

Youth Policy

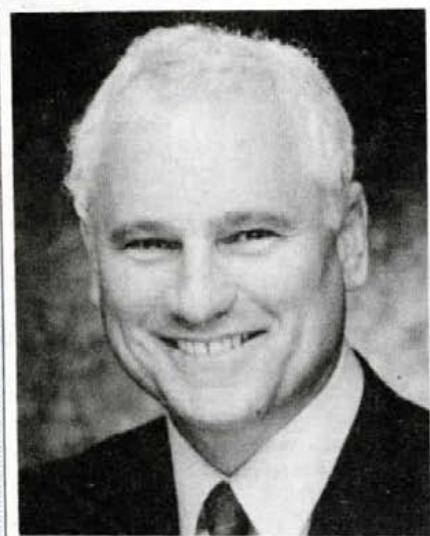
The monthly report on national youth programs and issues

Volume 10

December 1988

Number 12

Oregon Collaborates for At-Risk Youth



“The challenge before us is to spread this spirit of hope, commitment and determination from county to county, to lessen the cynicism that nothing can be done and to transplant successful strategies that have been pioneered by courageous and innovative program operators from one community to another.”

Oregon Governor, Neil Goldschmidt (D)



“What Oregon is demonstrating is that such local-state-federal public/private partnerships have the potential to become a dynamic way to help the thousands of youth we are now on the verge of losing.”

Senator Mark O. Hatfield (R-Ore.)

What About the Forgotten Half?

In late November, *Youth Policy* attended the press conference unveiling the William T. Grant Foundation Commission on Work, Family and Citizenship's report, *The Forgotten Half*. We were dismayed at the findings. Half of the United States' youth are not college-bound and are essentially "forgotten" by the nation, receiving "negligible assistance in starting their adult lives." According to the commission, this lack of attention is creating economic hardship not only for "the forgotten half," but also for all Americans. Is it too late to repair the damage of negligence? Many experts fear that the symptoms of ill-prepared young adults will only worsen. The attention that must be given to youth to reverse their downward slipping condition seems impossible for organizations to give—every group, private and public, has limited human and monetary resources.

While preparing our report on *The Forgotten Half*, we were also preparing a major magazine segment featuring the Juvenile Justice Alliance (JJA) in Oregon. The JJA is a coalition which has recognized that no single group has the resources to work effectively with the number of at-risk youth that come to them. By pooling the resources of public and private organizations, the Alliance has been overcoming this resource problem since 1983. For instance, if one organization cannot handle a particular youth's problems, he or she is referred to one that can. When one organization cannot supply the funds necessary for a particular project that would benefit all local youth-serving groups, many can combine their funds. The JJA has recognized that organizations which have the common goal of serving at-risk youth can pool their resources to create a structured juvenile justice network rather than a system splintered by competition.

This network effort is receiving bipartisan support. Two Oregon politicians—Gov. Neil Goldschmidt, a Democrat, and U.S. Sen. Mark Hatfield, a Republican—agreed to make contributions to our JJA feature. (See pages 39 and 44) These leaders have shown that the JJA is not an ideological testing ground, but a genuine effort to attack youth-related problems. Development of networks such as the JJA is a possible solution for the United States' inability to help many youth.

We would like to express our gratitude to the JJA's executive director, Ron Jenkins, for his aid in organizing and motivating his associates, in supplying us with photographs and in helping to edit the contributions. Without him, we could not have produced this magazine.

the editors

Youth At Risk Event

The National Youth At Risk Program will sponsor a live, satellite broadcast event to discuss at-risk youth 7:30p.m.-1:00 a.m.



With safety harness attached, a participant in the Youth At Risk 10-day program in Quantico, Virginia, last November, successfully climbs to the top of the pole and leaps for the trapeze.

EST on Feb. 11, 1989. Originating from Washington, DC, and linked with cities throughout the nation, including Atlanta, Boston, Los Angeles, Miami, Phoenix and Seattle, groups of people will join together to talk about programs for at-risk youths. According to the program sponsors, the purpose of the broadcast is to "generate a commitment to create a future for youth in this country." After the telecast, community groups across the country will continue the discussion by focusing on the problems in their own hometown. The organizer's predict that thousands of people will join together to

take part in creating a better future for American youth and that communities will work together by raising money to expand "Youth at Risk" programs in the United States. Business people, educators, elected and appointed government officials, parents, people working with at-risk youth and students have been invited to participate in this special event.

For more information, contact the National Youth at Risk Program, 515 Eleventh Street, SE, Washington, DC 20003; (202) 546-4883.

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A 4-H Challenge member plants flowers in a park for the city of Lebanon, Oregon. See article by Michael Holroyd, p. 34.

working together, too many youth fall through the gaps between them.

8. Until major changes have occurred in schools, we need a *second-chance system of education and job readiness* for the benefit of youth whom the schools are failing. In addition, many more young people will benefit from

experimentation with proven arrangements – apprenticeships, internships, cooperative education, work-study, and the like.

9. *Young people want and need adult support*, especially from their parents. The vast majority of families, including those of the Forgotten Half,

labor long and hard to give their children and adolescents the material care and guidance they need to finish school and prepare for good jobs. But social and economic changes have made it harder for many, especially single-parent families and families with both parents working, to meet these obligations. *More community supports are needed*

Hillary R. Clinton

Speaking about forgotten-half families, Hillary Clinton emphasizes the need to build stronger family units and closer adult-youth relationships. Currently a partner in the Rose Law Firm in Little Rock, Arkansas, Clinton is chair of the board of directors of the Children's Defense Fund and serves on the boards of the New World Foundation, Child Care Action, and the Southern Regional Education Board. These varied public-private positions have allowed her to view the problems of the forgotten-half family from many perspectives. The recommendations which she makes stress greater involvement on all levels: federal, state, and local governments, private sector and individual.

Clinton emphasized child care as the main concern for forgotten-half families. Today over half of all mothers with children under six and nearly 70 percent of mothers with children between 6 and 17 were working or looking for work. The federal government can help these families, who often spend a large percentage of earned income for child care, by revising tax policies and expanding child care tax credits. A cash or voucher refund could enhance program benefits.

Clinton further called for increased private sector action, especially in altering work policies to help employed parents. Programs allowing variable work schedules, such as flextime, compensatory time and parental leave, have been proven to be cost-beneficial – improving worker productivity and saving employers thousands of dollars in the long run.

For those children living in single-parent forgotten-half families, quality of life is directly affected by non-payment of child support by non-custodial



Hillary R. Clinton

fathers. One-quarter of these mother-headed households with court-ordered support decrees for financial assistance receive no help at all. The Grant Foundation recommendations below include a plea for action on the federal government's part in collecting child support payments and expanding fatherhood programs.

Lastly, Clinton encourages flexibility and ingenuity on individual and educational levels. She criticizes schools' continuing "Leave-It-to-Beaver" model of the American family, saying that educators need to adapt a flexibility for today's changing society. This includes enhanced parental involvement in children's education to better suit working parents. Families bear the primary obligation to care for their children and to help them become healthy, contributing citizens, according to Clinton. Other institutions such as employers, schools and government, however,

can do much more to enable forgotten-half families to adjust to a rapidly changing world.

William T. Grant Foundation recommendations include:

- Widespread publicity by the nation's political, corporate, educational, and religious leadership of the need for families to spend time together. Creation of strategies to place family time high on the national agenda.

- Parenthood education, both before and after young people begin to form families of their own, and the inclusion of parenthood education and training in constructive communication as a required part of the life skill courses taught in many school and community groups.

- Enhanced parent involvement through school efforts to help parents and teachers better understand their mutual responsibilities and the barriers they must overcome to meet them; identification and development of new forms of parent participation better suited to working parents; the establishment of policies to ensure that parent-teacher planning is periodically reviewed and updated.

- Parent efforts to bridge the gap between home and school beginning in preschool and continuing through high school, by supplementing frequent telephone contact with personal visits when possible, and by making fuller use of available community resources.

- Vigorous state implementation of the 1984 amendments to the Child Support Enforcement Act, the reevaluation of welfare policies that inadvertently discourage legal paternity, and greater acceptance of non-cash contributions, including childcare and participation in education and training programs, as legitimate ways to meet parental obligations.

- Expanded fatherhood programs that include employment and training

to help families guide the development of young people than are typically provided. Families living in poverty need far more assistance, help that must continue over an extended period of time.

Along with these main findings of the Grant Commission's study, we present several recommendations. Some are

implicit in the points already made. At the end of each chapter of the report, you will find a detailed list of them.

Most of our recommendations must be dealt with at the community level—in families, in neighborhood organizations, in schools, in the workplace and in other agencies serving the Forgotten Half. Action on these community-level ini-

tiatives may be assisted by funding from the state and national levels, but it is predominantly dependent on local leadership from employers, civic leaders, service agency professionals and board members, and particularly from youth themselves.

The Commission specifies recommendations for state governments and

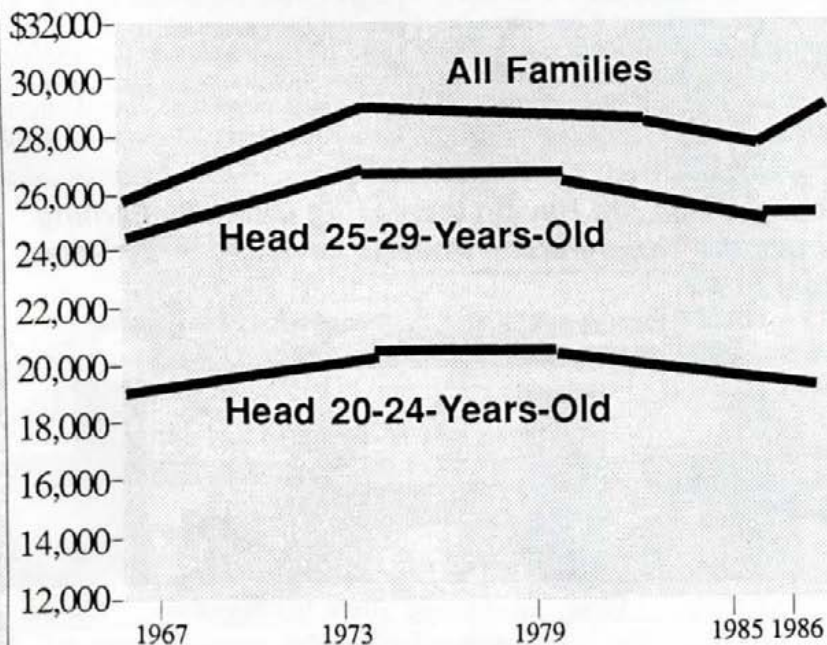
Trends in Real Incomes of Families, 1967-86 by Age of Family Head

(in 1985 dollars)

Year	All Families	Head 25-29 Years Old	Head 20-24 Years Old
1967	\$25,560	\$25,132	\$19,654
1973	29,175	27,551	20,821
1979	29,028	26,676	20,025
1985	27,735	24,000	16,000
1986	28,898	24,400	15,107
Percent Change			
1967-73	+14.1	+9.6	+5.9
1973-86	-1.0	-11.4	-27.4

Between 1973 and 1986, Young Families Lost Over One-Quarter of Their Real Income and Fared Far Worse Than Any Other Age Group

Income (1985 dollars)



opportunities, as well as parenting and family planning education.

- More aggressive private and public sector support of efforts by youth organizations, religious, and civic groups to fill the gap in after-school care for older children and adolescents with quality programs.

- Expanded flextime, family leave, and childcare policies and, with leadership of senior management, the creation of a corporate climate that recognizes the parental responsibilities of both men and women employees to older children and adolescents, as well as to preschoolers. Family responsibility statements summarizing major organizational policies with regard to childcare, parental leave, work hours, transfers and relocation, job-sharing, and other family-oriented policies can also be kept on file, made available to new employees, and regularly renegotiated with worker organizations.

- Broad-based public discussion among policy-makers, labor unions, employers, and interested citizens of the pros and cons of various tax policies to support families, including an increased personal exemption and expanded Earned Income Tax and Childcare Tax credits.

- Many more mentoring programs in schools, churches, community agencies, and in the workplace that involve young people in ongoing relationships with adults based on shared purpose and mutual interest.

- Efforts by parents, teachers and employers to help teens plan reasonable part-time work schedules, monitor their progress and share information about problems that arise.

(Source: *The Forgotten Half, Pathways to Success for America's Youth and Young Families*, William T. Grant Foundation, November 1988, p.47.)

the federal government. Among these are two suggestions for action by President Bush and the 101st Congress:

1. Five billion dollars a year of additional federal funding for the next 10 years for existing programs that are known to have significant positive effects on the future prospects of youth, such as Head Start and Chapter 1.

2. New federal legislation, entitled

Fair Chance: The Youth Opportunities Demonstration Act, would authorize \$250 million for each of five years to support demonstration grants to consortia in every state of educational institutions, local governments, and other organizations for postsecondary and higher education programs for youth.

The loss of the Forgotten Half's potential is unfair to the 20 million 16-

24-year-olds who are unlikely to attend college, and is wasteful and dangerous to the nation. Equity and common sense demand that we must act now to create responsible policies—in the private and non-profit sectors and at the local, state, and national levels—to regain this vital half of our nation's store of young talent.

