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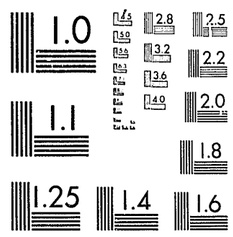

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DOING IT

A Collection of Articles on Issues, Problems and Viable Solutions Concerned with the Provision of Effective Human Services in Programs Serving Runaway Youth

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This project has been funded at least in part with Federal funds from the Department of Health, Education, and Welfare under contract number HEW-100-75-0190. The content of this publication does not necessarily reflect the views or policies of the Department of Health, Education, and Welfare.

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'DOING IT'

A COLLECTION OF ARTICLES ON ISSUES, PROBLEMS AND VIABLE SOLUTIONS CONCERNED WITH THE PROVISION OF EFFECTIVE HUMAN SERVICES IN PROGRAMS SERVING RUNAWAY YOUTH

NCJRS

MAY 26 1981

ACQUISITIONS

Submitted by:

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Contract #HEW-105-75-2102

Submitted to:

Office of Youth Development
Division of Runaway Youth Programs
U. S. Department of Health, Education, and Welfare
200 Independence Avenue, S. W.
HEW South Portal Building
Washington, D. C. 20201

DHEW Publication No. (OHDS) 78-26053

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FOREWORD

Dear Readers:

One of the major aims of the Runaway Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, is to help assist, bolster and develop direct service programs for runaway youth and their families in America. Under its mandate to administer and spearhead the implementation of Title III, the Office of Youth Development (OYD) contracted with Educational Systems Corporation (ESC) to provide Technical Assistance and Training to the twenty-six OYD-funded runaway programs in the Western Regions, as well as other non-funded projects which serve runaway youth. This manual represents a significant part of this technical assistance effort.

The objective of this manual is to provide a basic guide to the development and operation of programs which offer comprehensive services for runaway young people and their families. In producing this document, ESC has drawn on the collective wisdom, skill and experience of direct service workers, administrators and consultants in the Western programs, and has produced what might be termed a "whole earth catalog" of runaway services - a compendium that raises issues and provides practical ideas and suggestions on virtually every component of a runaway services center. I believe that this manual will be an important source for both new and ongoing programs, and I am pleased to commend it to your attention.

Sincerely,

James A. Hart, Commissioner
Office of Youth Development
Office of Human Development
U. S. Department of Health, Education, and Welfare

PREFACE

"I hear and I forget
I see and I remember
I do and I understand"

Confucius

This manual is intended as an experience in sharing - between those who provide direct services to runaway youth west of the Mississippi, and those who have consulted with them. This sharing has three objectives:

- To provide expert advice to those who are establishing new runaway programs;
- To assist grantees from ongoing programs in improving and/or expanding their services; and
- To provide continuing dialogue among all those who are invested in the provision of effective, humane human services.

The articles in this manual were chosen from the overwhelming response to our request for thoughts, suggestions and comment about issues in runaway services. We were unable to address all aspects of the problem in the space available, so we have focused on specific areas in the planning and operation of runaway youth projects. Some of the articles we have included restate basic operating principles and philosophies which are shared by many of the runaway projects; others describe new or unique ways of looking at particular issues. All, we believe, are worthy of serious consideration.

The manual is divided into six major sections. An introductory overview precedes each of the sections and a brief biographical sketch leads each article. Throughout, we have preserved the individual authors' words and vision.

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402
Stock No. 017-090-00039-9

We urge you to share your responses to these articles with the authors and with us. Only such a sharing of information can keep the dialogue going and assure the quality of our services and care.

Ray ben David
Jim Carmany
Chris Cook
Helen Epps
Jim Statman
Bob Walker

Editors

ACKNOWLEDGEMENTS

The Acknowledgement section is always the most difficult part of a manuscript to write. In our case, so many people have provided us with invaluable assistance and support that we must offer our appreciation in general terms and trust that our thanks are acknowledged by the individuals to whom they are intended:

To all the Project personnel for their trust and cooperation, their enthusiasm and hospitality.

