers or with retarded youth. In fact, give male examples for female roles and female examples in traditionally male roles, such as city planning departments, legal aid assistance, etc. Remember, however, that although these stereotypes are breaking down, youth are still influenced by them.

5. Stress the *collaborative nature* of the project. Although you will necessarily suggest specific things youth volunteers can do, make it clear that you expect them to contribute substantially to the definition of the task. You should avoid such statements as, "Here is an interesting problem and we are all going to work together to solve it," or at the other extreme, "This is what you are going to do." Really effective youth participation projects depend on the contributions of youth to planning and decision making. Stress it from the very beginning.

6. Be explicit about *time commitments.* Time for participation can be a major problem.

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[6] Videotape and film sequences of youth actually involved in Youth Participation projects are valuable at this point. Some currently available videotapes are: "The Ramapo, NY, School and Community Service Programs," "The Unwinding Room," "The Fourth Street i," "The Museum of the Hudson Highlands," and "Foxfire." To obtain these, write National Commission on Resources for Youth, 36 W. 44th St., New York, NY 10036.

7. Set up times in which young persons can follow up the group presentations with individual interviews. If possible, these interviews should be in the setting where the project is carried out. Make it easy for them to get in touch with you but be sure that they have to take the initiative to do so. Individual interviews are usually easier for both you and the participants and can be very productive.

Cooperation with Schools

New Directions

A new direction is developing in youth participation: cooperative programs involving schools and agencies in the social service sector of the community. These kinds of programs are still relatively new and the chances are that you will not come into contact with them. It might be helpful, however, for you to be aware of the possibility of cooperative programs because they do have some definite advantages. There are two general kinds of programs.

In community involvement courses initiated by high schools, students work in social service agencies for ten to fifteen hours per week over the entire academic year. They meet in classes to discuss their experiences and learn how their community and society in general deals with a wide range of social problems. They also study information related to their work experiences that is, in turn, helpful in their agency service, i.e., information about problems of senility.

Variations of such a programm are operating in Minneapolis [7] and Toronto, Canada [8] and elsewhere.

Another kind of cooperative program involves the use of the community as a lab for specific course. For example, there has been a growing interest in schools in teaching students about parenting and child development, by having them assist in day care centers. One such model, which was established by NCRY under its Day Care Youth Helper program is in Hartford, Connecticut. Three days a week, fifteen students at Bulkeley High School travel to four urban day care centers to engage children in learning activities which the

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[7] Conrad, D. & Hedin, D. Draft version of *Manual to help school personnel and other youth workers start and develop programs of community service.* Unpublished submission to National Commission on Resources for Youth, 1974, pp. 46-47.

[8] Ontario Institute for Studies in Education. *The community involvement handbook.*

young people have designed themselves. Students in this Day Care Youth Helper Program receive credit for combining that field work with a seminar taught twice a week by a home economics teacher at Bulkeley. In the seminar, participants develop good parenting skills by learning early child development concepts and relating them to their day care experience.

Involvement in cooperative programs offers several advantages for agency staff.

1. You will have access through schools to a broader range of youth than those you may have contacted within your own agency.

2. Schools are where youths are and drawing on their time puts you in competition with the school—a competition that can be eliminated through cooperative programs.

3. The concept of youth participation has become more acceptable to schools and they tend to give administrative supports to (and have experience with) youth programs; they can (with some modification) handle matters like scheduling, transportation, workmen's compensation insurance and legal considerations.

4. Personnel in youth-serving agencies too often do not understand what happens in schools, and teachers tend to be isolated within their own social structure and not knowledgeable about the community. Cooperative programs can help break down these communication barriers.

Immediate Applications

Not many schools will offer community involvement courses or use the community as a lab for specific courses. However, there are still definite advantages in contacting schools at an early stage in your planning. Some of these are:

1. School people are capable of providing very helpful reactions to your ideas.

2. Teachers, guidance counselors and school principals can put you in contact with youth who might be interested in your programs.

3. There is a split between the school and the community. Teachers tend to know more about the young people they serve (and, of course, about schools) and less about the community; the reverse is true for workers in youth-serving agencies. *Early communication can help bridge this gap.*

IMPORTANT AREAS TO CONSIDER

Management Scheme

All youth participation projects have to face the dull but critical business of management. Any one of them—for example, establishing and assessing needs, setting up transportation schedules, arranging your own schedule so that you make sure you know what is going on, etc.—is usually not a problem in itself *but*, taken altogether, they present difficulties. Indeed, it might just be one of these difficulties which, unattended, will impede full program effectiveness.

We do not mean to imply that all the responsibility will fall on you as an adult leader. Much of the administrative work associated with the project can and should be done by youth. Adult leaders, however, often find themselves in an "orchestrating" or monitoring role. If you are not well organized, you may very easily get bogged down in details and lose sight of the overall objectives.

Another factor compounds this problem. At the very time you and the young people are forced to handle new organizational details, you both are also working in unfamiliar roles. These new roles—involving such things as collaborative planning, participation in decision making, and (for youth) the assumption of responsible actions which affect other people—are difficult personal transitions for many adults and youth. At the core of these roles are the personal relationships that develop between youth and adults and among youth themselves. The objective of much of this manual, and particularly this section on management, is to help you handle the organizational details effectively and efficiently, so that you then can be free to develop the personal relationships which are critical to the success of the program.

The following management scheme is an aid to help you handle some of the organizational details in such a way that they will not build up and overwhelm you. In addition, the scheme should help you to concentrate on the overall objectives of the program. (See pages 26 and 27.)

Explanation

The *major tasks* are usually obvious. A quick skimming of this manual should alert you to some of these.

The *objectives* are very important. Essentially, this is a description of *why* you do something and *what* you are expecting to accomplish. They should be related to the overall goals of the program.

The *related subtasks* are the operational means you devise to accomplish major tasks in such a way that you accomplish your objective.

In the *assigned responsibility* section, you simply indicate who will be responsible for seeing that the subtasks are carried out.

Setting *deadlines* helps you to see when tasks should be completed and will point up peak periods of activity.

Meeting dates should be set out and, of course, arranged on a calendar.

Suggested Use

One of the values of the scheme is that it will help you to anticipate problems in advance and do some preliminary planning so that you are prepared when problems occur. We suggest that you generate the major tasks, objectives and related subtasks in discussion with the young people involved. In this way, you can start on collaborative planning and also arrive jointly at solutions and assignment of responsibility.