William Julius Wilson



William Julius Wilson

William Julius Wilson, a MacArthur Prize Fellow, is the Lucy Flower Distinguished Service Professor of Sociology and Public Policy at the University of Chicago. Author of *The Truly Disadvantaged*, *The Declining Significance of Race and Power*, *Racism and Privilege*, he is also the co-editor of *Through Different Eyes*. Professor Wilson also serves as the president of the American Sociological Association. Asked to speak about the findings of the Grant Foundation Commission's Final Report on Youth and America's Future, Wilson addressed the topic of how changes in the economy affect people living in inner cities adversely.

The ghetto underclass is unique because while the number of basic institutions (banks, churches and community centers) and available jobs are decreasing, crime and substance abuse are rising rapidly. Wilson said that effective community-based activities should be developed to alleviate the

effects of the decline of the ghetto underclass. "Increased joblessness, poverty and receipt of welfare do not simply result mechanically from having large numbers of poor together in the same areas. They signal not merely a qualitative concentration of poverty but a transformation of the social and institutional structure of the inner city which, given profound economic changes, puts the residents in a radically more constraining situation than their counterparts of earlier times or the poor of other neighborhoods."

Wilson also pointed out that the impact of an increase in poverty in urban underclass areas adversely affects education; inner-city schools do not have the "cultural capital" that is often found in suburban schools and a decline in basic literacy skills leads to a decline in job opportunities and a decline in the number of informal contacts with employers. Thus, inner-city youth are not becoming a part of this informal job network.

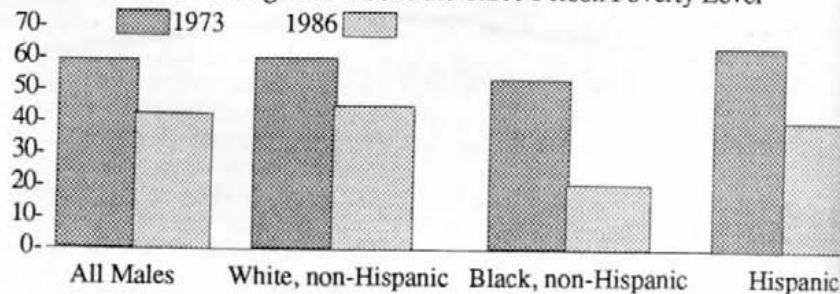
William T. Grant Foundation recommendations include:

Many groups of young people must overcome especially high barriers to participate fully in community life. To increase their opportunities, we recommend:

- Comprehensive, flexible and coordinated services beginning early in life including family planning, prenatal health care, pre-parent training, continuing parent counseling and support, nutritional services, child care, early childhood education and health education.
- Individualized services simultaneously delivered to all members of at-risk families including flexible education opportunities, improved counseling, one-to-one relationships with adults, incentives to keep youth in school and transitional programs to help bridge the gap between school and work.
- Multiple added-chance opportunities for education, training and employment, transitional income and in-kind support specifically targeted to the most disadvantaged.

Young Males Are Having Increasing Difficulty Earning Above the Three-Person Poverty Level, Minority Males Most of All

Percent of Males Earning At or Above the Three-Person Poverty Level



Source: The William T. Grant Foundation Commission on Work, Family and Citizenship, 1988.

What an Additional Investment of \$5 Billion Could Buy for America's Children and Youth

Head Start – Now serves 450,000 children with a federal budget of \$1.13 billion. About 81 percent of all eligible 3-5-year-olds remain unserved. At current costs, service to all eligible children would require an additional \$4.75 billion annually.

Chapter 1 – Now serves approximately 5 million children with a federal budget of \$3.94 billion. About half of all students requiring remedial programs remain unserved. Moreover, many existing programs are insufficiently intensive, and few continue services to high school youth needing them.

Job Corps – Now provides 40,500 full-year training "slots" or service years at a cost averaging \$15,800 per full year. Total federal budget is \$656 million.

Job Training Partnership Act – 463,000 youths 21-years-old or younger were served under Title IIA during the last reported program year, and 348,000 complete their training program at a cost of \$636 million. (Experts estimate that JTPA now serves only five percent of the eligible youth population.)

Adding \$1.5 billion to Head Start's budget would serve an *additional 600,000 children*. (With appropriate legislation, these funds might also be used to stimulate more states to begin prekindergarten and early learning programs and to expand the availability of quality, affordable day care, particularly for the children of low-income working parents.)

Adding \$1.5 billion to Chapter 1's budget would serve up to an *additional 2,500,000 students* (at an average cost of \$600 per student) and permit expansion into high schools. Additional funding could support added anti-dropout programs and expansion of efforts like STEP (Summer Training and Employment Program).

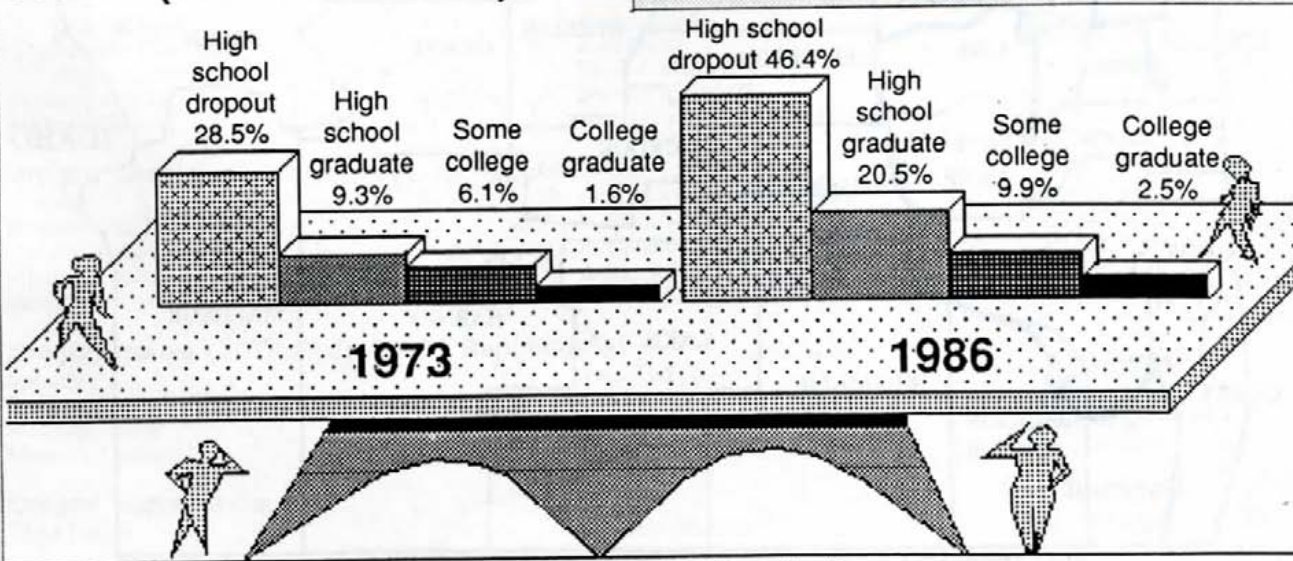
Adding \$300 million to the Job Corps could support 30-50 *new Centers* and provide almost *19,000 additional full person-years of training*.

Adding \$1.5 billion to JTPA would provide service to up to *500,000 additional youth* in need of assistance. (Additional funds should be concentrated on youth with the most severe deficits, rather than those easiest to employ.)

Providing More School-to-Work Options

A fund of \$200 million would enable states and localities to expand a number of youth initiatives which this Commission believes ought to be more widely available, for example, youth community and neighborhood service, cooperative education, high school work-study, apprenticeship, youth-operated enterprises, and improved career counseling. These funds would serve not only at-risk students but all who could benefit from an enriched curriculum supplemented by a variety of community and employer-based resources.

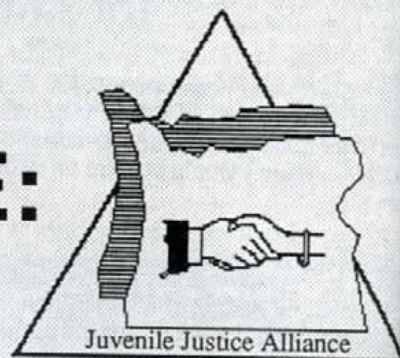
Poverty Rates of Young Families by Educational Attainment of Family Head (1973 and 1986)



Source: Vanishing Dreams: The Growing Economic Plight of America's Young Families

OREGON'S INNOVATIVE APPROACH TO JUVENILE JUSTICE:

Social, Justice, Natural Resource and Youth Development Sectors Create Unique Public/Private Partnerships to Service At-Risk Youth



One of the pressing problems facing America today is the difficulty in finding an efficient juvenile justice system. At-risk youth need special attention in the areas of discipline, health-education (i.e. AIDS, drugs, pregnancy), job skills, remediation and sometimes punishment. Completely meeting the needs of all at-risk youth would require funds beyond the means of any one public agency or private organization. Very often, even though they are working toward similar goals of helping youth, juvenile justice groups are rivals, competing for money. Since 1983, however, the Juvenile Justice Alliance (JJA) in Oregon has been helping youth-service groups pool their resources to avoid factionalism and to serve youth better. The following pages contain articles by officials and members of the JJA.

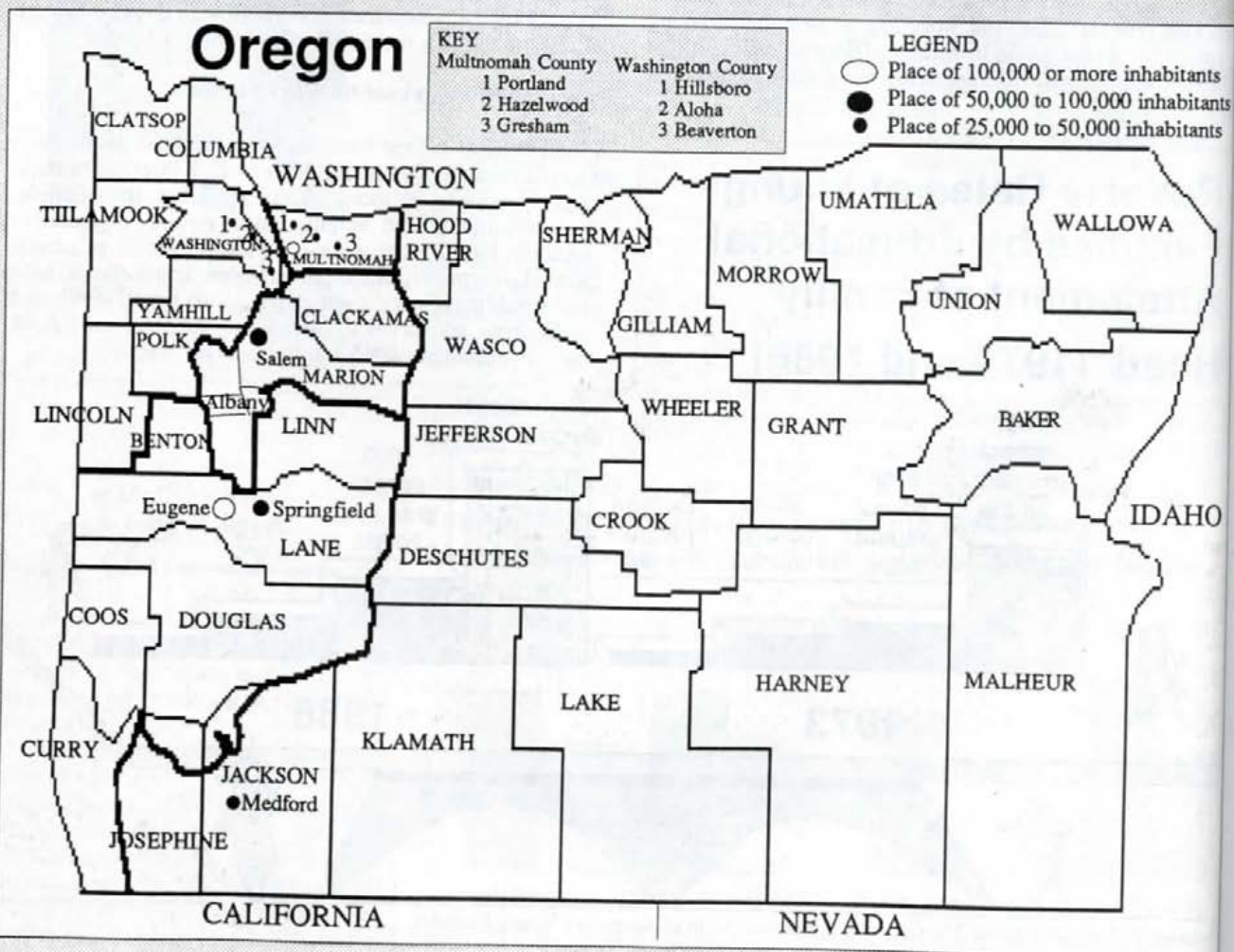


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Oregon Government

U.S. Senate

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Bob Packwood (R)	Washington: (202) 224-5244	Oregon: (503) 221-3370

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Robert F. (Bob) Smith (R)	Washington: (202) 225-6730	Oregon: (503) 776-4646
Ron Wyden (D)	Washington: (202) 225-4811	Oregon: (503) 231-2300
Peter A. DeFazio (D)	Washington: (202) 225-6416	Oregon: (503) 687-6732
Denny Smith (R)	Washington: (202) 225-5711	Oregon: (503) 399-5756

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Executive Secretary	Joan Smith	(503) 378-3100
Press Secretary	Floyd J. McKay	(503) 378-3122
Secretary of State	Barbara Robert (D)	(503) 378-4139
Attorney General	David (Dave) B. Frohnmayer (R)	(503) 378-6368

Oregon Senate (17 Democrats—13 Republicans)

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President Pro Tem	William W. Frey (D)	(503) 378-6212
Majority Floor Leader	Bill Bradbury (D)	(503) 378-8700
Minority Leader	Anthony (Tony) Meeker (R)	(503) 378-8176
Minority Whip	William (Bill) Olson (R)	(503) 378-8168

Oregon House (31 Democrats—29 Republicans)

Speaker	Vera Katz (D)	(503) 378-8977
Speaker Pro Tem	Thomas (Tom) Mason (D)	(503) 378-4026
Majority Leader	Shirley Gold (D)	(503) 378-8540
Minority Leader	Larry Campbell (R)	(503) 378-8772

Oregon Supreme Court

Chief Justice	Edwin J. Peterson	(503) 378-6026
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For more information, contact the Oregon State Capitol, Salem OR 97310; (503) 378-3131.

activity will enhance management skills for a lower level private agency employee.