To the OYD Regional Program Directors for their gracious advice and patience while performing difficult jobs.

To the Washington-based staff of the Division of Runaway Youth Programs, and Stan Anderson, in particular, for their responsiveness and support of our efforts on behalf of the projects.

To all of OYD and Commissioner Hart for their commitment to alleviate the nightmare problems which runaways face and their leadership in this first major effort for runaway youth and their families.

To the contributors of the articles in this manual for their thoughtfulness and diligence in presenting the problems and the solutions.

And to the young people we hope to serve, for making us all look more closely at the way our society has treated its youth and at the changes we need to make.

PROGRAM PHILOSOPHY

We have chosen an article written by Anne W. Dosher as the initial presentation in the guide. Ms. Dosher's remarks set the tone for the rest of the publication: know what you are about.

Ms. Dosher was asked to prepare her thoughts for us in program philosophy because it was through her excellent assistance this year that many of you were able to clearly delineate what you are about - both as individual programs and as part of a network of regional programs. It is true that organizations must establish the reasons for their existence (i.e., what is important or unimportant to them) or nothing else is of much consequence.

In addition to the consultant services she provides through ESC, Ms. Dosher serves as the Series Coordinator (core faculty), Culture and Society Series, for the California School of Professional Psychology, San Diego Campus. Ms. Dosher is also a community consultant for the Community Congress of San Diego and serves as a consultant in the areas of community organization development, program development, planning and administration, and community change.

We, at ESC, are gratified that Ms. Dosher has consulted with us, and are pleased to present the following article.

THE VALUING PROCESS

Anne W. Dosher

At conscious or unconscious levels, we are involved daily and constantly in the valuing process. At home, at work, at leisure, we function within the context of supportive, conflicting, or emerging value orientations: those views of the world which define for each person the meaning of human life, or the life situation of the human person. Our society, and its institutions of family, church, education, and culture, has socialized us into certain value sets in ways which attempt to make us fit the social systems in which we are embedded, or through which we must move.

Our personal values dictate who we are, how we will function in the world, the ways in which we will relate to others in the human community, the style and type of work we produce. The sum of personal values frequently determines the structure, function, purpose, and process of the organizations we create, and the products of those organizations: direct and indirect services. The pressure or nurturance of community values frequently determines how our organizations function, survive, set and reach goals, or become dysfunctional as pressure from conflicting community values pushes us in the direction of goal displacement, or goal attainment.

As human service workers functioning at the beginning of the first year of the last quarter of the twentieth century, we are functioning in a society in which at least three value systems are being negotiated:

1. Industrial Society Values: authority, respect, puritanism, old-style individualism, nationalism, security

2. Post-Industrial Society Values: rational administration, management, organization, merit, credentials, efficiency, creativity, autonomy, growth

3. Emergent Service Society Values: extension of rights and entitlements and person-liberation to third world minorities, women, aging, children, welfare participants, prisoners, patients and others; accountability and relevance; self-expression, self and social-actualization, personhood, quality of life; identity, self-determination, cultural pluralism; participatory, transactive planning processes; dematerialization of lifestyles; environmental nurturing

THE VALUING PROCESS CLARIFIED:

The new youth-serving agencies emerged during the sixties and are functioning within the value context just described. As part of staff development, organization development, program development, and community development, each person and agency can benefit from periodically moving consciously through a values clarification process. The process of values clarification by staff produces the following benefits:

1. Interpersonal relationships are deepened or strengthened on the basis of new shared information

2. Team-building occurs among staff

3. Interpersonal conflicts may be identified, assessed, sorted (is the conflict ideological, issue-based, one of clashing personal styles), and strategies for conflict-resolution employed

4. Skills and competencies on the staff are re-assessed

5. Discrepancies between the stated values and lived values of staff persons are identified, and questions of motivation, support, and situation may be addressed

The valuing process on the part of an agency/organization produces the following benefits:

1. The history of the agency/organization is reviewed, revealing the founding values and myths. Functional and dysfunctional myths may be sorted: functional, guiding myths may be reaffirmed, and dysfunctional myths which have developed may be laid to rest