This *generation* of the scheme should be done early so that you can all get a realistic estimate of your time commitments. It is not always possible to involve youth in the early stages (they might not yet even be associated with the program) but you should not delay once you have established contact with the participants. The scheme should be an important part of your presentation to your supervisor or administrative head.

The scheme should be periodically revised and reviewed to see if sub-tasks are carried out and objectives achieved. It can be an important factor in your evaluation of the project (see pages 26 and 27).

Youth Involvement in Planning and/or Decision Making

It is important to stress the collaborative nature of the project from the very beginning. One problem that might arise in the beginning phases of the project is that you will have a clearer idea of what ought

to be done than will the participating youth. You will have been thinking about the need for the project and what young people might be able to do; in addition, you will in all likelihood have more experience in dealing with the problem. For example, the probation officer who wants to start a peer counseling program knows how he wants to start and what the initial objectives are. However, he has only some general ideas about what will happen as the program develops.

One of the dangers of presenting your ideas unequivocally and clearly in the beginning stages is that first impressions are lasting, and youth could accept this as a pattern for collaborative planning. On the other hand, deliberate bumbling or equivocation on your part will often be construed as manipulation or conning of youth and be interpreted by them as lack of respect for them as individuals. In addition, you will run the risk of discouraging a lot of young people if there is too much fumbling around in the initial stages.

An early priority should be to structure the environment in a way that fosters mutual respect for ideas among yourself and the young people. It helps if they are given something active and challenging to do early; it will stimulate their interest and ideas and also give you a sense of what they can do. Bear in mind that you will probably find the same wide range of qualities and abilities among the youth participants as you would expect to find among adults—some creative, others plodding or rigid; some reflective, others spontaneous. The advantage youth have is their freshness of approach; understandably, they seem more open minded and less limited by preconceived notions of what can be done, than adults.

Suggestions for Setting Up a Situation of Mutual Respect

1. Even if you are fairly prescriptive in the initial stages, leave room for participation in decision making. For example, the probation officer might have thought up the idea of young people participating in group counseling sessions and the manner of their orientation. However, time of the sessions, assignment of youth to different groups and arranging transportation may all be matters that can be worked out by the participants.

2. Move to action as quickly as possible. Nothing can put off youth more than interminable planning sessions which do not result in concrete action of any kind. Many adults tend to want to teach everything about a problem before allowing youth to have any experience with it. Young people do not come into the program to be lectured.

3. Get to know each of the young people in the program on a personal basis. Let them know you are aware of them as individuals and genuinely interested.

4. As the program develops, continually evaluate progress and delineate clearly what you think are problems or unexploited strengths. Encourage the participants to do the same and set aside time for discussions around these issues and the joint development of solutions and new directions.

5. Stay close enough to the situation (this does not mean always being present) so that you can spot good ideas, deviations from existing practices that are working, creative inputs, etc., and indicate your approval. Youth may seem shy about receiving praise, but they both need and appreciate it.

Seminars:
The Reflective Component

Young people truly involved in challenging and effective roles, like adults in similar circumstances, will require support, trust and leadership from the project leaders. In many successful youth participation Programs, these qualities are supplied essentially through the structure of the seminar.

People learn through action and reflection, not through one or the other alone. The seminar is the bridge between the two: a supportive environment enabling young people to become aware of themselves—on the job and in the seminar.

Typically, these seminars are weekly meetings attended by all participants. The adult leader is the seminar leader. Seminar objectives vary greatly, but generally they involve an integrated combination of theory (child development, government or social agency organization), skill learning (ways to help blind people, child management techniques), and problem sharing and solving.

The process of seriously reflecting on one's actions and asking for assistance is a difficult one. Adolescents, like the rest of us, require support and assistance that is warm and interpersonal if they are going to effectively confront feelings, values, personal needs, face to face with their peers. So the seminar leader has to be a sensitive facilitator, ready to supply helpful resources and supportive assistance.

Remember, though, seminar leadership is not like running a therapy group, nor is it like teaching a class. It is, at best, a process of educated groping and helping others to grope, and it takes many years to master. Project leaders just starting out would do well to observe seminars in ongoing youth participation projects (contact NCRY for

model projects in your area) and look at the large array of written materials which are available (see Resource section in this manual) before embarking on their own seminar design.

Here are some specific suggestions for the seminars:

1. *Ice-breakers.* An initial problem in the seminars is that youth, who might come from different parts of the community, do not know each other. There are several good ice-breaking and trust-creating games which can be used in the first session to establish a better climate. (Examples are contained in Appendix B.)

2. *Goal setting.* The directors of The Switching Yard, Marin County, California, suggest that each young person write for five minutes without stopping on individual goals for work in the project. (If one can not think of what to write, write, "I can't think of what to write.") Then each person picks out three or four key words or phrases and writes them on the back of the paper. Underneath, expand and rewrite these key phrases into clear, measurable objectives. Discuss. Continue rewriting, changing, and evaluating these goals and objectives throughout the life of the project.

3. *Sharing.* In any particular project, youth are usually working apart from others in the same project, either performing the same general tasks with different groups or different tasks altogether. A good starting point is for them to describe to each other what they are doing. If this can be done in a group setting, it develops a broader perspective for everyone. Also, pairs of interns can be assigned to be "buddies" to share a week's events with each other.)

4. *Problem-solving.* Both of the coordinators of a community-based education programs for the Center for Youth Development at the University of Minnesota have developed what they call a "critical incident technique." They pose problematic situations where the intervention of a helping person is called for; alternative solutions are presented and youth are asked to pick one and explain their reasons for this selection. Discussion ensues and a "best answer with accompanying explanation is offered. For example,

> *Mr. Davis is constantly reminiscing about his accomplishments of the past and how wonderful things used to be before he got sick and had to come live in the nursing home. You can usually find him exchanging stories of the past with other patients. Today he corners you and starts to tell you how much colder the winters were when he was a boy and how it was his job to keep the furnaces filled with coal,*

OUTLINE OF THE MANAGEMENT SCHEME

The outline of the management scheme, with several hypothetical examples of major tasks, is presented below. Wherever possible, remember to involve the young people in preparing such a scheme.