From a technical aspect, the implementation of a job exchange program could have a long lasting effect on both the public and private sectors, at least in three areas of management. The three areas are personnel practices, a communication plan and citizen involvement.

First, a few points regarding personnel practices must be discussed. Agencies may need to review their personnel practices to select the appropriate person to be the exchange staff member. The involvement by "others" in the recruiting, screening, selection

and orientation processes is often not the norm for most agencies. Normally, when managers are filling a vacant or needed position, the tendency is to hire now and to hire a known person who is dependable. One personnel practice recommended is to conduct a wide-spread, one-to-one recruitment with all existing employees. This recruitment action will do two things. One, each employee will feel that he or she had an opportunity to review and discuss this new thing management is calling "job exchange." Secondly, employees will begin to feel in control of the program and to be cooperative and supportive of the employee who is selected.

Regarding an ongoing, operational

communication plan, it is strongly recommended that a written document outline the who, what, when and hows of progress being made by the exchange staff. A job exchange program calls for timely communication with specific details of accomplishments as well as areas that need more focus. In any normal system, communication is often one of the major concerns among employees and management. In a job exchange situation, the staff person needs to be connected to two organizations as well as to any community groups involved. This in itself calls for detailed agreements at the initial stages as to flow of communications. Both public and private agencies may need to form a Cabinet-like committee to focus on successes and concerns such as program development for delivery of service proceeds.

Finally, citizen involvement in organizational development must be considered. The at-risk populations have a number of support units that organizations may want to involve with program development and implementation. The lay-citizen group's involvement and means/methods of contact with the organizations should be a part of the communication plan. These support groups may be different from those the public and private agencies would like to work with and acknowledge. However, the lay-citizen group has the advantage of bridging the sometime missing link back to the community where the at-risk population returns after the day's program has ended. The Job Exchange personnel may be especially useful in providing direction and service to build better communication link with the at-risk populations community.

In summary, job exchange is a form of technical assistance at an intense level of commitment and practical operation through a partnership by public and private agencies. By sharing staff expertise, job exchange programs provide services and integrate the at-risk youth into activities that they would not normally seek or be encouraged to become involved in. Any partnership between public and private agencies that has a job exchange component may prove to increase employee and volunteer effectiveness while being cost-effective for both organizations.

For more information, contact Brenda Green, 417 Public Service Building, Salem, OR 97310; (503) 373-7940.

Knowledge of U.S. History and Literature

U.S. history item responses: 1986

Percent correct

Top five responses

Thomas Edison invented the light bulb	95.2
Location of the Soviet Union on a map	92.1
Alexander Graham Bell invented the telephone	91.1
George Washington was president between 1780-1800	87.9
Location of Italy on a map	87.7

Bottom five responses

Medicare and the Voting Act were passed under Lyndon Johnson's Great Society	23.9
Betty Friedan and Gloria Steinem: leaders in the women's movement	22.8
Progressive movement refers to the period after World War I	22.6
Reconstruction refers to the re-admission of the Confederate States	21.4
John Winthrop and the Puritans founded a colony in Boston	19.5

• In 1986, 80 percent or more of U.S. 11th graders had some knowledge of such aspects of history as pioneers in technology, colonial history, economic history, geography, World War II, slavery, and the Bill of Rights. Less than 30 percent correctly answered questions dealing with the approximate dates of historical events, recent history, and the women's movement.

• In literature, 80 percent or more of 11th graders could answer questions involving the Bible, Shakespeare, black literature, children's classics, and well-known American and English literature. Less than 30 percent identified the American and European authors of certain, mostly modern, literary works.

Source: National Assessment of Educational Progress

Mainstreaming At-Risk Youth

by Theresa Thorson

Ms. Thorson is the administrator of Crisis and Juvenile Justice Programs at The Boys and Girls Aid Society of Oregon. She is an active member of the Juvenile Justice Alliance and the chairman of the JJA Mainstreaming Committee. She has worked in Presidential Care programming for delinquent youth for over 16 years and has developed and operated several professional model shelter care programs throughout Oregon. She is active in the statewide Juvenile Service Commission female issues committee.

Introduction

Several months ago, I was asked to chair a working committee of public/private professionals to study the following questions:

- For youth transitioning to the community from out-of-home care (residential, shelter, foster home) and/or out-of-public service systems, how can youth development agencies be of assistance?
- How can present efforts be strengthened, expanded and/or transferred to other areas/organizations?

Our task was to secure input and suggestions from a wide range of systems which work with youth. We were to formulate specific recommendations to be presented at the JJA annual meeting. Our committee was asked to give special attention to the needs of adolescent females. To accomplish this task, two subcommittees were formed:

A. Transitional Programming, chaired by Karen Heus, Program Assistant at Douglas County 4-H Extension Service;

B. Adolescent Females, chaired by Davene Cohen, Program Development Specialist, Multnomah County Mental Health.

Overview

Helping youth move out of a structured setting or system back to their home or community is an important part of the out-of-care system; however, it is quite often the most overlooked and under-financed part of the total treat-

ment process.

In considering the issue of mainstreaming, there are any number of variables that must be addressed. The various ways and reasons that youth are separated from their home and community may be important factors in re-entering that same family or community. Transitioning back must be tai-

lored to address needs of the individual who has been estranged.

For example, most youth who are in public care systems experience feelings of isolation, rejection and anxiety. Most have negative or poor self-esteem and feel "different" from their mainstream peers.

For most, transitioning back into society is a time of great stress and ambivalence. There are a myriad of unknowns that a youngster must face similar to the experiences we now know Vietnam veterans may have gone through.

Finding supportive ways to "host"

Family structure and peer group involvement of youth in long-term, state-operated juvenile institutions, year-end 1987

	Total	Percent of youth	
		Less than 18 years old	18 years old and older
Person(s) lived with while growing up	100.0%	100.0%	100.0%
Both parents	29.8	27.8	35.2
Mother only	48.4	50.2	43.7
Father only	5.6	5.9	4.9
Grandparents	10.0	10.3	9.1
Other relative	2.8	2.4	3.9
Friends	.2	.2	.3
Foster home	1.6	1.6	1.5
Agency or institution	.1	.2	.1
Other	1.4	1.3	1.4
Family member ever incarcerated*			
No	48.2%	47.2%	51.0%
Yes	51.8	52.8	49.0
Mother	8.8	9.4	7.3
Father	24.4	25.9	20.4
Brother or sister	25.1	23.7	28.8
Other relative	13.1	14.4	9.5
Had group of friends who were involved with crime			
No	68.7%	69.3%	67.1%
Yes	31.3	30.7	32.9
With others at time of current offense			
No	38.0%	37.2%	40.4%
Yes	62.0	62.8	59.6

*Percents add to more than 100% because more than one family member may have been incarcerated.

Source: Bureau of Justice Statistics, U.S. Department of Justice.

Juvenile Justice Alliance -Section II

Current offense of youth in long-term, state-operated juvenile institutions, by sex, race, and age, year-end 1987

Percent of youth

Age and current offense	Percent of youth						
	Total	Sex		Race		Ethnicity	
		Male	Female	White	Black	Hispanic	Non-Hispanic
Less than 18 years old:							
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Violent offenses	39.3	39.8	32.0	32.9	47.0	40.6	39.3
Murder*	1.8	1.7	3.0	2.0	1.4	1.7	1.1
Negligent manslaughter	6	4	2.9	6	.7	1.1	1.1
Kidnapping	.3	.4	0	.2	.4	.4	.2
Rape	2.4	2.6	0	1.8	3.3	1.0	2.1
Other sexual assault	3.5	3.7	1.0	4.3	2.8	2.3	3.1
Robbery	13.1	13.3	10.6	10.8	15.9	15.8	12.1
Assault	16.3	16.5	14.7	11.9	21.4	16.8	16.3
Other violent	1.2	1.3	0	1.2	1.2	1.4	1.1
Property offense	45.6	46.0	40.8	51.1	38.6	35.9	47.3
Burglary	23.8	24.2	18.6	27.2	19.4	20.1	24.1
Larceny/Theft	7.3	7.4	5.3	8.0	6.3	3.1	8.1
Motor vehicle theft	7.8	7.8	8.2	8.2	7.1	7.3	7.1
Arson	1.8	1.9	4	2.1	1.5	.9	1.1
Fraud	1.1	.6	7.4	1.7	.5	1.2	1.1
Stolen property	1.4	1.4	.9	1.1	1.7	.7	1.1
Other property	2.5	2.6	0	2.7	2.1	2.6	2.1
Drug offenses	5.6	5.4	7.7	4.2	7.4	14.3	4.1
Possession	2.9	2.6	6.9	2.7	3.5	6.3	2.1
Trafficking	2.5	2.6	.8	1.3	3.8	8.0	1.1
Other drug	2	2	0	3	1	0	1.1
Public-order offenses	7.2	7.0	10.1	8.8	5.4	5.0	7.1
Weapons	1.9	1.9	1.2	1.6	2.2	1.0	2.1
Other public-order	5.3	5.1	8.9	7.2	3.2	4.0	5.1
Juvenile status offenses ^b	2.2	1.6	9.3	2.7	1.6	4.2	1.1
Other offenses	.2	.2	0	.3	0	0	.1
18 years and older:							
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Violent offenses	52.3	52.2	53.0	48.2	56.0	60.3	48.1
Murder*	7.1	7.2	-	8.1	5.6	9.3	6.1
Negligent manslaughter	2.2	2.3	-	2.5	1.8	2.2	2.1
Kidnapping	1.4	1.0	-	2.0	.4	2.3	1.1
Rape	5.1	5.4	-	4.4	5.8	5.4	4.1
Other sexual assault	1.6	1.8	-	2.5	.4	.9	2.1
Robbery	18.0	16.9	-	14.0	22.6	18.4	17.1
Assault	16.6	17.2	-	14.5	18.9	21.3	14.1
Other violent	.3	.4	-	.2	.5	.4	.1
Property offenses	29.0	30.1	14.5	34.2	22.6	21.8	32.1
Burglary	17.1	17.5	-	21.4	11.5	13.3	18.1
Larceny/Theft	3.5	3.8	-	4.5	2.6	2.2	4.1
Motor vehicle theft	3.3	3.5	-	3.3	3.7	2.5	3.1
Arson	1.0	1.0	-	.9	.8	.8	1.1
Fraud	1.4	1.3	-	1.6	.9	1.9	1.1
Stolen property	2.3	2.5	-	2.2	2.7	1.2	2.1
Other property	.4	.4	-	.3	.2	0	.1
Drug offenses	11.3	10.5	23.2	8.8	14.9	11.1	11.1
Possession	5.6	5.4	-	5.2	6.1	6.1	5.1
Trafficking	5.4	4.8	-	3.7	8.1	5.0	5.1
Other drug	.3	.3	-	0	.7	0	.1
Public-order offenses	6.8	6.6	9.3	8.4	5.5	6.4	7.1
Weapons	2.5	2.2	-	2.2	3.0	2.7	2.1
Other public-order	4.3	4.4	-	6.1	2.4	3.7	4.1
Juvenile status offenses ^b	.3	.3	0	0	.8	0	.1
Other offenses	.3	.3	0	.4	.2	.4	.1

Note: Percents may not add to 100% due to rounding. Too few cases to provide reliable estimate.

* Includes non-negligent manslaughter.

^b Includes non-criminal juvenile offenses, such as truancy, running away, and incorrigible behavior.

Source: Bureau of Justice Statistics, U.S. Department of Justice

these youth back to their home or community is as much a part of the transition process as the more formal "treatment" modalities.

Youth development organizations can play a vital role in this arena because of the vast sorts of conventional networks and resources they possess.

Forms Of Transition To Youth Development Organizations

Mainstreaming youth who are in transition from residential care back to home or community can take many forms:

A. Creating a "specialized" program with professional staffing that serves as an aftercare resource;

B. Enrolling a youth into a regular traditional agency program with special support being provided by both a trained youth development volunteer and the referring residential worker;

C. Providing a "continuum" of support, beginning with the forming of relationships before the youth actually begins the transition process and continuing after the youth is established at home or in the community;

D. Making the standard variety of options in traditional programming available and requiring a conscious focused choice for re-entry into the mainstream would work only for a specific few youth who were self-motivated and felt they were strongly part of that "group" at a previous time in their life.