2. The general value orientation of the agency/organization is identified

3. The stated values of the agency/organization are reviewed

4. The structured values of the agency/organization are reviewed, and a check of corporate capability is made

5. The operational values of the agency/organization are examined

6. The phenomena of the lived values (day-to-day activities) are examined

7. Opportunity is afforded for the agency/organization to clarify the issue of person/organization fit, leading to clear data upon which to base confirmation of staff roles, job descriptions, and statuses. Additionally, where it is found that there is a mis-fit between a person, job, and agency/organization, mutually supportive strategies for change may be planned

The valuing process by which the agency/organization pursues community development goals produces the following benefits:

1. Assessment of appropriate community linkages

2. Assessment of the way in which the agency/organization is viewed by segments of the community

3. Assessment of targets for change in the community: persons, organizations, institutions

4. Assessment of appropriate and win-win advocacy strategies

5. Assessment of opportunity for coalition-building

6. Assessment of existing constraints and resources present in the community

In summary, a total clarification of the valuing process on the part of persons, organizations, and communities, results in deep human sharing, shared conscious-raising,

team-building, organization development, and the production of a shared "cognitive map" or picture of realities which is the clear basis for the planning of future staff development, program planning and development, and community development.

GOALS OF A VALUES PROCESSING ACTIVITY

GOALS

1. To facilitate awareness of a process which will assist staff to develop a consciousness of personal history (socialization), existential values, stated values, structural values, and lived values

2. To facilitate awareness of a process which will assist an agency/organization in developing a consciousness of agency history, corporate existential values, stated values (purpose), structural values, operational values, and lived values (program activities)

3. To facilitate awareness of a process which will assist an agency/organization in developing a consciousness of the community contextual values which the agency/organization is constantly negotiating

4. To facilitate awareness of ways of looking at the different "time" worlds and time values which are constantly being negotiated between direct service staff, indirect service staff, community decision organizations, and societal guidance systems

Group Size

Participants should be divided into groups no larger than six to eight persons

Time Required

Minimum of eight hours

Materials

1. 5 x 7" cards and pencils for all participants

2. Pads and pencils for group reporters

3. Newsprint and felt-tipped markers

Physical Setting

Quiet rooms protected from intrusions during private portions of the experiences. One room large enough to accommoddate all participants.

PROCESS

1. *Personal History.* Participants are supplied with 4 x 7" cards and pencils. The following task is assigned by the consultant: "You are to think back over your life, and identify the five most important influences which have helped to make you who you are today. These five may be: persons, events, experiences. You have fifteen minutes in which to write these things on your cards."

   Sharing: At the end of fifteen minutes the consultant asks each group to assign a reporter and assigns fifteen minutes for personal sharing. The sharing should be voluntary.

   Intergroup Sharing: Groups are recalled and reporters categorize and share the categories of influencing experiences.

   Data: The data gained can usually be categorized into major social system categories, such as: family, school, church; adult roles; or historic events, such as wars.

2. *Existential Values.* Consultant assigns a second task, as follows: "I am now asking you to sit quietly for five minutes, and identify your basic values: those things for which you would die, and those things without which you could not live. Life and death may be thought of as psychological as well as physical realities. At the end of five minutes, I want you to share these values with each other without any discussion. A person's end state or existential values are those views of the world which define the meaning of human life for the person. They are not debatable, but must be accepted and cherished, even where dramatic differences between persons occur." Time: twenty-five minutes. Reporters please make notes and submit to the Consultant.

   Intergroup sharing by reporters.

3. *Stated Values.* Consultant assigns a third task, "Take a few moments to think quietly about how you usually present yourself: what is your usual rap? When you came here today, you were asked to take a moment and introduce yourself: Was that your stated rap?

   Sharing: assign fifteen minutes.

   Intergroup Sharing: assign ten minutes.

4. *Values Defined.* Consultant assigns a fourth task to the total group. "We have been sharing our values and experiences. As yet, we have no definition of values. How do you define values?"

   Consultant captures input on newsprint in view of total group.