Major Task	Objectives	Related Subtasks	Assigned Responsibility	Deadline	Meeting Date
Finding needs for project.	1. Find areas of need in community which could serve as focus for youth participation program.	1. Disseminate findings.	Adult leader/selected youth participant.	January 15.	No definite date.
		2. Discuss with colleagues.	Adult leader.	January 15	No definite date.
		3. Meet with school coordinator.	Adult leader/selected youth participant.	January 15	January 7
		4. Meeting with supervisors in agencies involving youth.	Adult leader/selected youth participant.	January 15	January 8
	2. Communicate with people in community about possibility of youth participation project.	1. Follow up of leads uncovered in initial meetings.	Adult leader/selected youth participant.	January 30	No definite date.

	3. Assess potential of need for youth participation project.	1. Complete checklist for assessing needs (page 25).	Adult leader and youth.	January 30	June 18
	4. Initiate joint planning with youth and see that they participate in decision making.	1. Complete checklist.	Adult leader and youth.	January 30	June 18
Other tasks to be added (Recruiting, etc.).					
Arranging transportation.	1. Find effective transportation that is: • inexpensive, • convenient, and • safe.	1. Write letter to city transportation authority.	Youth participant.	February 4	Report to February 12 seminar.
		2. Follow-up telephone calls to city transportation authority.	Youth participant.	February 10	
		3. Investigate insurance; telephone or visit to agency lawyer.	Adult leader.	February 1	
		4. Find out if youth have own means of transportation.	Seminar.	Febuary 12	February 12 seminar.
	2. Minimize transportation as an interfering factor (i.e. lateness in appointments, reduction of time which can be spent on project, etc.).	Same related subtasks as above.	Same as above.	As above.	As above.

no mean task for a young lad. How would you respond?

A. "That was really good training for later life, wasn't it?"

B. "That's very interesting, but why don't you tell me something that happened to you today?"

C. "Oh, Mr. Davis, you've told me that story before."

D. "But that happened so long ago. Tell me about something you're going to do tomorrow."

Solution: Reminiscing in itself is not bad for the older person and, in fact, can prevent depression. It isn't a sign of mental deterioration. It actually can help him preserve his self-esteem and sense of continuity. Therefore, why discourage it, as in B, C, and D? Or add a further insult, as in C? It is well to distinguish between reminiscing and hallucinating. Reminiscing is one way for the older person to contribute his knowledge of the past. Some psychiatrists believe reminiscing fulfills an unconscious need to review one's life, preparatory to death, thus providing the material to reflect on themes of guilt and unrealized goals. Since reminiscing is healthy and should even be encouraged, A is the best and only proper response here.

Critical incidents can provide a way to talk about health, social and psychological problems of the elderly. Whenever possible, draw these critical incidents not from hypothetical situations, but from experiences that youth have had in their own program.

5. *Feedback.* Use seminar sessions to provide feedback, through group discussion of the program. Have the youth participants keep journals of their project activities, including their own resource observations on their effectiveness. The adult leader, on reviewing these journals, is likely to find many good leads for discussion. The management scheme (page 35) should be periodically reviewed, success in attaining objectives evaluated, plans modified as new directions are developed, and responsibility for subtasks assigned by the group.

6. *Resources.* Whenever possible, point out sources of knowledge (books and films) related to the need being dealt with and the tasks of the project. Make these materials available, encourage their use, but do not make them mandatory. (Some resource organizations are listed in Appendix D.)

Nothing is more critical than getting adequate feedback, unfortunately, it is often found lacking in youth participation projects. There is a tendency for project leaders to work by themselves—despite efforts to get support from colleagues—and there is also a tendency to get buried in detail and overall management problems.

What is feedback? Feedback is basically any information you can get about what you are doing; it is a reflected image of what is going on that can help you to adjust the situation so it is in line with what you want to accomplish. One form of feedback is simple observation of a program in action. If youth are devising equipment for disabled people, is someone around occasionally not to check up on them but to find out what is going on; who is providing ideas; what skills are being used; if everyone is involved, and if there are particular problems? Another form of feedback is to ask those affected by the project—youth themselves, recipients of services, help or action—what they think is going on.

Both forms of feedback can be systematized through observation and interview forms and schedules. Also, observation and interviewing can be performed by others not directly associated with the problems and, therefore, not as likely to see and hear what they want to see and hear. People directly associated with the project have to be careful to avoid simply reinforcing their own biases.

In this section, we will emphasize the more informal methods of feedback and suggest ways to collect rich information which will be helpful in the development of the program. Most of what we say is straightforward common sense, but, time and again, common sense is not followed. Most of us delude ourselves into thinking we know what is going on in our own programs; we think we don't really need to find out more. (Perhaps we are afraid of what we would find. Perhaps there is a natural resistance to encourage our potential critics.)

Why is feedback lumped together with evaluation? To many, evaluation is associated with a more precise measurement of the outcomes of a program through tests and other forms of psychological measurement, followed by conclusions based on statistical data and reports. Also, evaluations are thought of as being performed by someone outside the project. Perhaps this is a major reason why program developers of all sorts—teachers, counselors, social workers—are deprived of good feedback. Evaluators come in after the first year or two of the program, administer a few tests, pay relatively little attention to the program they are evaluating, but concentrate, rather, on the outcomes of the program. Why wait two years to find out what has gone wrong or right? We are suggesting, as most evaluators

would, that you collect information *as you go along*; analyze it intelligently and make immediate modifications of the program as you see fit. The kind of evaluation we recommend is within the resources of most projects and does not depend on outside expertise.

One problem with our do-it-yourself evaluation approach is that you will tend to see what you want to see and others you might involve will not know what to look for. It will help to develop the following attitude for yourself: "This is a new program and something is bound to go wrong. I'd better catch it early. What can we do to improve what we are doing?" People from outside the project who help you observe and who talk to others should be filled in very briefly, only in the most general terms, before you turn them loose if their feedback is to be useful.

Specific suggestions are:

1. Development of a general monitoring scheme. There are four components of this scheme.

- Meetings. You should arrange in advance regular scheduled meetings with all those who come in contact with the project. During these meetings, the discussion should be on the progress of the project. A possible format could be a description of what is happening, comment on specific problems, effects the program is having, possible extensions, and ways to improve. Some of these meetings should be with specific homogeneous groups, ie., youth participants or clients and some mixed groups. You should keep brief notes on the meetings. In these notes, limit your interpretation of the events and simply summarize what was discussed. Any action or modification of the program that you decide to take subsequent to the meeting should be added as an addendum to these notes.
- Conferences. Arrange in advance to get around to talk with everyone, if possible, who has come in contact with the project. The format should be the same as for group meetings. After each interview, you should keep the same set of notes as at group meetings.
- Common Meeting Ground. There should be regular times when all youth participants are in one place without heavy work demands and you are present. These are important times because relatively minor problems can be brought to your attention and solved immediately. These times should be part of the regular schedule; no special agendas. For example, the teacher of a community involvement program in a high school found that he

had much better feedback when he had all the students in a homeroom class every other day for only ten minutes. Quite often, your office might serve as a gathering place for students going out to work elsewhere in the community. If your program has a reflective component or seminar, you can build in a feedback session o each week's meeting.