Recommendations for Mainstreaming In Transitional Programming

Recommendations for the Public Sector

1. Inventory youth development programs in selected areas. Assess which youth might be appropriate. Train and encourage public agency case managers to utilize the "new" resource. This process could include training public staff how to support a youth who was enrolled.

2. Conduct multi-agency training for youth development volunteers in areas of behavior management and understanding the needs and feelings of youth who are re-entering.

3. Make a conscious effort to explore with youth development leaders re-entry services that might be contracted before developing new aftercare programs in the public sector. This empha-

sis on collaboration rather than duplication of service is strongly recommended.

4. Facilitate dialogue and mutual planning between youth development agencies and alternate care providers, including foster parents.

5. Provide stipend or ongoing money-making projects to cover enrollment costs and activity fees.

6. Make available technical assistance to organizations or groups of organizations that would be willing to develop specific transitional services.

Recommendations for Private Youth Development Organizations

1. Actively recruit, as board members or advisory people, professional staff from the public sector that work with transitional issues.

2. Develop hosting systems on the peer support level for at-risk youth.

3. Build into their programming curriculum topics that address the specific interest needs of youth populations.

4. Establish collaborative referral/placement systems maybe as broker systems of information on programs available to:

- reduce competition
- increase cross-organizational programming, plus
- make access to programs an

easy, usable process for public agencies.

5. Pool resources in areas of transportation, staff development, volunteer recruitment, family support and public education.

6. Seek to involve public sector staff who have youth on their caseload in outings.

Issues and Recommendations for Mainstreaming the Adolescent Female

1. Approaches that work well with young males do not address the needs of young women. Attention must be paid to the delivery styles that will engage and support females in their task of achieving self-esteem and a sense of self-worth.

2. Traditional programming tends to be used by youth who have invested and involved families. The young women most in need of involvement tend to be without family support outside the family system, where-as the young man gains needed support through sports, employment and other activities. An adolescent female, however, may be more vulnerable in two ways: 1) the alternatives are more limited in scope and availability, and 2) the adolescent female runs a higher risk of becoming a victim. We all pay a much higher price in society for that vulnerability with

Table 1. Characteristics of youth in long-term, state-operated juvenile institutions, year-end 1987

Characteristics	Total	Percent of youth		
		11-14 years-old	15-17 years-old	18 years and older
Sex				
Male	93.1%	92.4%	93.2%	93.3%
Female	6.9	7.6	6.8	6.7
Race				
White	53.1%	46.4%	53.8%	54.6%
Black	41.1	46.7	40.3	40.5
Other*	5.7	6.9	5.9	4.8
Ethnicity				
Hispanic	18.9%	10.1%	15.5%	30.7%
Non-Hispanic	81.1	89.9	84.5	69.3
Education				
6th grade or less	12.7%	46.0%	9.5%	4.5%
7th grade or less	41.0	51.5	48.8	18.2
Some high school	43.4	2.5	41.1	67.7
High school graduate	2.9	0	0.6	9.6
Median education	8 years	7 years	8 years	10 years
Number of youth	25,024	3,096	15,130	6,798

Note: Percents may not add to 100% due to rounding.

* Includes American Indians, Alaska Natives, Asians and Pacific Islanders

Source: Bureau of Justice Statistics, U.S. Department of Justice

sense of pride in one's work effort.

2. There needs to be a high level of supervision built into the program. Young workers in general, and "at risk" youth in particular, enter the work world with little formal work experience. They need regular and effective supervision in order to develop the work place habits (cooperation, dependability, motivation) and standards for performance that employers demand.

3. The program should be developed in close collaboration with local schools in order that training and educational support be rewarded with school credit. The opportunity for participants to accumulate school credit while gaining work-experience increases the program's potential for a long-term, positive impact on youth.

4. Work performance needs to be carefully documented and regularly communicated to youth so that the experience results in feedback that can be of value for youth as they move on to other places of employment.

5. Youth employability programs should be designed so that they have both an easy-entry and easy-exit feature for short-term participation and the potential for longer-term involvement of youth in the program. The possibility of continued involvement in the work program can act as an incentive for youth to perform well on the job. Continued participation in the program might involve more intensive apprenticeships and mentorships with cooperating employers.

6. Group employment counseling can be a useful adjunct to developing employment skills, particularly if it focuses on such issues as relationships among co-workers, professional development, relationships between youth and supervisors, and on establishing personal identity and meeting organizational goals. In addition, individual career and vocational advising have been found to be effective with youth. Unstructured counseling, sensitivity sessions and non-employment-related counseling, however, have shown little measurable effect on employability or work performance.

7. It is desirable to establish a wide variety of work sites and projects in youth employability programs in order to meet the diverse job readiness needs of youth.

8. Wherever possible, youth employability programs should be designed so that offenders and non-offenders can work together on common projects. This helps to avoid the stigma that can become attached to programs targeted solely to delinquent youth and insures a broader base of support for the program in the community. Involving delinquent and non-delinquent youth on work projects allows the business community and the general public to focus on the work products and not just the biographies of program participants.

9. Youth employability programs should stress youth participation in planning and decision-making as a means of assisting youth to become more self-sufficient and self-assured. In addition, participation in decision-making generates commitment and makes youth more accountable for the quality and consistency of their work.

10. Establishing partnerships with employers entails resolution of several program needs including insurance and

liability coverage, equipment requirements and provision for transportation to and from work sites. In addition, contract compliance and grievance resolution procedures with employers should be established before work begins.

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- For more information, contact Dr. Gerald Blake, Portland State University, Department of Urban Studies and Planning, P.O. Box 751 Portland, OR 97207; (503) 464-4087.

Youth Entrepreneurship: Empowerment Through Innovation

by Michael Grice

Mr. Grice is an educator of 20 years and a doctoral candidate in educational administration. His life work is linking education and the arts. He was appointed to the Oregon Arts Commission in 1985 and continues to sponsor a Saturday Academy Project on "Problem Solving with Technology." Mr. Grice currently works as a research specialist for the Portland Public Schools. He is a member of the JJA initiated Youth Employability Committee. The article that follows summarizes the work done by the subcommittee on which he served, the Youth Enterprise Committee.

Introduction

The task of the Youth Enterprise Committee was to make recommendations to JJA that would:

- Help JJA assist youth development organizations increase their ca-

capacity to address youth employability issues;

- Provide recommendations and examples of how the youth development sector could pursue a strategy of creating a continuum of opportunity for at-risk youth;

- Encourage JJA affiliated organizations to become involved in efforts to expand entrepreneurship experiences for young people, especially urban youth.

In the final report submitted to JJA, the committee proposed an Urban Forestry Project with the recommendation that JJA assist one or more of its member organizations in the development of a pilot program.

The Urban Forestry Project is a youth enterprise designed to enhance the liveability of our inner cities while introducing and cultivating business and technical skills among at-risk youth.

Urban Forestry Project

Urban forestry is a recently recognized discipline characterized by the maintenance and establishment of perennial landscape vegetation in metropolitan areas. The Urban Forestry Project represents a systemic effort to enhance the quality of urban settings through research, education and training which specifically targets at-risk inner-city youth and blighted neighborhoods.

At full operation, the project will provide 100 youths per year with:

- Earned income based upon wages and incentives;
- Increased competence in technical and horticultural skills;
- Business education and new career opportunities.

The model is fashioned after similar successful programs which have combined academic study with income-producing work. In many ways it is like Junior Achievement wherein participating youth are involved as owners—researching, marketing, producing supplying and investing.

The project addresses many conditions that the local media have highlighted during the spring and summer of this year, including inner-city blight, high crime rates, drug abuse, increased gang activity, abandoned houses, unemployment, school drop-outs, low property values and business disinvestment.

At the same time, Portland is geographically situated among the richest and most productive timberlands in the world. The Coast Range and Cascade range forests of Douglas Fir, Red Cedar, Sitka Spruce, Hemlock and Red Alder represent valuable international trading commodities and local economic and recreational potential.

Discussion

The decision to recommend this project to JJA was the committee's way of giving substance to many of the issues which were considered. The committee was supportive of JJA's efforts to promote employability programming within the youth development sector, and it envisioned that the Urban Forestry Project would extend the continuum of opportunity that was being created through other work programs such as the JJA initiated restitution and youth conservation corps projects.



Saturday Academy instructor Benny Brown, who is a local businessman, observes his students completing a telecommunications "problem solving" project in Portland, Oregon.

The Urban Forestry model was recommended because it has the potential to:

- Increase the involvement of "traditional" organizations in meeting the needs of inner-city youth and their communities;
- Create new career opportunities for minority youth in natural resource management;
- Creatively link youth organizations with important public and private entities within the natural resource industry;
- Provide young people with:
 - A. Incentive-based income opportunities with built in high expectations for achievement and performance;
 - B. Meaningful and visible curriculum-based, hands-on work experience; and
 - C. Exposure to empowerment and decision making activities that may lead to post-secondary education.

During the course of its work, the committee became aware of many efforts across the country to promote youth entrepreneurship among at-risk youth. Committee members were encouraged

by such emerging trends.

It is clear that the collection of youth development organizations represents a tremendous potential resource, ideally suited to respond to the needs of our urban and minority youth who reside in inner cities.

The exciting fact is that the youth and the organizations need each other. The needs of the youth are well documented. What is less evident is the need that mainstream organizations have to enhance their relevancy and maintain their vitality. It was the committee's assessment that youth enterprise programming holds the promise of increasing enrollment for these organizations through strategies of tapping resources, both human and fiscal.

The committee strongly supports JJA's efforts to assist its member organizations in developing youth enterprise programming. Such efforts will help signal other community groups that at-risk youth are reachable, willing to be challenged, responsive to high expectations and incentives and have the ability to become resources and problem solvers in their own communities. Successful

ventures in these directions can have a profound impact on the societal problems that our country presently faces.

Considerations

In order to achieve the potential that youth enterprise programming offers in urban areas, the committee noted that organizations must:

- Be prepared to collaborate extensively and be willing to form partnerships with groups outside their present networks;

- Be willing to re-assess and modify their mainstreaming mechanisms;

- Commit themselves to recruiting/involving adult minority leadership in all phases of their operations;

- Resist the temptation to redistribute program profits to other areas of their operations.

Summary

It was the consensus of the committee that youth enterprise programming is an endeavor laden with possibilities and that youth development organizations, with modest adjustments in their means of operation, could dramatically be creating new sets of opportunities for thousands of youths.

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Young People Working for Tomorrow

by Commissioner Gladys McCoy, County Chair, Multnomah County, Oregon

Commissioner McCoy served as ombudsman for the state of Oregon, completed two terms on the Portland Public School Board, directed social services in a local Head Start program and taught sociology at Pacific University.

Recently, I participated in a ceremony at a local resettlement office to celebrate the graduation of a couple dozen young people from a summer work program. I enjoyed talking to the organizers and the young people themselves.

But one memory stands out for me from that evening. It was the look on the faces of the young people when I told them we have to recognize the wonderful accomplishments of our youth instead of just the all too familiar activities we so frequently complain about. Faces in the audience beamed with delight as the young people, unprompted, broke out in applause. The clapping was not for the speaker, but for the audience, happy in a moment of appreciation for who they were, rather than condemnation for their peers.

It is because of experiences such as this one that I have grown to value the work of the Juvenile Justice Alliance. As an elected official, I rely on the JJA to maintain a team of traditional agencies and local government departments to address the problems of youth employability and to create new job opportunities.

The Alliance, a central connecting point for public and private youth organizations, does not seek out and destroy "what is wrong with youth." Instead, it focuses on building on the strengths of our young people.

The activities conducted by mem-



Commissioner Gladys McCoy

bers of the Alliance show that such emphasis on the positive aspect of youth is not the fabrication of a dream. Rather, it is a focus on the positive results of commitments, partnership and networks. A good example is the partnership among the Portland Boy and Girls Clubs, Multnomah County and the City of Portland called Project Payback. With government organization, private funds and the clubs' coordination, young people—some offenders, some not—are finding jobs that allow them to learn the work ethic and pay back their debts. Yes, "at-risk" youth are involved. But the program does not focus on poverty, trouble at schools or the other items we so often see in the newspaper headlines. It focuses on work and the creation of opportunities. And it is more successful with each year. This year the organizers of Project Payback have joined to form a program for the graduates of the original project.

One of the reasons for such success among Alliance members is that the JJA

than the juvenile courts have, so they have significant knowledge of the community. They are community experts in developing volunteers, and they are troubled with the issue of how to deal with the dysfunctional youngsters in their programs.

The Juvenile Justice Alliance pioneered the idea of building relationships between these organizations and the juvenile justice system.

The ongoing partnership efforts between JJA and JCRI significantly improved the level of services available to youth throughout eastern Oregon rural communities.

A major project was facilitated by the Juvenile Justice Alliance: the Youth at Work Project. It was designed to provide a work experience for youth from the courts who need to complete community service work or pay restitution and was modeled with the help of Boy Scouts and The Salvation Army. The project formed the basis for a major effort—the development of a central restitution fund to provide, through interest income, accountability and employment training for youth throughout the 17-county region. Other partners in this project included federal and state natural resource management agencies and private recreation groups. Further, partners learned that it was possible for the youth from the court to participate and benefit from the efforts of the JJA organizations—without the stigma attached to a juvenile court program.