   Consultant reveals classic definitions for values previously prepared on newsprint, as follows:

   EXISTENTIAL VALUES: life and death, end-state values: those views of the world which define the meaning of human life, or the life situation of the human person, and provide the *CONTEXT* in which day-to-day problems are solved and living occurs.

   VALUES: those things or achievements which are considered *GOOD* and to be sought; thereby, implying that the opposites of these are *BAD*, and consequently, to be rejected.

5. *Structured Values.* Consultant assigns task five. "I am now asking you to think carefully for five minutes, and then write on a 5 x 7" card a description of how you have structured or prepared yourself for your work here. This will look like a resume: age, education, skills, competencies, areas of knowledge, future learning goals."

   Group Sharing. Time: fifteen minutes.

   Intergroup sharing by reporters against categories. Time: ten minutes.

   Consultant retrieves cards.

6. *Values Fit.* Consultant assigns task six. "You have shared your personal history, which usually portrays your socialized values; your life and death values; your stated values, rap, or personas/masks; and your structured values. Think quietly for about five minutes, asking yourself if you are clear about the values you espouse, the values you are preparing yourself to live, and the values you are actually living. Then ask yourself if there are any discrepancies. Are you clear about your values foundation, and your own valuing process?"

Group Sharing. Time: twenty-five minutes.

Intergroup Sharing. Recorders share areas of clarity, areas of confusion, areas of conflict.

7. *Agency History.* Consultant assigns task seven. "You are each to take the role of agency historian. You are to write down (5 x 7" card) the five major events in the history of the development of this agency, the names of the first and second generation of leaders, and the main myths which you feel the agency is now living." Time: fifteen minutes.

Group Sharing. Time: fifteen minutes.

Intergroup Sharing. Time: thirty minutes.

Consultant captures input on newsprint.

Guiding mythic data is separated into positive and negative categories.

8. *Stated Agency Values.* Consultant assigns task eight. "You are to review the stated purpose of the agency/organization: the agency ideology. This can usually be found in the brochure, purpose statement, preamble to the Articles of Incorporation. Please, if possible, supply me with a written copy of this."

Time: fifteen minutes.

Intergroup Sharing. Consultant asks, "How does this fit your program today?" Captures data on newsprint in view of participants.

9. *Structured Agency Values.* Consultant assigns task nine. "You are to find and review your agency/organization structured values as stated in: Articles of Incorporation, By-laws (annually amended), Policy Manual which includes Minutes of Board of Directors' Meetings with actions numbered and extracted at Agency Policy, Affirmative Action Policy, Personnel Practices, Licenses, Contracts, Job Descriptions, Board Indemnity Insurance, Organizational Chart (showing formal and informal power system), last Annual Report, and Annual Fiscal Statment."

The Consultant will normally have enquired ahead of time to ascertain whether this kind of data is readily available. If not, the Consultant will have provided some management consultation to the indirect service staff.

10. *Operational Values.* Consultant will assign task ten. "Your operational values are set out in the agency/organizational documents as follows: Scope of service descriptions, program descriptions, data collection system, management information system, human resource development system (board, staff, and client) which includes job descriptions by task, administrative procedures interpreting board policy, evaluation procedures (program, staff, and board). Are these documents organized, available, and updated? Are you familiar with them? I am asking you to discuss the issue of operational values for fifteen minutes, focusing on the following questions: am I familiar with these documents, are they available to me, am I part of implementing, monitoring, and developing these operational values?"

Intergroup discussion, and data collection by consultant on newsprint in view of participants.

11. *Lived Values (activities).* Consultant assigns task eleven. "Please review the historic, stated, structured, and operational values, and ask the question: what really happens? We will try to capture your input in a planning format, as follows: What happens; Why does it happen; When does it happen; How does it happen; Who does it." Consultant provides prepared input newsprint sheets.

12. *Value Fit or Conflict.* Consultant assigns task twelve. "Would each person do the following things: (a) review the personal valuing process, the job description, and the reality in the agency, and identify where there is fit or misfit; (b) review the agency valuing process and identify where there is program - agency fit or misfit; and (c) assess the agency annual valuing process."