- Observation. Observation is best if it is carried out as part of another activity. People get nervous if you simply come to watch them. Two aspects are important: (1) regularly schedule your activities so that you get a chance to see all aspects of the project in action and (2) try to look at what is happening from the perspective of the other people involved. Again, keep brief notes of the same kind as suggested earlier under the meetings section.

2. You should involve others in your monitoring scheme. Friends, colleagues, administrators (ask them to take part) should be present both when you are there and when you are not. Do not burden them in advance with what you think is going on; tell them that you want feedback from them.

3. We have found that one of the richest sources of feedback is to have visitors to the project take responsibility for conducting group interviews with the youth participants. The visitor adopts the stance, "I want to find out what you are doing, why you are doing it and what you think the prospects are for the future." You should remain inactive, if present; refer questions that youth asks you or requests for elaboration back to them. These sessions have always given us a different perspective on our program.

4. One of the most frequent biases shown by project leaders is to rate the success of the program on the basis of what is happening to two or three of the better participants, that is, to judge the whole program by the contribution these individuals are making. A good device to limit this effect is to gather all your notes and then go through data on each youth participant individually, thinking of how he or she has benefitted from the program and how the program has benefitted from that individual's contributions. Has there been any growth? Rate these factors on simple rating scales. Then go back and find out how many fall into each category. This may well give you a different picture than the one you started with.

5. Many projects have natural termination dates for many of the

participants. It is frequently desirable to have a final interview with each participant just before termination. In Appendix A, we present a sample interview conducted with students in a community involvement program. You can easily devise something similar for your own program.

6. Having an uninvolved person act as a consultant can be immensely valuable. Such people often see things that would otherwise be missed.

NAGGING PROBLEMS

Transportation

Transportation of youth to different points in the community is often a necessity and usually turns out to be somewhat of a problem. Programs do not fail on this account, but it is a "nagging problem." We suggest several alternatives.

1. Rely on the resourcefulness of youth. Youth will find their own transportation, etc. If you choose this alternative, try to stay alert to problems which may be created. The cost of public transportation may be a burden to some and walking the only alternative. Participants may be late for appointments because they must walk and simply do not have time.

2. Seek funding to cover transportation costs (including mileage for those who drive).

Several sources are available:

- Your own agency may have funds to use for this purpose in exchange for the services rendered by the young people.
- Service groups (Rotary, Lions, Kiwanis, Soroptomists, Knights of Columbus) can be approached for funds to cover transportation.
- Arrangements can sometimes be worked out with transportation companies for free passes or reduced costs. (This usually takes some doing!)

- Parent volunteer organizations may agree to organize transportation.
- Cars often can be leased by the agency at reduced rates.
- Bicycle fleets have been organized for this purpose.
- Some projects have used minibuses.

Liability for Injuries Resulting from Accidents

Legal issues are involved when young people associated with a youth-service agency work in community projects. They must not be overlooked. The agency must be mindful of the possibility of liability for an injury to a student or for injury which the student may cause to another at his work site when, in either situation, there is negligence. The liability is similar to that which can be incurred when adults volunteer. Most agencies insure themselves against such liability.

Before initiating a youth service project, it is advisable to consult your agency's guidelines as they refer to rules and regulations for adult volunteers. If there is any question, consult the legal assistance available to your agency. Make sure that the insurance policies of your agency or those carried by the work site cover minors, as well as adults.

Since parents are liable in some cases, it is wise to have parents give written consent before the young people begin their activity when this takes place away from the agency premises.

The National Association of Secondary School Principals publishes periodically *A Legal Memorandum* [9] which outlines the legal responsibilities of principals and teachers for out-of-school activities. Much of this material is applicable to youth-serving agencies when they undertake community service programs.

Fair Labor Standards Act

This legislation, designed to protect the workers, is often cited as a block to youth participation projects. This need not be the case if the protective principles it describes to protect the employed worker are followed.

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[9] National Association of Secondary School Principals. *A legal memorandum.* Reston, VA: NASSP, January 1975.

Youth participation projects must, by the very nature of their activities, be sensitive to the wages and hours regulations of the Fair Labor Standards Act. Agencies which utilize adult volunteers will already be familiar with the specifications for unpaid placements. Newcomers to the field of volunteer participation should note that exemptions from the requirement that participants be paid would reasonably require that:

1. Both participating youth and the agency involved are aware from the outset that no salary is involved in the program and jointly agree on that basis.
2. The participant will not displace any existing paid staff.
3. The participant's work will not result in economic gain for the employer.

These regulations can be a means of protecting the young participant from being misused (especially in internship-type programs) as a clerk, messenger, or in other roles which do not contribute to the overall performance objectives of the program, i.e., the objectives of the youth participation program, not the objectives of the agency per se, and for which youth should be paid.

It should be noted that some projects will operate on a volunteer basis, others will pay the participants as aids, interns,

The implications of the third guideline quoted above for the type of assignments you give the participant suggests that all such undertakings should be designed primarily for the education of the participating youth. It is permissible that the participant's output becomes useful for the agency. This guideline is most often abused in clerical work assignments. Sponsors usually are prohibited from using volunteers as secretaries, switchboard operators, messengers, or in other roles that provide clear economic gain for the employer and do not contribute to the goals of the youth participation program. If the agency employs secretarial or clerical help, the participant should not be doing clerical work for the agency. However, the volunteer would still accept responsibility for doing his/her own clerical work. If yours is a small "pitch in" operation where the entire staff do clerical or other routine "maintenance" work from time to time, then the volunteer should help, too. However, such activity should be a minor part of the volunteer's activities.

Participation in service-oriented placements means that youth assigned to assist a teacher of handicapped children, for example, should be involved for the greater part of the time in working with children or designing and producing learning materials rather than being assigned primarily to such tasks as tidying up the classroom, ordering classroom materials and filling out report forms for the teacher.

Similarly, a volunteer in a nursing home should devote most of his or her time to working directly with staff or patients, not to answering the telephone, setting tables for meals, or performing routine housekeeping tasks. Projects should be arranged so that young people are given progressively more challenging assignments, say, every nine to twelve weeks. Besides being of benefit to the young person, it ensures that he or she is not covering a job site of a paid worker.