VI. Future Plans of JCRI:

A new area for partnership for Juvenile Court Resources, Inc. is in private business. This partnership requires an entrepreneurial view of JCRI's activities. As the organization develops a central restitution fund, it is exploring ways to serve the insurance industry. It has occurred to the organization that a policy of restitution that is enabled by funds that youth can earn would be of value for insurance companies and their clients. What if insurance companies were to put some funds on deposit with JCRI? (They are a charitable organization and so there may be a tax advantage.) They would agree that only the interest income would be spent and then only to pay back victims of juvenile delinquent behavior and that would include the subrogation claims of insurance companies. Further, the youth

would be earning the funds by completing community improvement projects that the insurance company could take credit for. The system benefits each partner—The insurance company gets a reduction in loss and gets positive exposure in the community. The victim is made completely whole, the commu-

nity gets an improvement project, the youth is held accountable and acquires new skills, and the court has served its mission to the public.

For more information, contact James Mosier, Juvenile Court Resources, Inc., PO Box 356, Ontario, OR 97914; (503) 889-8802.

Structured Work Crews

by Ron Jenkins

For those interested in the operation of structured work crews, below is a general description of how these programs are designed.

Each project has a trained staff person who supervises a group (crew) of 10 to 15 youths on specific work sites. Jobs vary and may entail park maintenance, beautification, environmental restoration and cleanup.

Work is conducted on a year-round, part-time, after school/weekends basis. Unlike similar programs such as summer conservation crews and litter patrols, the staff supervisor will carry out a range of functions:

- facilitating planned leisure events;
- leading group meetings;
- working with individual youth on a "case management" basis;
- coordinating with referral and community resource staff;
- recruiting/training adult volunteers to assist on work sites;
- establishing communication/participation with family members;
- developing "curriculum-based" work events.

Mixing of delinquents and non-delinquents in work efforts is expected, as well as developing additional work projects into which a youth can "graduate."

The idea inherent in the crew type program is that many youth need preparatory experiences before being able to participate in job training and paid employment.

Most need to learn about work by doing. They need opportunities to gain the social and emotional abilities to participate in employment-related activities. Providing structured group events that involve youth and adults working together on easily accomplished tasks provides a vital step in the process, introducing youth to work in ways that

are fun, challenging and important.

The methods are designed to take into account the fact that many youth do not have a work ethic and do not know how to work, how to learn nor how to get what they want in legitimate ways. Assisting them to gain these traits requires a prolonged strategy of engagement.

Targeted youth generally:

- are 12- to 18-years-olds of both sexes;
- have committed a law violation;
- owe court-ordered restitution or are required to perform unpaid community work;
- have time-limited/goal specific expectations to meet.

The priority of service for targeted youth will be those deemed unlikely to successfully meet their restitution obligations because:

- There are no accessible jobs;
- They are too young to be employed in the workplace;
- They lack skills to secure and hold a job;
- Constant on-site supervision is needed;
- They lack motivation and are non-compliant;
- There are logistical problems, such as transportation;
- Their parents and peers sabotage positive activities.

Crew type projects offer some specific ways for an organization to give an accounting of its work. They can provide client outcomes as well as identify community benefits such as:

- number of youth that met their obligations in paid restitution;
- percent of youth "mainstreamed"
- competencies gained;
- level and kind of work performed;
- dollar value of work performed;
- number of people involved;
- amount of support developed.

Oregon Children's Agenda

by Neil Goldschmidt, Governor of Oregon

Every child in Oregon should be able to fulfill his or her full potential. That's the basic value underlying the Children's Agenda.

But the challenges are tremendous: drug addiction, gangs, poverty, teen pregnancy, depression, alienation and suicide. These problems are the barriers that stand between our children and the transition to a full and productive adult life.

We will never have enough money to buy our way out of all of these problems. What is needed is a grassroots uprising saying, "Our children are important . . . our children are more important to Oregon's future than anything else. We are determined to protect and nurture our children. They will have a chance to grow up and participate fully in the richness of Oregon's heritage and the building of Oregon's future."

In the spring of this year, I traveled throughout Oregon visiting programs for children, talking to parents, talking to young people and listening. Everywhere I listened, I heard two things.

First, the problems, the difficulties and the challenges, are worse than we ever imagined. Second, the talent and the courage of adults and parents who are tackling this problem is a reflection of the determination and the commitment of Oregonians to change things for Oregon's children and young people.

We asked every county in Oregon to form a Children's Task Force and to submit a report listing their greatest concerns about their children and the opportunities they saw for action on both the state and the local level. Although this was a voluntary action and no money was allocated for staff support, every single county in Oregon responded, formed a task force and submitted their analysis.

Now we are in the process of formulating action . . . action on the local level that stimulates better coordination and more use of volunteers, an expanded awareness on the part of business, parents, community leaders, social service professionals and educators about the opportunities to turn things around. We are working on the state level to create a

legislative agenda that will support that movement toward local action.

The Children's Agenda is not a program. It is a campaign, a mission, a crusade. It must result in a change in values and priorities.

Pilot programs, demonstration projects and local efforts have proven that when community leaders and organizations focus their efforts, they can make a difference. Teen pregnancy rates can be reduced, drug and alcohol use can be lessened, opportunities for positive recreation and academic success can be increased.

The success of the Juvenile Justice Alliance in bringing together our character-building organizations and public agencies to address these issues stands out as a classic example of what can be accomplished.

The challenge before us is to spread this spirit of hope, commitment and

determination from county to county, to lessen the cynicism that nothing can be done and to transplant successful strategies that have been pioneered by courageous and innovative program operators from one community to another.

If we believe that change is possible, if we train ourselves about successful techniques and if we join together in a mutual effort, the future of Oregon's children can be improved.

If we ignore these difficulties, our young people will end up under-educated, we will not have the workforce that is needed for the 20th century, and we will continue to spend millions on welfare, prisons, law enforcement, drug and alcohol programs and mental hospitals. We must follow the leadership of those individuals who have urged early action, saying that we cannot afford to wait until problems reach tragic proportions before taking action. We must help parents to help their children. We must help Oregonians as they seek to join hands and truly put our children first.

For more information, contact the Governor's Office Building, State Capitol, Salem, OR 97310; (503) 378-3111.



Shortly after taking office, Governor Goldschmidt announced that Oregon's youth would be one of his administration's highest priorities. Out of this statement came the Oregon Children's Agenda. The governor has created a climate that has accelerated the growth and support of JJA efforts. Governor Goldschmidt has met with JJA leaders and in turn has consistently reminded and encouraged local community leaders to involve their youth-serving organizations in Children's Agenda plans.

nature and quality of relationships between young people and the adults who control and manage the various organizations which make up the youth opportunity system. We have been probing this relationship with the use of a concept we call "The Spectrum of Adult Attitudes Toward Young People." Simply put, this concept suggests that there are basically three attitudes which adults have toward young people. Adults view young people as objects, recipients or resources. Our probing of these possibilities demonstrates clearly that, generally speaking, both young people and adults perceive that young people are viewed and treated as objects within our national culture of youth work, and the same tends to be true at the state, local and organizational levels.

The implication of this realization is that unless young people are viewed and respected as resources, it may be unlikely that we will do much to promote their self-esteem. If self-esteem is as important as we are saying it is these days, it is sobering to think that the very culture of youth work may be undermining our efforts to promote it.

ASSERTION #4 - Overcoming the fragmentation of youth opportunity systems requires a quality of networking that goes beyond information-sharing and awareness-building.

An effective technology of prevention will provide a way of examining the nature and quality of networking that goes on in the community as well as at the state and national levels. Our experience networking at a level which includes information-sharing and awareness-building, but they seldom go beyond this to the more challenging matters of purposefully extending resources where they are needed and cooperatively creating new resources where they do not exist.

The message of Assertion #3 is that if we are to undertake the task of making the youth opportunity system more healthy, not only will youth organizations need to work more cooperatively together, but young people will be viewed as resources for making it happen and will be included as key allies in doing it.

ASSERTION #5 - It is unlikely that low-risk, cautious strategies will be effective in dealing with high-risk realities.

The realities facing youth opportunity systems today are high-risk realities. The range of symptoms that cause concern among community leaders—substance abuse, teen pregnancy, delinquency, suicide, emotional problems, underachievement and dropout, eating disorders, health problems, violence, unemployment and many others—are the results of some fundamental underlying conditions in our communities and our nation that defy easy solutions. Fragmented and reactive youth opportunity systems which view and treat young people as objects will not only not get the job done, they will actively make the problems worse.

Let's return to the questions posed at the beginning. The task of creating healthy youth opportunity systems is

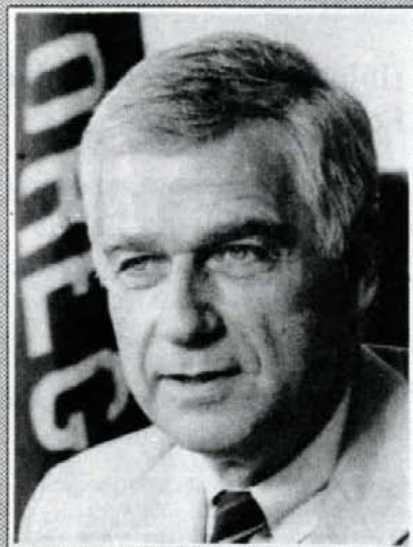
everyone's business, but there is a special obligation on the shoulders of local, state and national leaders to help shape the conditions under which it might happen. And nothing short of a positive technology of prevention is likely to prove adequate for the challenge.

In short, we need to reexamine our current patterns of youth work and move toward more positive, prevention-oriented, mission-driven youth opportunity systems that have the potential of dealing with today's realities. We would do well to use the next decade to prepare ourselves for creating a new culture of youth work for the new century.

For more information, contact William Lofquist, Associates for Youth Development, Inc., P.O. Box 36748, Tucson, AZ 85740; (602) 297-1056.

The Logic Behind the Juvenile Justice Alliance

by Senator Mark O. Hatfield (R-Ore.)



Senator Hatfield has kept in close touch with JJA since its early beginnings. During the past year, the senator has helped assist JJA to establish dialogue with key federal public officials within the social justice and natural resource sectors. His support and interest has helped facilitate efforts at the national level to explore replication of JJA themes and strategies.

For the past three years, I have followed the progress of the Juvenile Justice Alliance with keen interest. The idea of established, traditional youth-serving organizations joining together with public agencies for the purpose of reaching out to our less fortunate youth has a compelling logic. This logic embodies the mission of the Alliance.

It is imperative that we, as a nation, make every effort to prepare today's youth for the world they will face as adults. At highest risk of poverty and disenfranchisement are those youth in our inner cities and throughout the country who feel shut out, rejected, disillusioned, bored or angry. The key is to find ways to make it possible for each and every one of our young people to have the chance to gain confidence in his or herself, to be optimistic about the future and to share concern for others.

I fear that sometimes government officials and other policy-makers overlook or take for granted the work and value of our "traditional" organizations. What better way to meet the challenge of the future than to make it possible for those less fortunate to become involved in the experience and activities that are readily available to the more advan-

taged child?

The Juvenile Justice Alliance has helped call attention to the tremendous capacity service organizations represent for children. It also reminds us of the critical role of prevention each fulfills, which makes these organizations, such as Boy Scouts and Girl Scouts, so important in our society.

The success of the Juvenile Justice Alliance and the support that it has generated has led me to conclude that it is sound public policy to support the work of these important systems. We in the public sector must find ways to strengthen and protect these youth organizations as precious resources. And we must make every effort to help sup-

port their attempts to reach out to youth with special needs.

The contribution the people in Oregon are making is that of demonstrating how a public/private partnership can be created to the benefit of all concerned. It is for me personally exciting to see an effort begun in Oregon that has the potential to succeed in every community nationwide. The Oregon project alone has reached some 1,500 young people and the nationwide potential is great. The notion being proven in Oregon is so profoundly obvious that it only requires the dedication and will of any community to work together. On a larger scale, what Oregon is demonstrating is that such local-state-federal

public/private partnerships have the potential to become a dynamic way to help the thousands of youth we are now on the verge of losing.

Youth Policy Institute is to be applauded for their willingness to feature this Oregon project, and for making it possible for the depth of information, to be shared on a national level. Hopefully this exposure will motivate and encourage others to pursue similar endeavors. Helping our youth gain a sense of community and to be good stewards of the values and traditions we all hold in common is a worthy priority. I congratulate the Juvenile Justice Alliance for reminding us of this reality.

Community Investment for Kids

Youth At Risk:

A young person commits a non-severe crime

Court:

The court orders community service restitution, if necessary, and counseling.

SOLV:

SOLV knows what clean-up projects need to be done in the community.

U.S. Bank:

U.S. Bank makes a commitment in dollars.

Community Involvement:

Community organizations volunteers work on improvement projects. One volunteer hour equals \$4.00.

Benefits:

1. Funding for community improvement projects
2. Community earns money to support 4-H Youth at Risk Program
3. Youth at Risk:
 - earn money to pay restitution
 - work with a positive peer group
 - gain self-respect/self-esteem
 - develop social, vocation and leisure skills
 - fulfill their obligations to the community.

The U.S. Bank, in conjunction with Stop Oregon Litter and Vandalism (SOLV) and the Linn County 4-H Challenge, has put together a pilot project in Linn County called Community Investment for Kids. This program joins the community, its youth who are at risk of becoming serious offenders, and the business community.

Youth involved in non-serious crimes are referred by the court to an agency that can provide a structured restitution program, counseling and new positive peer group relationships. The Linn County 4-H Challenge Program provides these services to a limited number of youths each year. With the help of the community, many more can be helped.