    Consultant captures this data on input newsprint sheet.

13. Consultant takes data, orders it, and identifies additional areas of work, such as: Problem identification, conflict resolution, staff and board development, program planning.

VARIATIONS ON THE MODEL

This model can be varied to facilitate Goal 3, by assessing the interface at which agency values encounter the variety of values being stated and lived by the many groups, agencies, and institutions in the community system. The contextual assessment leads to the development of appropriate action plans and strategies.

TIME VALUES

The way in which we view and use time affects our ability to function with others. This Consultant has discovered that time valuing conflict can be surfaced and mediated by asking persons how they experience their world of work as a function of time. The following schema indicates a way of looking at the different time worlds and identifying conflict.

The Canopy of Time

Cosmological: Timing of the cosmos; seasonal, tidal.

Anthropological: Over the lifetime.

Existential: Being-in-the-moment; timeless.

Cross-cultural: Anglo or Western; Metric Time vs. Third World; sometimes inter-generational time.

CLIENTS

In the moment: Immediate: Crisis

DIRECT SERVICE

One hour: 3 - 7 days: Sometimes a month.

INDIRECT SERVICE

One year: Three years: Five years.

COMMUNITY SYSTEM

One year: Three years: Five years.

SOCIETAL GUIDANCE

Four years: Ten years: Twenty-five years.

One strategy used by this Consultant is to assist direct and indirect staff in role-reversal experiences, and to assist by structuring an experience in which direct service staff describe their time worlds and values to indirect staffs, and then reverse the experience in a process of organizational mirroring. This has led to greater understanding, and to a wider knowledge of agency realities.

VARIOUS USES FOR THIS MODEL

Agencies in which this model has been used as the basis for a complete consultation find that the personal valuing process can be used as the format for intake interviews when recruiting staff or volunteers, and ensures increased person-organizational fit. The agency valuing process serves as a basis for annual goal-setting and program planning, and can be used to ensure that all documents and reports are appropriately available.

Both processes are, of course, the basic steps toward personnel and agency evaluation. Additionally, if the conscious valuing process is undertaken on an annual basis, it becomes an excellent personnel and organizational renewal system which can move quickly through the needed orientation and socialization of new staff and board in the agency.

PROGRAM ISSUES

Introduction

When all is said and done, the heart of any runaway project remains its program of direct services to young people and their families. This is the primary reason for the existence of runaway projects; this is what brings young people to your door; this is the "bottom line" in any process of evaluating the quality and impact of your program. The following section of the manual addresses what we believe to be the critical program issues confronting runaway services. It is organized around twelve articles representing key areas of concern, ranging from outreach and intake through aftercare. Although no article can magically transform a novice into a competent counselor, or substitute for the actual experience of working with adolescent runaways and their families, it is our hope that this material will be helpful in raising issues, highlighting critical concerns and passing on practical suggestions from the field.

In presenting these articles we are aware that although those service components may be conceptually distinctive, in actual practice, they are interdependent. Outreach and intake, advocacy and counseling, youth participation and aftercare, all meld into a total program of human services. Here, of course, we are dealing with issues of program administration, planning, organizational structures and community involvement; issues to be discussed in later sections of the manual.

Below, we will briefly touch upon each of the areas to be discussed in this section. This will be followed by articles addressing each of these program components.

Outreach

Let us begin by stating the obvious: a functioning runaway center must be known and trusted within the community it wishes to serve. Current research indicates that the great majority of young people who run away go to the home of a friend or relative, and that many young people are suspicious of social service organizations,

alternative or otherwise. Outreach is the process of informing the client population (young people, families) of the existence of your program of services. It represents not only "advertisement and recruitment" for your program, but also involves public relations, community education and organizing around critical youth issues. Outreach pays dividends not only in insuring that you are better able to meet the needs of your constituency, but also as a means of building community support, recruiting volunteers, developing resources and keeping you in touch with the realities of life for young people in the world outside of the runaway house.