Legal obstacles are often used as an excuse by administrators to prevent a program from getting underway. It sometimes proves helpful to show that other programs are functioning under arrangements similar to what you propose without having encountered legal prohibitions.

Confidentiality

Youth will often have access to confidential records and other forms of disclosure, such as information brought up in counseling relationships. In our experience, this has never been a problem. Youth have honored confidentiality even more rigorously than their adult counterparts. However, you should take the usual precautions.

- Explain the nature of confidential information and the necessity to keep it confidential.
- Point out some ways one can betray confidentiality, e.g. breaking of trust.
- Describe the consequences of breaking confidentiality without meaning to do so, i.e., acting on information obtained confidentially.
- Periodically, remind participants, making it clear that it is a reminder, that you have no reason to believe they have broken confidentiality.

Surveys

In an earlier section, we said that surveys were not the best way to go about establishing needs for youth participation projects. However, in the course of a project, you might very well want to conduct a survey in order to get a better description of a particular need or to demonstrate that need more graphically to the public. An excellent source for surveys is *Facts and Figures: A Layman's Guide to Conducting Surveys* by Bill Burges (Boston: Institute for Responsive Education, 1976).

IN CONCLUSION

In my work in American schools, whenever I have seen students able to contribute as adults to community work, to urban renewal, to hospitals, to youth counseling centers, in tutoring situations, in day care, in farm work, I have observed a glow of well-being, a kind of relief as of a new-found equlibium, which I have not found elsewhere.

—Charity James, Author
Young Lives at Stake

In case you are feeling discouraged about the seeming multitude and diversity of the different tasks with which you are faced to begin your youth participation project, we remind you that the details will be worked out if you focus on the quality of your relationship with the young people with whom you work.

See yourself as a facilitator to help young people achieve their goals. See yourself as an adult model who the young people can respond to. Be mindful of the individual development of the young person, even over project results. Take concrete goals of the project seriously, too. Above all, respect the decisions of the young people and expect great things from them.

APPENDICES

APPENDIX A

Sample Interview

1. Which agency did you work in this year?
2. Why did you choose this agency?
3. What did you do there? Describe the kinds of programs you worked in and a normal day for you.
4. Did your work at the agency change over the course of the year?
   _____ yes _____ no
   If so, how?
   _____ more complex tasks
   _____ increased responsibility within same program
   _____ change of programs (changed agencies)
   _____ one to one relationship with clients or children
   _____ other (describe)
5. Did you encounter any particular difficulties working in the agency?
   _____ interpersonal (clients)
   _____ interpersonal (personnel)
   _____ difficulty with instructions
   _____ difficulty with actual work
   _____ difficulty with scheduling
   _____ difficulty with transportation
   _____ other (describe)
6. What were the things that you enjoyed about working in the agency?
   List:
7. Do you feel that you performed a valuable service in the agency?
   _____ yes _____ no
   Comment:
8. Was your experience in the agency different from what you expected when you applied for the program?
   _____ yes _____ no
   _____ don't know (no expectations)
   If so, how?

9. Do you think that by the end of the year you had a good understanding of the objectives and overall operation of your agency?
   _____ yes _____ no
   Describe:
10. Do you think that you have acquired any knowledge of community affairs or problems beyond the scope of your agency?
   _____ yes _____ no
   Describe:
11. Has your experience working in the agency affected your future plans in any way?
   _____ yes _____ no
   If so, how?
12. What was the purpose of the in-school portion of the program?
13. Did you feel that you "were getting anything" out of the classes?
   _____ yes _____ no
   Comment:
14. In your opinion, was the method of student evaluation fair?
   _____ yes _____ no
   Comment:
15. What was the purpose of the Community Involvement Program?
16. Do you think that you have changed as a person as a result of the Community Involvement Program?
   _____ yes _____ no
17. If you were choosing now, would you opt to take the Community Involvement Program again?
   _____ yes _____ no
   Comment:

APPENDIX B

Icebreakers

Icebreaker I:

Identification Posters

Objectives: To explore nonverbal communication.
To find out more about classmates.
To encourage openness and trust.

Materials: A large sheet of newsprint for each student.
Masking tape (optional).

1. Each student writes the following information about himself on a large sheet of newsprint:
   Name, *"Three things I like doing," "Three things I am proud of," "Three goals in my life."*
   For example,

Interests:
basketball
stamp collectiong
lying in a field with tall grass

Accomplishments:
Bronze life saving medallion
playing guitar
getting on with people

Ron Smith

Goals:
to be a good mechanic
to pass this year with honors
to learn more about business

---

2. Posters are taped onto the front of each person or held up under the child.
3. Without talking, students mill around the room, read, react nonverbally, and establish eye contact with every student.
4. After each student has had an opportunity to greet everyone, he stands beside someone he does not know well.
5. When signaled, partners introduce one another and ask questions about the items written on respective posters.
6. This exercise could extend into Icebreaker II which follows. Pairs join up with other pairs and introduction ensue.

Icebreaker II:

Introductions (pairs—quartets)

Objectives: To learn about interviewing.
To practice listening skills in introductions.
To get to know partners.

1. Choose a partner whom you do not know very well (form pairs).
2. Each student interviews the other to find out details of interest (e.g., name, family history, goals, hobbies, personal anecdotes). Take ten to fifteen minutes for both interviews.
3. Each pair joins another pair to introduce respective partners to the three other members of the group. The oral introduction will demonstrate listening accuracy. The person being introduced should feel free to add or amend details about himself.

Icebreaker III:

Pair Interviews

Objectives: To learn about interviewing.
To learn about developing questions for effective interviews.
To practice skills in introduction.
To get to know partners.
To practice listening skills.
To practice feedback.