U.S. Bank has provided \$7,500 to be earned by the Linn County community to help turn around their at-risk youth. Civic groups like Rotary, Chamber of Commerce and others are asked to volunteer by working on SOLV clean-up projects to correct acts of vandalism in public areas. \$4.00 per volunteered person-hour will be credited to a special U.S. Bank account in SOLV's name and later transferred to the Linn County 4-H Challenge program where it will directly benefit youth-at-risk.

For more information, contact Bey Mease, Vice President and Manager, U.S. Bank—Albany Branch, 205 Ellsworth St., Albany, OR 97321; (503) 967-3702.

Youth Policy talks with Ron Jenkins

Founder and Executive Director of the Juvenile Justice Alliance

YP: When you first started JJA, was there a particular problem you were hoping to solve?

Jenkins: Basically, the idea was to create additional services and to access or better utilize local available resources. At that time, Oregon was going through some economic hard times. Many programs were being cut back or eliminated. We were seeing a lot of kids going without service when they really needed help.

YP: Is that still the main thrust of JJA today?

Jenkins: The problem of inadequate and too few resources is still with us. However, many of us have come to realize that just having more of the same is not the answer.

I think what we have learned is that just doing projects is not going to make the kind of difference that has to happen. Communities must become more involved and must take responsibility for helping solve the problems that affect their children.

More adults must become aware of the problems that young people experience, and adults must do some of the changing that is required. There is a tendency by adults to expect children to do most of the changing. JJA is important in that it represents a way to involve the lay leadership of voluntary organizations in some of the more pressing youth-related issues and, at the same time, offer support to those wishing to do something constructive.

YP: In essence, what you're saying is that as more people become aware and involved, the needs of children will become more of a community priority and that the traditional organizations have a major role to play in bringing this about.

Jenkins: Yes, with some important qualifications. Communities need to ask themselves whether they are merely trying to "fix" kids and keep them busy or are creating the kinds of opportuni-



Ron Jenkins, executive director,
Juvenile Justice Alliance

ties that produce healthy individuals.

JJA is as equally concerned about promoting a sense of sharing, collaboration and good faith among its member organizations as it is in mobilizing community support for more youth services.

YP: Looking back over the past five years, what has proven to be the most difficult task?

Jenkins: The hardest task has been finding the words to easily describe to different audiences what JJA is all about. It is not the kind of project that lends itself to a simple slogan or single issue. Because it is so complex and dynamic, it is easily misinterpreted.

We have had to continually reassure people that we are not advocating that youth development organizations abandon their conventional activities. In fact, we see these offerings as directly linked to the success of "remedial" efforts if access is supported and encouraged. We want to see enrollments grow, and we believe that effective effort in serving at-risk youth is one way an

organization can generate increased community support.

That's a hard thesis to prove. There is a sense that if the organizations in question do not become a great deal more involved in today's youth issues, we as a society may witness a severe erosion of the preventive capacity these organizations represent.

YP: Can you identify a single ingredient that accounts for your success?

Jenkins: First, obviously, it is the people involved. There are many people who have given generously of their time and talent and stayed with the process. What makes us in Oregon a bit different, perhaps, is that we are doing what a lot of people across the country are calling for and talking about. So in that sense, timing is probably one of the key variables.

If one stands back for a moment and looks at what the current issues and needs are, considers the problems we as a society are going to face in the near future and then compares these factors with what is presently being done, JJA stands as a pretty rational response. The old forms of competition, turfism and one-upmanship are essentially outdated—vestigial luxuries of a more affluent era. What JJA represents is a problem-solving approach in a time of increasing problems and shrinking resources. From our perspective, at least, people are going to have to work closer together, whether they want to or not. We just happened to get started early.

YP: If a particular organization chooses not to work with kids who have problems, do you think the activities of JJA creates pressure on that organization?

Jenkins: First, let me say that the themes of JJA are larger than those of any of the organizations or individuals involved. The ideas we promote have a life of their own. We do not pressure an organization, nor do we compare one against another. We exist to support those who wish to reach youth that are hard to reach. By their very nature, youth development organizations are extremely accountable to their communities.

If the community at large is questioning the relevancy of an organization, that organization will either change

or eventually die.

YP: Do you see any future dangers, for private organizations, with having extensive public and governmental involvement in their work?

Jenkins: No, just the opposite. By working closer together, public officials are more likely to see the value of channeling scarce dollars to private groups in order to preserve and strengthen in-place systems.

Conversely, if public officials view the youth development group as "subsidizing" advantaged youth, there are many tactics that may be used in an attempt to redirect resources.

YP: Speaking of dollars and resources, how is JJA funded?

Jenkins: In the beginning, the parent agency [Boys and Girls Aid Society] was awarded demonstration monies to cover staffing and operational costs. When JJA went independent, we made the decision to become a membership organization. We have survived through contributions, dues and lots of in-kind help.

In keeping with our intent to function as a support mechanism, we have secured training grants and monies to promote collaboration.

Our long range goal is to build a diversified funding base mixing member resources with public and private funds, eventually being able to research and document our learnings so that we can develop curriculum and public education materials. Thus far, we have spent most of our energy and resources on activities and very little on external communications. We are still very much a "grass roots" organization.

YP: What advice would you give to others wanting to create a similar effort in their area?

Jenkins: To public officials, I would say that investing in a support system for the youth development group is one of the best investments they can make. They will get a much greater return on the dollar than they would by spending money for direct service programs.

To youth development leaders, I would simply say they will get as much or more out of the effort as they put in.

YP: Any other thoughts on this topic?

Jenkins: I would urge your readers to look closely at the articles relating to youth employability. Through JJA efforts, we have generated a lot of new community dollars for youth in crew-type work.

We have barely scratched the surface of what is possible. What is needed are support systems that help local operators access these dollars on a systematic, consistent basis.

The other point to be made is that local youth-development organizations must learn to work closer together. For example, lack of transportation could inhibit enrollment for all organizations. They have a choice: 1) individually solicit car dealers for a donation or 2) develop a joint plan and solicit as a group. In the latter case, having an intermediary like JJA is helpful.

YP: Do you foresee and would you like to see every state have an organization like JJA?

Jenkins: Not necessarily. In some areas it may make sense for public/private collaboration to occur at a local level. In other cases, it could be multi-jurisdictional or regional. I do believe, however, that the ideas we advocate will catch on, if for no other reason because of pure necessity on the part of both sectors; especially as people become more sensitized to the need we have in

society to insure that our youth are being exposed to values and competency-building experiences.

Whether others will choose to view the group of youth development organizations as a system or sector as we do, only time will tell.

YP: If you were to do it over again, what would you do differently?

Jenkins: I'd spend the time creating a public/private support system and would work toward building inter-organizational agreements, rather than starting projects and then attempting to create a formal structure around the projects.

YP: Is it correct that some aspects of JJA are presently being considered for national replication?

Jenkins: For the past several months, we have been working with a group of federal agencies in formulating a major demonstration, primarily on the replication of the youth employability components of our work in Oregon.

A federal agency memorandum of agreement is currently being circulated for signature. We hope that a national public and private partnership can be fashioned and that funds can be identified to further test our ideas in other areas.

YP: Is there anything specific you

Percent of teachers who think that each factor is a "major cause" of students' difficulties in school: 1987

Factor

Children Left on Their Own After School	51%
Poverty in the Student's Home	47%
Automatic Promotion to Next Grade	44%
Teachers Not Adapting to Individual Student Needs	43%
Single Parent Families	42%
Boring Curriculum	34%
Families Where Both Parents Work Full Time	25%

Source: The Metropolitan Life Survey of the American Teacher, 1987

•Teachers feel that a major reason students have difficulties in school is because they "are left on their own after school."

•Parents, more than teachers, feel that school-initiated policies can improve education.

would like to see happen as a result of JJA being featured in *Youth Policy*?

Jenkins: Yes. It's like saying "Hello, is anybody out there?" If there are others working at similar issues, we'd very much like to hear from them. We would also like feedback on the questions we raise.

We encourage your readers to feel free to call any of the authors if they would like more information. There are a lot of talented and committed people in Oregon, and I am sure they would all welcome the opportunity to share.

We appreciate the chance to reach out to the readership of *Youth Policy* and to have our ideas and actions viewed by a discerning audience. It has not been our intent to say ours is the only way, but rather to stimulate discussion and suggest ways of solving problems. If others choose to follow suit, and maybe even do it better, that, in the long run, will help us in Oregon.

Percent of high school principals who reported difficulty in hiring fully qualified applicants for teaching vacancies, by subject: School year ending 1986

Subject	Percentage
Physics	72%
Chemistry	63%
Computer Science	62%
Mathematics	57%
Foreign Language	52%
Biology/Life Science	38%
Physical Science	38%
Earth/Space Science	38%
Special Education	37%
General Science	27%
Social studies	6%

•More than half of public and private high school principals surveyed in 1985-86 reported that their schools had trouble hiring fully qualified teachers in physics, chemistry, computer science, mathematics and foreign languages.

•Rural high school principals were more likely than suburban principals to report difficulty in recruiting qualified mathematics, biology, earth science, special education and general science teachers.

Source: National Science Foundation, National Survey Education, 1985-86.



4-H youth in Oregon prepare a fitness trail for the U.S. Forest Service in November 1987.

Marilyn Melkonian: Creating Affordable Housing Through Neighborhood Development

Over the past twenty years, Marilyn Melkonian has had the opportunity to view low-income housing from many different perspectives. She was able to see the Congressional point of view when she served on the staffs of former Senators Edward Brooke (R-Mass) and Thomas McIntyre (D-NH). As deputy assistant secretary for the Department of Housing and Urban Development in the Carter administration, she gained an understanding of the executive vantage point. Finally, Melkonian had the opportunity to see the issue from the non-governmental perspective when she served as general counsel to a non-profit housing developer and as counsel to private builders, owners and managers. Melkonian recently served on the Rouse/Maxwell National Housing Task Force, and she is currently president of the Telesis Corporation—a Washington, DC-based company dedicated to neighborhood development and the preservation of affordable housing.

At this time, the Telesis Corporation is actively involved in renovating approximately 1,000 housing units in the Parkside community located in Northeast Washington, DC. In Paradise Manor, a housing project within Parkside built in the 1960s, Telesis is renovating 672 housing units. In addition,

Telesis is the development coordinator for the Parkside Cooperative townhouses. The firm also advises public agencies, businesses, labor unions, and non-profit agencies on housing and community planning issues.

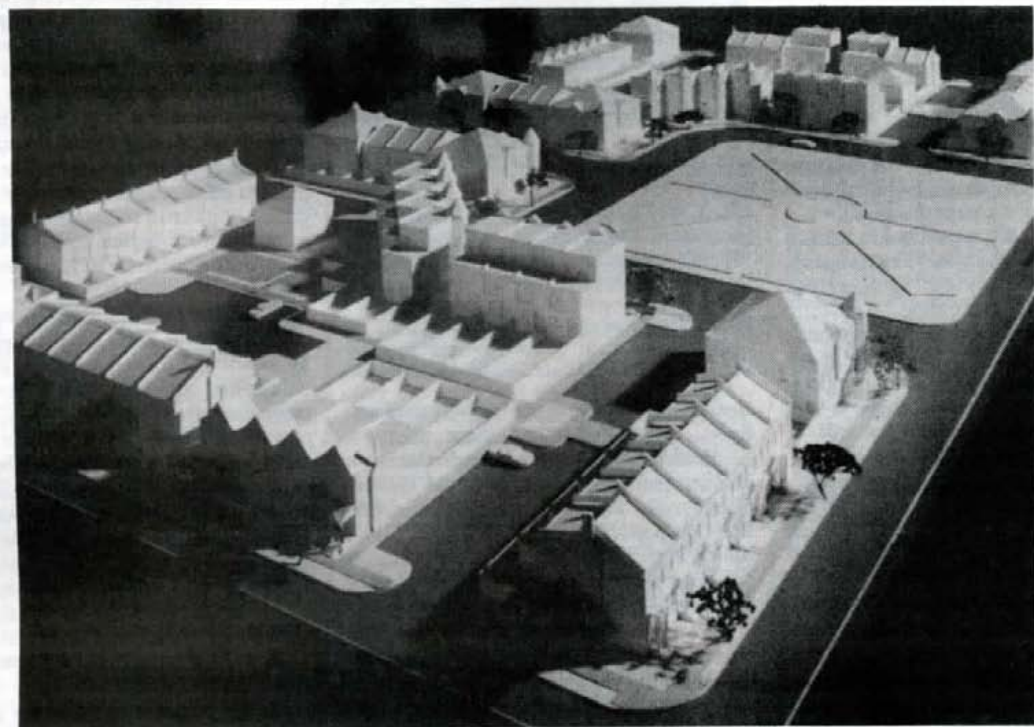
Although Melkonian has been heavily involved in private development for the past several years, she still believes that the federal government must play an active role in providing affordable housing to people with low incomes. In her statement before the Senate Subcommittee on Housing and Urban Affairs on September 22, she expressed her support for both consumer and producer subsidies. She believes that, in addition to rent subsidies, federal assistance should also be targeted to developers and owners of low-income housing to enable them to continue to invest in these projects. According to Melkonian, the federal government has neglected, in recent years, to ensure that an adequate supply of low-income housing will be available in the future. Hence, it is imperative that the federal government rededicate itself to this effort through acquisitions, renovations and construction. In the same statement before the Subcommittee on Housing and Urban Affairs, Melkonian asserted that such a renewed commitment would

have three benefits: it would create fixed long-term assets for the future; the investment in neighborhoods would strengthen neighborhood economies; and it would not only create homes and jobs, but could also evoke a sense of pride in the progress of the community.