The runaway projects in the Western Regions have developed a variety of innovative and effective outreach methodologies. There is no set formula for outreach; strategies and techniques must be developed which take into account the demographic, social, political and economic realities of each particular community. In the article on outreach, Steve Lieberman discusses the development of Youth Advocates' outreach efforts in the neighborhoods and inner city of San Francisco, as well as the suburban and rural communities of Marin county.

Intake

As Jane Bell, of Middle Earth in Austin, Texas discusses in her article, the intake process is critical in setting the tone for all subsequent involvement with a young person seeking help. We think it is fair to say that the quality of one's reception at intake is a good indication of the quality of caring characteristic of the organization as a whole. We have all had the experience of coming to a medical or social service agency and being confronted with long waits, alienating forms and a general tone of bare toleration or indifference to our needs. We have all felt the humiliation, frustration, anger, helplessness and fear which this dehumanizing process engenders. For a young person in crisis, the initial contact with a runaway program is often a frightening and bewildering experience. The article on intake presents suggestions for developing an intake situation which treats clients with respect as well as allowing for the collection of information necessary to work on their behalf.

Advocacy

Youth advocacy has long been considered to be a hallmark of alternative programs for runaways. As ESC's major study of The Legal Rights of Runaway Children for OYD

reveals, adolescent runaways in America, indeed teenagers in general, are basically powerless within the major institutions - the courts, families, schools and human service organizations - of our society. So, as the politicians are fond of saying, they "vote with their feet," and appear by the thousands on the streets, roads and doorsteps of friends, relatives, acquaintances, strangers and runaway centers.

Youth advocacy is a process of working with a young person to address this imbalance of power, to alter the "politics of the family" in America. It involves activities such as assisting runaways navigate through the tangled bureaucratic web of institutions, providing legal assistance, working to impact and humanize existing institutions, and organizing to bring about change in local, state and national organizations and policies affecting youth. In their incisive article on advocacy, Melissa Middleton and Taylor Breckford draw on their experience in Alaska Youth Advocates, to present the basic issues, procedures and areas of controversy in instituting a comprehensive advocacy program.

Third World

In past years, when project staff were asked why few Third World people appeared at runaway centers, they would often hesitantly suggest that it was because minority teenagers already have ongoing support systems within their communities or perhaps because they just don't run away as much as white kids. Recently, runaway projects have taken a hard, self-critical look at the racial and ethnic composition of their staff and the relevance of their programs to minority young people and families. We strongly believe this to be a critical and healthy process.

The task of developing programs within existing centers to meet the need of Third World young people and their families, can appear difficult and frustrating. In the article on Third World youth, Ruth Beard draws on her experience as a therapist, trainer and educator in the Black community, and as consultant to Youth Advocates in San Francisco, to present an analysis of the basic issues, problems and opportunities confronting alternative projects in moving to broadening their client and staff base to include Third World populations.

Family Counseling

In recent years we have witnesses a significant change in the service ideology of many runaway projects; a shift away from a perspective of "the kid's always right;" to a more balanced view which examines and understands the young person's behavior in terms of the overall family dynamic. This change has not come from reading psychology texts or from the urging of professional consultants, but rather has grown from the practice of working with youth on the run. Runaway project staff have found that regardless of whether or not a young person is returning home (although most do) a family perspective is usually the most useful framework within which to help clients sort out their situations and determine a productive solution to their crisis. For the majority of runaways who do return home, family counseling represents the most helpful and effective method of working on the issues which have caused the runaway episode.

But family counseling is not easy. Anyone who has been with a family in crisis and has felt the anger and resentment, the fear and bewilderment, the angling for position and attempts to get you to take sides, knows the power and opportunity inherent in family sessions. Anyone who has done family counseling knows well the feeling of being pulled into the vortex of the family's emotional field, and how the family dynamics invariably touches deeply the counselor's own family history and unresolved issues; those images and feelings which Laing has termed the "family" which each of us carries with us.

Regardless of one's orientation to family counseling or the techniques utilized at a particular project, there are some important basic issues and processes which underlie all effective family work, and insure counselor "survival." The article on family counseling explores those issues and presents some practical suggestions for working with young people and their families.