Procedures:

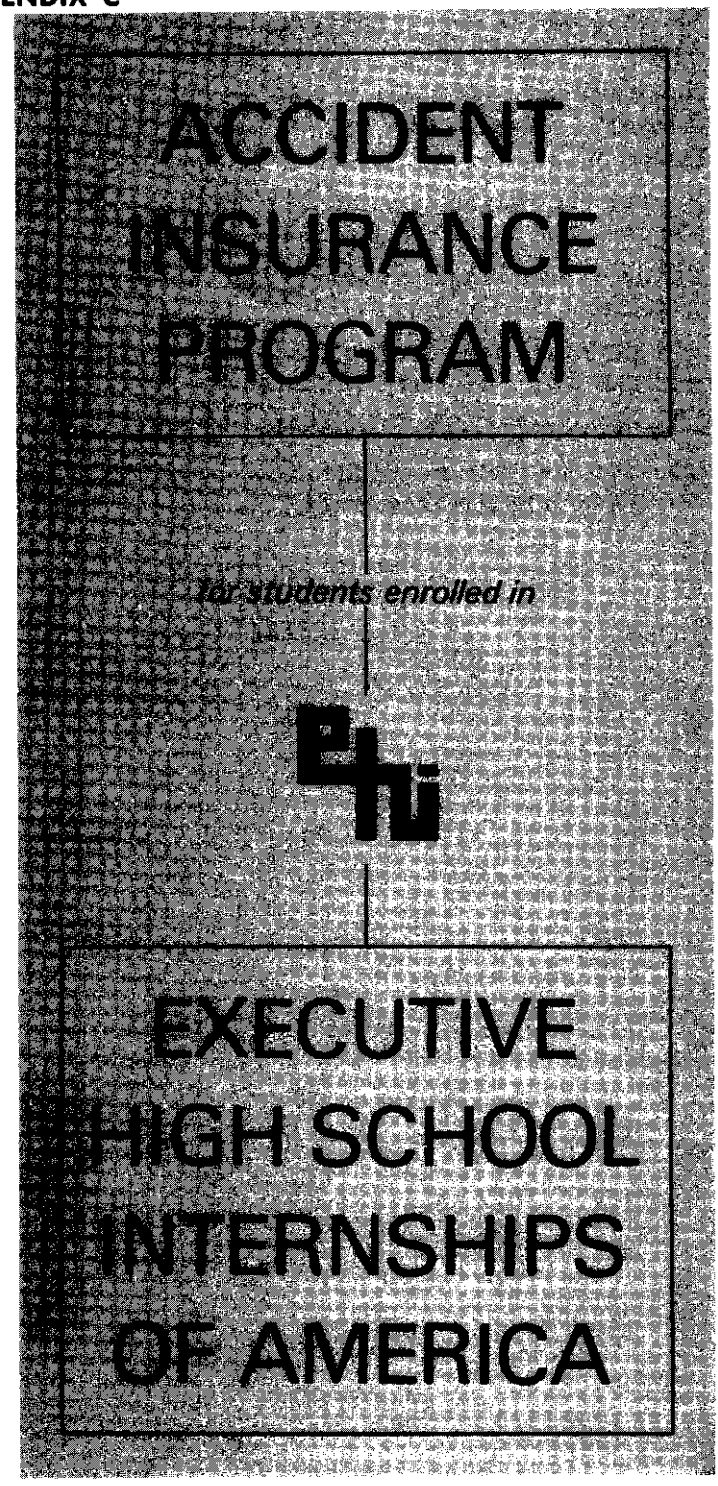
1. Before they come to class, have the students write out a list of questions (approximately ten) which an interviewer should ask in order to get to know them. They should do this for homework and bring them to class.
2. In class, the students should choose partners and exchange question lists.
3. Each partner should write out answers to questions asked.
4. Then each group should join two more couples and introduce partners to other members in the group.
5. Each partner should comment on the accuracy or inaccuracy of the comments made as he/she is introduced to the group.
6. The exercise should take approximately one hour.

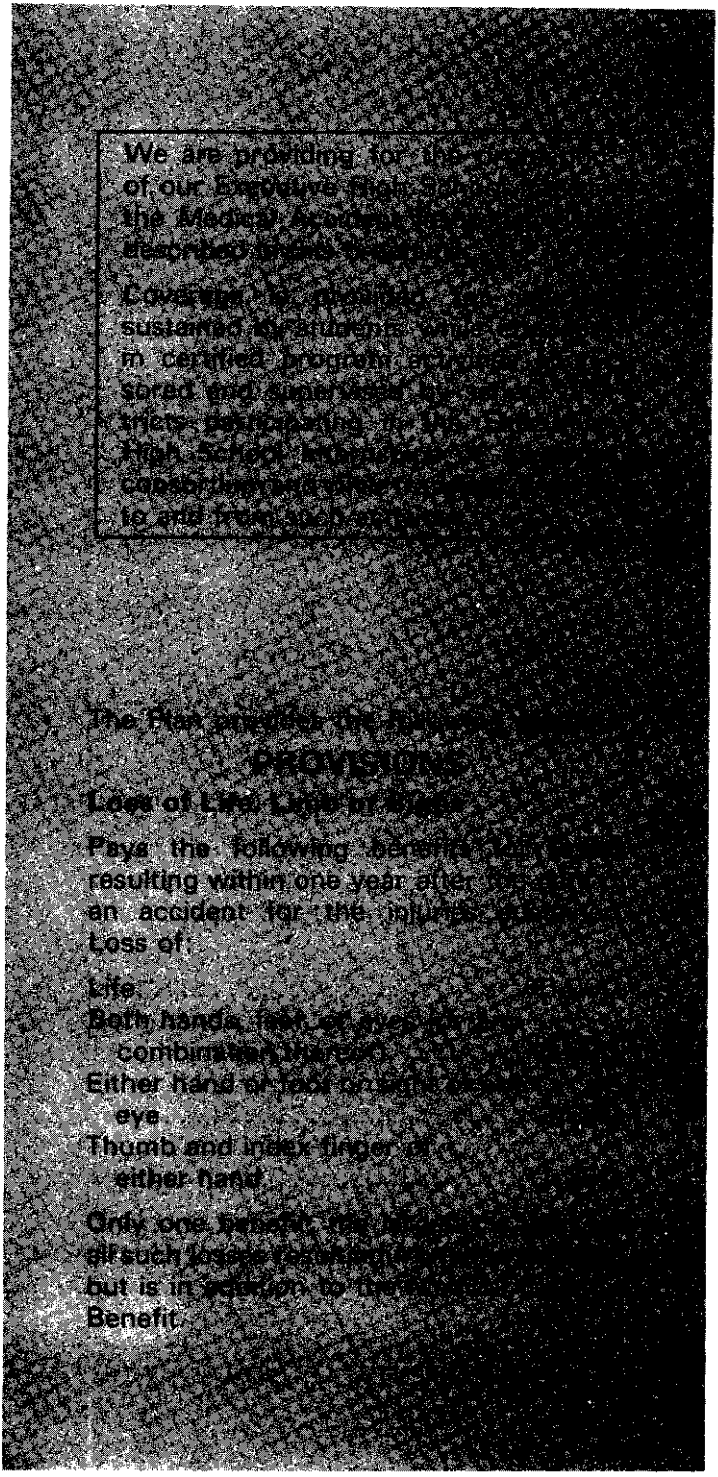
Discussion Guidelines

1. Now that you have spent several minutes with another member of the class, how do you feel about him? Do you know him?
2. In what ways was an interview different from an ordinary situation? Was the formal interview helpful?
3. Did the element of trust enter into your responses to questions asked? To what extent?
4. To what extent was your interviewer's impressions of you accurate? Why or why not?
5. What is feedback? How is it helpful?
6. Identify obstacles to good communications which you found during your interviewing sessions.*

* Krupar, K. D. *Communication games.* New York: Free Press, 1973, p. 56.