To bring the nation closer to these goals, Melkonian recommends that the next Congress double the federal expenditure on affordable housing over the next five years, bringing the figure from one percent of the federal budget to two percent. In addition, a special allocation for affordable housing of at least \$3 billion, which would go to states and localities with a provision for matching funds, should be enacted. The funds should be targeted to people earning less than \$15,000 per year, and \$100 million should be set aside for HUD to use for low interest loans or grants designed to preserve existing federally assisted housing. Finally, the special allocation should cover 50,000 units under the Section 8 program for fifteen-year terms.

On the private side, Melkonian believes that large capital holders, such as insurance companies and pension funds, should be encouraged to invest in affordable housing. After all, it is working people, many of whom are in need of affordable housing, who are at the source of the holders' capital base.

For more information, contact Telesis Corporation, 1074 Thomas Jefferson Street, NW, Washington, DC 20007; (202) 333-8447.



Architects have constructed this model of the Parkside Cooperative Development—a project coordinated by the Telesis Corporation. Construction on the project began September 28, 1988, and the first units are scheduled to be completed approximately one year from then.

Bush Proposals For Children, Youth and Families:

What Promises Do the Next Four Years Hold?

On January 20, 1989, President-elect George Bush will be sworn in as the next leader of the United States. His inauguration marks the beginning of new direction and policies. What can the children, youth and families of America expect from the Bush administration in the areas most crucial to them: education, health, child care, child support, housing, homelessness and youth service?

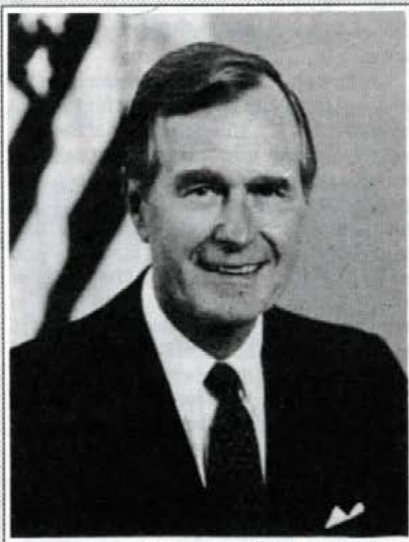
Joining the pre-inaugural speculation, *Youth Policy* presents the Bush agenda most directly affecting children, youth and families as he has articulated in the past two years of campaigning. A collection of stump speeches, public policy promises and press releases make up the October 1988 edition of *George Bush: Leadership on the Issues*, published by the Republican National Committee. Here is what President-elect Bush has said about:

Education

A widely publicized rhetoric of the 1988 campaign was Bush's promise to become the "Education President." Investing in the schooling of America's youth, he maintains, is necessary to build a stronger, more competitive nation. We must demand more from our students, teachers, administrators and communities, and yet, at the same time, provide more services and aid to these same groups.

Recognizing the importance and cost-effectiveness of early intervention, Bush has pledged to increase the Head Start program to reach all eligible four-year-old children. Head Start provides comprehensive developmental services for pre-school children from low-income families. "This program works," states a press release; "George Bush will sharply increase its funding." A specific dollar amount has not yet been mentioned.

When Bush speaks of "investing in our children," he means literally. He has repeatedly endorsed merit pay for teachers, as well as the establishment of monetary awards for academic excellence in the form of "National Merit Schools." These are public elementary and secondary schools that significantly improve their performance through such indicators as test scores and decreased dropout rates, meeting state-determined criteria for excellence. "For schools that primarily serve disadvantaged students," he continues, "a federal award based on school size and averaging \$100,000 would accompany this recognition." He estimates that the total cost of providing such awards to one-fifth of all eligible schools—those with a



A Checklist of Promises

During his long quest for the White House, George Bush has made these other promises:

- No new taxes
- Balance the federal budget in five years without raising income-tax rates or cutting Social Security benefits, defense outlays or agriculture subsidies
- Create 30 million jobs in the next eight years
- Appoint Dan Quayle to head the war on drugs
- Distribute \$50 million among the states for innovative programs in education
- Double the number of federal prison cells by the end of his first term

(Source: Time Magazine, Inc.)

significant proportion of disadvantaged students—would be \$500 million a year.

Redirecting Chapter I funds has been another proposed means of better serving disadvantaged and low-achieving students. Bush proposes that some of Chapter I's \$4 billion in grants could be redirected to target "districts with the highest concentration of disadvantaged students" more effectively.

President-elect Bush further suggests providing up to \$50 million in federal matching funds to "encourage states to create or support magnet schools." To elicit experimentation in the public school system, the next president has advocated expanding the

Fund for Innovation and Reform of Schools and Teaching (FIRST). He pledges to increase funding for this program to \$50 million while providing approximately \$1 million to each state that selects one school district for experimentation.

In the realm of higher education, President-elect Bush has repeatedly championed the creation of a College Savings Bond. Modeled after U.S. Savings Bonds, the tax-free income from these invested payroll deductions would help ease the college cost crunch which is affecting many middle-income families. Proposed legislation for the bond program has already received strong bipartisan support in the Senate during the Reagan-Bush administration.

Lastly, in order to make it easier for children to learn, Bush has promised to take as yet undetermined steps to remove drugs and crime from schools and neighborhoods. His administration will "get tough" with the creation of a new Anti-Gang Unit within the Criminal Justice Division of the Justice Department. The president-elect points to additional prison construction and the appointment of consistent, tougher-sentencing judges as further means of fighting crime in America's schools and neighborhoods.

Health

Campaign press releases targeted health care for children and young mothers in poverty as "the critical needs George Bush will address first." Saying that "most Americans have complete access to care," Bush has pledged, however, not to mandate benefits on the federal level, but to work instead with states and the private sector to provide quality care while keeping costs down. The president-elect has supported the continuation of mandatory Medicaid coverage for all children with family incomes below 100 percent of the federal poverty level, the Childhood Immunization Program, the school lunch program and the Women, Infants and Children (WIC) nutrition program.

Child Care and Child Support

Once again, Bush has pledged not to act by means of a federal mandate. Parents will be allowed choice in child care with assistance through a Children's Tax Credit. This new refundable tax credit of up to \$1,000 per child under the age of four will be available to families with one or two working parents. A further refundable dependent care tax credit would offset the costs of child care expenses for children up to age 15. Bush may also take the lead in pushing for child care vouchers as a solution to working mothers' day care difficulties.

As part of stressing "adoption, not abortion," the president-elect plans to make it easier for prospective adoptive parents by making some of the costs of adoption tax-deductible and giving adoption a greater

focus in family-planning. He has further unveiled plans for the creation of a "nation-wide parent-locator system" to track down those parents who are delinquent in child-support payments.

Housing and Homelessness

In addressing the homeless problem in America, President-elect Bush has called for full funding of the Stewart B. McKinney Act. This legislation provides funds for shelters, for single room occupancy housing, for food and for mental health and drug counseling.

On the subject of low-income housing, Bush has articulated a belief in "tenant control and ownership of public housing." This is known as the Urban Homesteading Plan. The Bush administration further advocates supplementing the earnings of low-income renters with housing vouchers as a way to provide assistance, rather than through subsidies. He has not yet provided detailed plans on such policy.

Youth Service

George Bush believes "that young people, given the leadership and opportunity, will work to address the needs of their communities." He has proposed the creation of Youth Entering Service (YES) to America, a public-private challenge grant venture

designed to spur more young people to serve their communities on a continuing and regular basis. Bush will request up to \$100 million in federal funds, to be matched on a one-to-one basis by members of the private sector. The \$200 million generated in this effort will be designated for creating community- and school-based programs, involving teenagers and young adults in their localities. Eventually, Mr. Bush has said, he would like to see academic credit awarded for students' efforts in volunteer projects.

With one month remaining until inauguration, a tentative agenda is beginning to take shape for the Bush administration. Amid concrete proposals such as YES and merit schools, there has also been a silence on many issues and policies which relate to children, youth and families. Bush supports, for example, AIDS research, fair housing, easing the difficulties of the first-time homebuilder, and welfare reform, stressing "I want a welfare system that strengthens families—not weakens them," yet mentions few specific proposals for action. His speeches and memos are rife with expressions such as "support," "encourage," "will work to," and "will seek to"—will these grow to become the actual policy that will aid children, youth and families in the next four years? *Youth Policy* will closely monitor that outcome.

Department of Agriculture

Farmers Home Administration
Housing Preservation Grant Program

Notice

Farmers Home Administration Housing
Preservation Grant Program

The Farmers Home Administration announces that it is soliciting competitive applications under its Housing Preservation Grant Program. FmHA will review preapplications between December 1, 1988 and February 28, 1989. Preapplications should be submitted to FmHA field offices.

For more information, contact Sue Harris, FmHA, U.S. Department of Agriculture, Room 5337, South Agriculture Building, Washington, DC 20250; (202) 382-1660.

Food and Consumer Service
Food and Nutrition Service

Grant & Contract

Study of WIC Participant and Program
Characteristics 1990/1992

The U.S. Department of Agriculture is seeking a contractor to conduct a study of WIC participant and program characteristics. The agency requires contractor assistance in designing and conducting a data collection based on record abstractions from a nationally representative sample of WIC participants. Analysis of this data together with policy-relevant data from states and local agencies will contribute to the final product, a report to Congress, due in 1991. The contract will also

include the provision of all software and training to the Food and Nutrition Service to enable the agency to analyze and produce subsequent reports to Congress. The duration of this contract will be five years, with several options included in this procurement. Written requests only.

For more information, contact Judy Placer, 3101 Park Center Drive, Room 914, Alexandria, VA 22302; (703) 756-3250.

Notice

Food Stamp Program; Thrifty Food Plan and
Income Eligibility Standards and Deductions
for the 48 States and DC, Alaska, Hawaii,
Guam, and the Virgin Islands

The Department of Agriculture is updating: (1) the Thrifty Food Plan (TFP), which determines the maximum amount of food stamps which participation households receive; (2) the limits on gross and net income which certain households may have and still be eligible for food stamps; and (3) the standard deduction and the maximum amounts for the excess shelter expense deduction available to certain households. These adjustments, required by law, take into account new legislation and changes in the cost of living.

For more information, contact Judith Seymour, Food and Nutrition Service, U.S. Department of Agriculture, Alexandria, VA 22302; (703) 756-3457.

Farmers Home Administration
Single Family Housing Processing
Division
Final Regulation

Housing Demonstration Program/Planning
and Performing Construction and Other
Development

The Farmers Home Administration (FmHA) amends its regulations dealing with planning and performing construction and other development. This action is implemented to allow applicants to obtain the services from a wider range of individuals and organizations in order to plan projects and administer general construction contracts, and will increase the loan applicant's ability to obtain the above services at reasonable cost and in a timely manner. The intended effect is to increase FmHA's ability to provide decent, sanitary and safe housing in rural areas.

For more information, contact Reginald J. Rountree, Special Programs Branch, South Agriculture Building, 14th and Independence Ave., SW, Room 5534, Washington, DC 20250; (202) 382-1474.

Department of Commerce
Minority Business Development
Agency

Notice

Minority Business Development Center Ap-
plications

The Minority Business Development Agency announces that it is soliciting competitive applications under its Minority Business Development Center program to operate a number of MBDCs for approximately three-year periods, subject to availability of funds. The MBDC program is designed to provide business development services to the minority business community for the establishment and operation of viable minority businesses. The sites are Buffalo, Queens and Rochester, New York; and Mayaguez, Puerto Rico.

For more information, contact Gina A. Sanchez, Jacob K. Javits Federal Building, Room 3720, New York, NY 10278; (212) 264-3262.

Further sites and contacts for MBDC's include:
Los Angeles, CA—Contact Irene G. Grey, 221
Main St., Room 1280, San Francisco, CA 94105;
(415) 974-9597.

Tucson, AZ—Contact Dr. Xavier Mena, 221
Main Street, Room 1280, San Francisco, CA
94105; (415) 974-9597.

Memphis, TN—Contact Carlton Eccles, U.S.
Department of Commerce, Suite 505, Atlanta,
GA 30309; (404) 347-3438.

Richmond, VA—Contact Willie J. Williams, De-
partment of Commerce, Room 6723, Washing-
ton, DC 20230; (202) 377-8275.

Department of Education
Assistant Secretary for Educational
Research and Improvement
Office of Research

Available Fund

Applications for New Awards for Field-Initi-
ated Studies Under the Education Research
Grant Program for Fiscal 1989

The purpose is to support field-initiated studies designed to advance educational theory and prac-

productivity, accidents, errors and need for employment and training programs. Barbara Bush, wife of President-elect Bush, is also very active in literacy campaigns and may lend her support to this cause.

Another important education issue confronting the 101st Congress will be **student loan default** legislation and bills to help families finance a college education. A variety of measures to pay for a college education, including education savings accounts, college savings trusts and college savings bonds, may be introduced or reintroduced during the next session. Also in the area of higher education, the Higher Education Act of 1965 will be up for reauthorization in 1990.