APPENDIX C


ACCIDENT
INSURANCE
PROGRAM
for students enrolled in
EXECUTIVE
HIGH SCHOOL
INTERNSHIPS
OF AMERICA



We are providing for the [illegible] of our Executive High School [illegible] the Medical Accident [illegible] described [illegible]

Coverage is [illegible] sustained by students [illegible] in certified program [illegible] sored and supervised by [illegible] tricts participating in the [illegible] High School [illegible] consortium [illegible] to and from such [illegible]

The Plan provides the [illegible]

PROVISIONS

Loss of Life, Limb or Sight

Pays the following benefits [illegible] resulting within one year after [illegible] an accident for the injuries [illegible] Loss of:

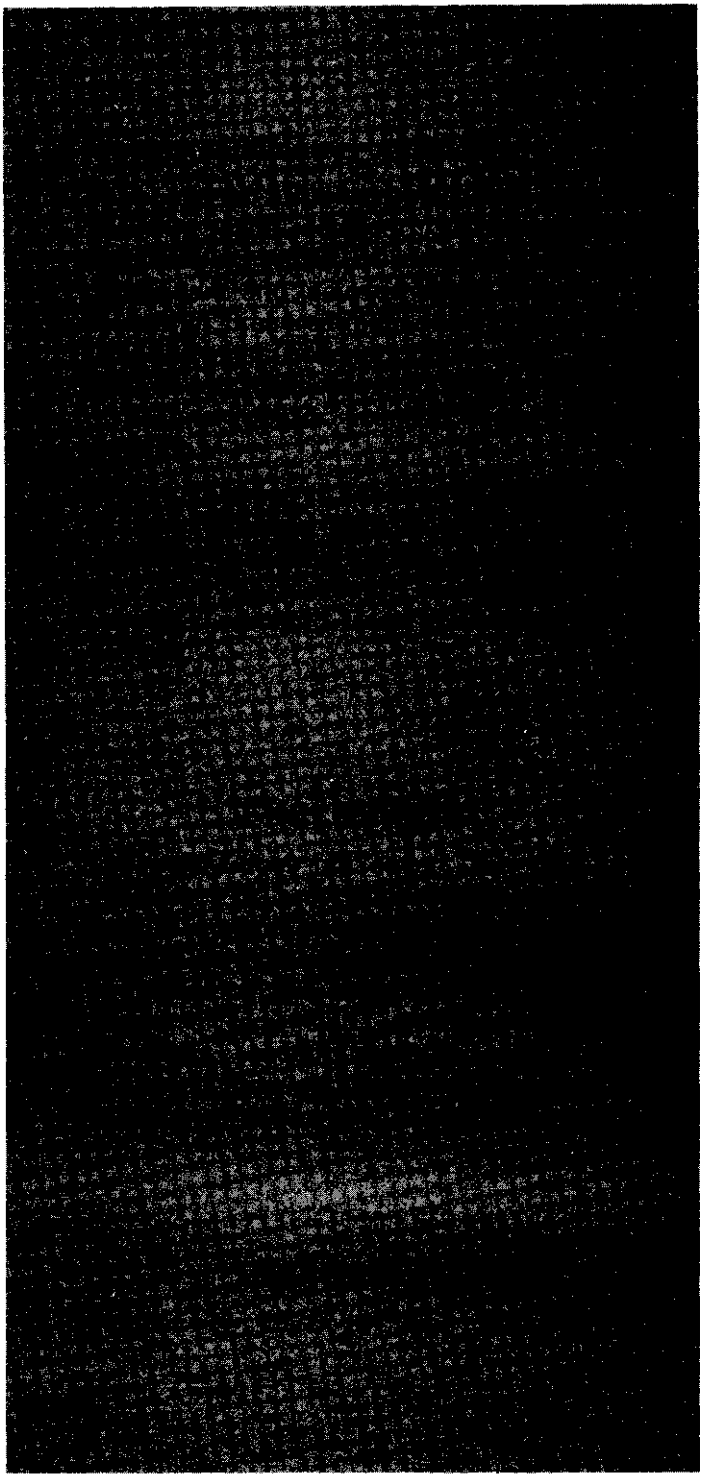
Life

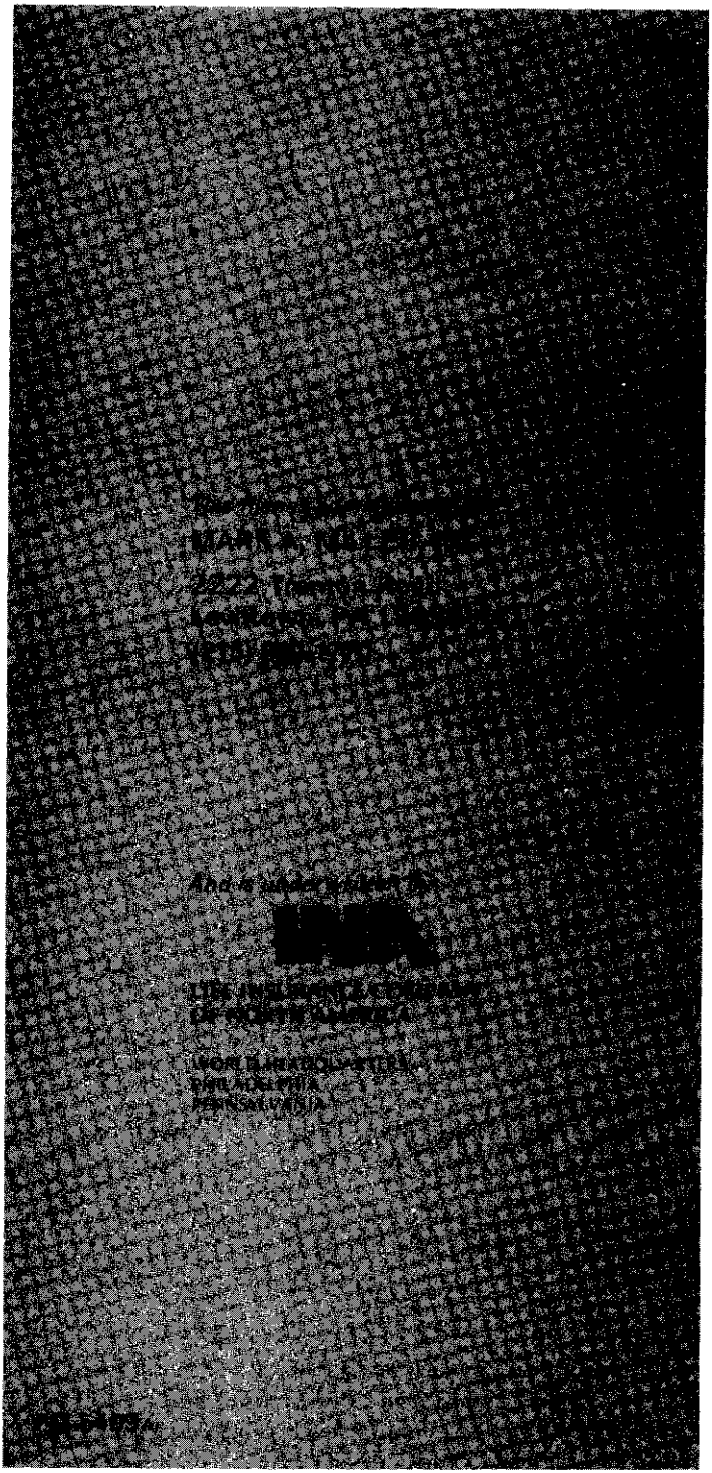
Both hands, feet or eyes [illegible] combination thereof

Either hand or foot or [illegible] eye

Thumb and index finger of either hand

Only one benefit [illegible] all such losses [illegible] but is in addition to the [illegible] Benefit.





APPENDIX D

Selected Sources for Information and Background Material

Source for Information

Community Involvement Program, Office of Research and Development Studies
Ontario Institute for Studies in Education
252 Bloor Street West
Toronto, Ontario, Canada

Community Service Volunteers
237 Pentonville Road
London N1 9NG, England

National Association of Secondary School Principals
1904 Association Drive
Reston, VA 22091

National Commission on Resources for Youth
36 West 44th Street
New York, NY 10036

National Student Volunteer Program–ACTION
806 Connecticut Avenue, NW
Washington, DC 20525

Office of Youth Development
DHEW
200 Independence Ave., SW
Room 309 D
Washington, DC 20201

Background Material

Arms, M., & Denman, D. *Touching the world: Adolescents, adults and action learning.* New York: Charles Scribner's Sons, 1975. A delightful experiment about the development and implementation of a community service program in Philadelphia which perceptively faces the difficulties of implementation. Easy reading.

Community Involvement Program. *The community involvement handbook.* Toronto: Ontario Institute for Studies in Education, 1975. The handbook of a cooperative project of OISE and a growing number of secondary schools in Ontario.

Community Service Volunteers. *SACK (school and community kits).* London: Community Service Volunteers.

Community Service Volunteers. *School in the round.* London: Community Service Volunteers. Write for up-to-date publication list and prices to CSV, 237 Pentonville Rd., London N1 9NG, England. CSV publishes a wide variety of extremely useful information on how to start and operate community service projects. *School and community kits* are periodical collections of practical ideas, curriculum materials and project descriptions. *School in the round kits* carry many ideas for relating community service to traditional school curriculum.

National Association of Secondary School Principals. *Legal Memorandum,* January 1975, March–April 1975. Pamphlets dealing with questions of school liability for injuries to students, including liability relating to off-campus activities. Useful, but by no means all inclusive. Information available from NASSP, 1904 Association Dr., Reston, VA 22091.

National Commission on Resources for Youth. *New roles for youth in the school and the community.* New York: Citation Press, 1974. Extensive descriptions of 70 youth participation projects. Also discusses implications of youth participation for schools and communities and provides practical guidelines.

National Commission on Resources for Youth. *Resources for Youth.* A quarterly newsletter distributed by NCRY free. Describes outstanding projects in which young people have significant responsibilities in such areas as environmental protection, child care, health care, etc. Available from NCRY, 36 W. 44th St., New York, NY 10036. Inquire price for multiple copies.

National Commission on Resources for Youth. *What kids can do.* New York: National Commission on Resources for Youth, 1973. A collection of youth participation projects previously published in *40 projects by kids* plus *Resources for Youth* newsletters through date of printing.

National Student Volunteer Program–ACTION. *Synergist.* Published three times yearly. Available at no charge. An excellent source of project descriptions and ideas, despite its emphasis on post secondary education. Provides information on issues such as transportation, training and legal issues. Write to NSVP, 806 Connecticut Ave., NW, Washington, DC 20525.

National Student Volunteer Program. *High school student volunteers.* Washington, DC: NSVP, 1972. A resource manual for high schools to use in beginning new programs or expanding existing efforts. Available at no charge.

National Student Volunteer Program. *Training school volunteers.* Washington, DC: NSVP, 1973. A looseleaf booklet on training volunteers. Well organized and practical. Available at no charge.

The Switching Yard. *Internship seminars.* California: Student Community Involvement Center, Youth Division of the Volunteer Bureau of Marin County, 1975. Some useful suggestions for conducting seminars. Available from SCIC, 1022 Sir Francis Drake Blvd., San Anselmo, CA 94960.

The Switching Yard. *Workbook for students in community service.* California: Student Community Involvement Center, 1975. Tried and tested exercises and activities that The Switching Yard has found useful in their "Community Services" seminars.

* For further information, check your local libraries, especially education libraries, under Youth Participation, Action-Learning and Experienced-Based Education.

COMMENT CARD

We would like to know if and how this publication has been useful.
Your response to the items below is greatly appreciated.
Any additional comments are also welcomed.

- If you are starting a program,
  in what areas has the manual been helpful?

- If the program is in operation,
  how has the manual been useful?

- Your opinion on the general usefulness,
  readability and appropriateness for your needs.

- Suggestions for improvement.

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