Vocational education will also be a key discussion topic for the next Congress. The Carl D. Perkins Vocational Education Act (PL 98-542) is up for reauthorization in 1990. The issues surrounding vocational education reauthorization will be the amount of funding, and ways to integrate the improvement and maintenance of current programs. In addition, national statistics will be available in late 1988 and the final report of a national assessment of vocational education will be due on Jan. 1, 1989; assessment of vocational education is required by the 1984 reauthorization. The Department of Education is expected to offer legislation focusing on a national vocational education policy, accountability for programs receiving federal assistance; the current law allows states to decide how they want to disburse funds, and the integration of a basic skills requirement into the vocational education program. For fiscal 1989, Congress appropriated \$918 million; funding is made available to schools and postsecondary institutions to operate educational programs related to paid or unpaid employment. Roughly 57 percent of the funds are used for services to disadvantaged students, such as those with economic need, those who are handicapped and adults who require occupational training. The remaining money is used for general program expansion and improvement.

Food and Nutrition

According to FRAC, the Food Research and Action Center, "the best course of action in the 101st Congress will be to pursue an offensive strategy, expanding and improving programs through the authorization process and a defensive strategy, preventing cuts in the food stamp and child nutrition programs." At this time, little is known about who is to be the Secretary of Agriculture, but key players on food stamps and child nutrition are likely to be: Rep. Gus Hawkins, (D-Calif.), chair of the House Education and Labor Committee; Rep. Bill Goodling (R-Pa.) ranking minority member of the House

Education and Labor Committee; Rep. E. Kika de la Garza (D-Texas), chair of the House Agriculture Committee; Sen. Patrick Leahy (D-Vt.), chair of the Senate Agriculture Committee; and Sen. Tom Harkin (D-Iowa), chair of the Senate Agriculture Subcommittee on Nutrition and Investigations. [Note that none of these positions will be official until final assignments are made by House and Senate leaders in December.]

According to FRAC, as Congress searches for a way to trim the deficit, likely targets are food stamps and child nutrition programs. It seems that the new administration and Congress will have to compromise, perhaps opting not to expand or cut either of the programs. Five child nutrition programs will be up for reauthorization on September 30, 1989 including: the Summer Food Service Program for Children; the authority to distribute commodities in the National School Lunch Program; the Special Supplemental Food program for Women, Infants and Children (WIC); the Nutrition Education and Training Program; and the State Administrative Expense Program.

Likely to be reintroduced is the National Nutrition Monitoring Act, a bill to create a comprehensive and coordinated national nutrition surveillance systems in the United States. Since the president pocket-vetoed the bill—did not sign it within 10 days of receiving it from the Congress when they are not in session—the legislation was essentially killed at the end of the 100th Congress. The bill focused on the collection of nutritional status information concerning high-risk groups such as low-income children.

Health

As part of an omnibus health bill passed during the last Congress, the Family Health Service Amendments of 1988, provisions regarding AIDS research, testing, education



Sen. Robert Dole (R-Kans.), Senate Minority Leader



Rep. Jim Wright (D-Texas), Speaker of the House

and counseling. Yet anti-discrimination provisions were not passed as a part of the bill, so Sen. Edward Kennedy (D-Mass.) and Rep. Henry Waxman (D-Calif.) have said that they may bring the issue before the new Congress early next year.

Housing

Affordable housing is almost certain to head the agenda of the 101st Congress. Originally discussed as a series of concept papers, the National Affordable Housing Act may be introduced by Sen. Alan Cranston (D-Calif.) and Sen. Alfonse D'Amato (R-N.Y.) as an actual bill early in this Congress. The three major sections of the act address the affordability of homeownership, rental housing, and special needs housing. The act would give homeownership opportunities to first-time homebuyers and others who have not owned a home in the last three years, would preserve and expand existing low-cost housing, and would create supportive housing programs for the elderly, the handicapped and the disabled.

A problem with the bill that was discussed by members of national non-profit housing organizations is that it has not mentioned a specific amount, nor the source of funding. According to Barry Zigas, president of the National Low-Income Housing Coalition, "the fundamental obstacle preventing the nation from moving forward to realize its goal of decent and affordable housing for all is a lack of money. Rededication to adequate funding for low-income housing programs does not require rearranging the allocation mechanisms. It requires a political decision to make housing a priority in the budget." The National Affordable Housing Act may become an omnibus housing bill covering everything from homelessness to low-income housing affordability.

It is also expected that Rep. Joseph Kennedy II (D-Mass.) will reintroduce a bill allocating \$500 million a year in total grants to local non-profits engaged in producing low-income housing, using roughly the same formula as the CDBG grants. The legislation stipulates that funds provided by the bill must be matched by at least \$1 to every \$3 by state and local governments or private groups.

Some bills call for the actual construction and funding of low-income housing. Rep. John Conyers (D-Mich.) may introduce the Jesse Gray Housing Bill to provide for construction of 500,000 public housing units over the next nine years, and Rep. Ron Dellums (D-Calif.) may introduce a bill providing for low-income housing production and preservation. In addition, legislation to expand the supply of permanent affordable housing will most likely be reintroduced by Rep. Patricia Saiki (D-Hawaii) and Rep. Bruce Vento (D-Minn.). Vento may also introduce a bill to expand the Neighborhood Housing Services, a public-private partnership program to revitalize deteriorating neighborhoods. The bill would increase the yearly appropriations from \$19 million to \$64 million.

Another housing bill which may be reintroduced is the National Housing Trust Act. The purpose of the bill is to offset high interest rates that often prohibit first-time homebuyers by making sure that the rate of interest payable on homebuyer mortgages does not exceed 6 percent. In essence, the act is an interest buy-down program targeted to low- and moderate-income first-time homebuyers.

Another housing issue expected to be brought to the 101st Congress is, as suggested by David Blaber of the National Coalition for the Homeless, a supplemental appropriations bill for the Stewart B. McKinney Homeless Assistance Act to get the difference between the authorizations and the appropriations; \$250 million is needed to bring the act up to full funding.

According to a source in his office, Rep. Barney Frank (D-Mass.) does plan to reintroduce the Permanent Housing for the Homeless Act. This bill designates \$15 billion

over 5 years to renovate or build at least 7.5 million housing units, and is not designed to fund section 8 or vouchers. To pay for this measure, cigarette taxes could be doubled and inheritance loop holes could be closed. In another move to provide affordable housing, Rep. Charles Rangel (D-N.Y.) expects to reintroduce a bill in January that would authorize tax-based relief for low-income housing operators to encourage them to continue making their rents affordable to poor renters.

Minimum Wage

Although a measure to raise the minimum wage, by amending the Fair Labor Standards Act of 1938, failed to pass during the 100th Congress, a similar bill may be reintroduced in the 101st. The bills introduced in the past Congress would have provided gradual increases in the federal minimum wage over the next three years, and thereafter the minimum wage would have been automatically linked to a percentage of any increase in the average hourly wage.

Substance Abuse

According to Jeffrey Kramer of the Alcohol and Drug Problems Association of North America, the Omnibus Drug Bill authorizes future funds to meet demands, so the actual amount that will be appropriated will be an issue. The Omnibus Drug Bill only provides for one-fourth of the funding authorized by the policy, so the money will have to be discussed. Another source of concern is over who the "drug czar" will be and what duties he will be responsible for, as stipulated by the bill.

According to Susan Gailbraith of the National Council on Alcoholism, since the nation needs revenue due to the enormous deficit, raising the excise tax on alcohol is a likely target. In addition, there will be advertising reform since the Omnibus Drug bill calls for warning labels on containers.

Volunteer Community Service

ACTION was created in 1971 to be the focal point of federally sponsored volunteer

programs. It is the lead federal government agency for its core programs, such as VISTA (Volunteers In Service to America) and Foster Grandparents, and for the development of new national volunteer community service initiatives. VISTA was created in 1964, authorized by title I of the Domestic Volunteer Service Act. During the past 25 years, nearly 100,000 individuals have served as VISTA volunteers. ACTION will be up for reauthorization in fiscal 1990.

Youth Employment

According to an aide in Rep. Leon Panetta's (D-Calif.) office, a national youth service and conservation corps bill will be reintroduced, with an attempt to combine the American Conservation Corps Act with the National Youth Service Act. The Martinez-Panetta amendment to the American Conservation Corps bill (formerly H.R. 18) would add a human services program to be administered through ACTION and would rename the bill as the Youth Service Corps Act. In effect, this amendment would combine H.R. 18 and the former H.R. 460, the Voluntary National Youth Service bill, adding in-service and post-service education benefits. Both programs would be open to youths aged 16-25 for year-round participation and for youths aged 15-21 for summer participation. Special efforts would be made to recruit and enroll economically disadvantaged youth, although the program would be open to all eligible youth. Total cash payments and scholarship benefits must be between 100 and 160 percent of the minimum wage. The bill authorizes \$152.4 million for fiscal 1989 for the operation of the Youth Conservation Corps, the National Youth Service and for in-service education and post-service benefits.

The Martinez-Panetta Amendment is an effort to encourage youth to participate in state, local and private non-profit programs which perform social services and protect the environment. The plan is to enable low-income youth to engage in community service as a means to develop youth as a resource for the country. President-elect Bush has said that he supports a youth service proposal.



Rep. Thomas Foley (D-Wash.),
House Majority Leader



Rep. William Gray (D-Pa.),
chair, House Democratic Caucus



Rep. Robert Michel (R-Ill.),
House Minority Leader



Rep. Jerry Lewis (R-Calif.)
chair, House Republican Caucus

Non-Governmental Activity



William J. Cirone



Starla Jewell-Kelly

of directors as the association's new executive director. The first woman to serve as executive director in NCEA's 22-year history, Jewell-Kelly has taught at the elementary, secondary, undergraduate, graduate, and adult education levels. For the past nine years, she has been a state-level administrator at the Oregon Department of Education.

For more information, contact Mary Boo, the National Community Education Association, 119 North Payne St., Alexandria, VA 22314; (703) 683-6232.

First Schools Announced in United States-Soviet Partnership

The first 30 U.S. high schools in a school exchange project were announced recently by the U.S.-U.S.S.R. High School Academic



President Reagan



General Secretary Gorbachev

Partnership Program. The school partnership program is the first nationwide project in which U.S. and Soviet students will travel and study at each other's schools, and it grew out of agreements between President Reagan and General Secretary Gorbachev during the Moscow summit last May. The program, which is partially funded by the United States Information Agency, is being administered by the National Association of Secondary School Principals, the American Council of Teachers of Russian and Sister Cities, International.

For more information, contact Lisa Garza, U.S.-U.S.S.R. High School Academic Partnership Program, 1619 Massachusetts Ave., NW, Washington, DC 20036; (202) 328-7309.

Employment

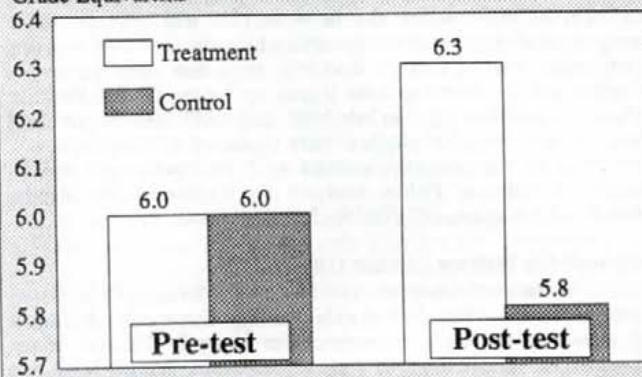
STEP Report Issued

Public/Private Ventures' (P/PV) Summer Training and Education Program (STEP) Report on the 1987 Experience is available.

Mean MAT Reading Scores at Pretest and Post-Test (in Grade Equivalents)

COHORT III

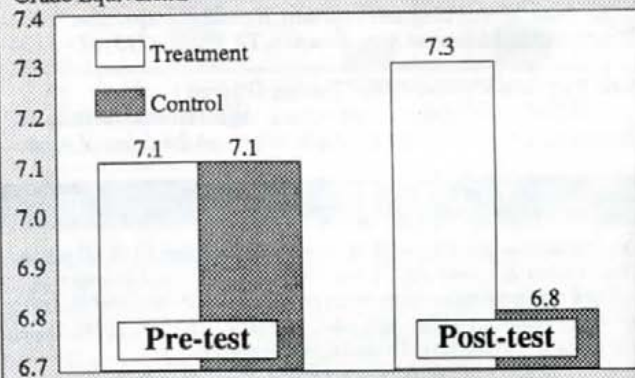
Grade Equivalents



Mean MAT Math Scores at Pretest and Post-Test (in Grade Equivalents)

COHORT III

Grade Equivalents



Source: Public/Private Ventures

STEP is P/PV's four-year-old program to reduce the number of young people leaving school without the skills and motivation necessary for productive employment. Notes P/PV president Michael A. Bailin, "Our research shows continued improvement in academic outcomes among STEP youth and provides encouraging indications for positive long-term results." According to Bailin, the following are "some specific highlights" of the report:

- Cohort III "treatments," who began STEP participation in summer 1987, achieved significant learning gains in both reading and math while outscoring "controls" by 0.5 of a grade in reading and 0.6 of a grade in math following their first summer.

- Aggregate data on postprogram experiences of Cohort I youth (who participated in STEP during its start-up phase) show positive trends. Although not yet statistically significant, early numbers suggest "treatments" score higher in math and are less likely to drop out of school than "controls."

- The demonstration has shown that its relatively low-cost program can be successfully implemented to produce measurable effects on dropout-prone youth by substantially improving both academic

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Members of the Grant County Restitution Crew, a Juvenile Justice Alliance project, are not afraid to do their share, even if it means getting their feet wet.

December

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