Group Work

We have found that the majority of runaway centers utilize some form of groupwork as part of their total service delivery system. Groups range from planning meetings in which residents discuss house issues, plans and gripes, to heavy group counseling sessions, which

are intended to be a major vehicle for self-examination, growth and change. Most centers conduct groups for staff, often using an outside facilitator, or mixed staff-resident groups. Many projects also conduct specialized groups designed to meet the needs of a particular segment of its client population (e.g., group on rape and sexuality for female residents), and run special group sessions to deal with house crises or special events.

Clearly, groups are a powerful and effective process for bringing about change, yet they can also be a frightening and totalitarian experience. The article on groups explores the issues related to groupwork in runaway centers. It starts by considering the special problems and opportunities inherent in a group situation in which the membership is constantly changing, and then discusses various formats and designs for incorporating group processes into the runaway house program.

Aftercare

A comprehensive system of services to adolescent runaways and their families does not end when a young person leaves the center or is referred to another agency. The kinds of problems which compel young people to run cannot usually be resolved within a ten-day stay at a project. The tangled web of destructive family dynamics, built over the course of a youth's lifetime, cannot be changed overnight. Aftercare refers to programs offering continuous support, counseling and resources to former runaways and their families. Runaway centers in the Western Regions have developed a variety of effective and exciting aftercare components, many of which utilize former residents as volunteers, providing services to the project and other young people. The two articles which we have included on aftercare reflect this diversity and creativity.

Youth Participation

We are in the business of serving young people and their families. As such, we have a responsibility to include youth in the operation and management of our programs. This is not simply a statement of lofty ideals; we have seen that youth participation adds immeasurably

to the quality of a program. Young people can offer vital volunteer or staff services as peer counselors, board members, fix-it people; the list goes on and on. Including youth in these roles presents a visible commitment to a project's belief in adolescents' abilities to handle responsibility and serves as a model for program residents. Further, having active youth involvement mitigates against a project developing a "missionary" attitude towards its clients, a smug assumption that "we know what's best for them." In our article on youth participation, Judge Mary Conway Kohler describes some of the roles which young people have taken in various community programs across the country, and discusses the process of involving youth in runaway projects.

Volunteers

Volunteers are a major resource for many of the runaway projects in the Western Regions. Volunteers come in all shapes and sizes: high school students and retired people, mental health professionals and tradespeople. They can play a significant role in counseling, house management, upkeep, fund-raising, community relations and education, recreation; in virtually every aspect of a center's operation. Yet many projects find that their volunteer program is a source of constant difficulty and frustration. Volunteers often express the feeling that they are "second-class citizens," not regarded as important by the staff. Paid staff members often view volunteers as overly-demanding, more interested in their own problems than those of the clients, and chronically unreliable. And in the midst of these hassles stand the young people in crisis, who have come to the project for help.

We have found that the key to a successful volunteer program involves open communication between staff and volunteers, and the development of mutually realistic perceptions of what each can expect to give as well as receive. Projects which regard volunteers simply as a source of free labor invariably have trouble with their programs. Volunteers do bring their skills, time and energy to a project, but in return they expect to be treated with concern and respect, to receive training and supervision and to be able to use their experience at the agency as a vehicle for their own development. Although they may be altruistic, they are not selfless: they require attention, recognition and support. At the

same time, it is important that the staff clearly spell-out to potential volunteers what their roles will be, what their range of responsibilities include, what training and supervision will be offered, and that although the center may offer a warm and supportive milieu, its aim is to provide services for young people, not therapy for volunteers.

We have included two articles on volunteers. The first, by Barbara Henning of YES in St. Louis, describes some of the issues and steps in implementing a volunteer program. This is followed by John Capel's (Diogenes, Davis, California) sensible and humane introduction to the role of the volunteer counselor.

Alternative Living

Although most runaway projects have in-house shelter care services available for young people, a number of programs have experimented with alternative living models such as short-term foster care or "host-homes" within the community. The advantages of this approach are that it allows young people to remain within their own community/neighborhood rather than having to reside at a center which may be located in another part of town or the country, and it mobilizes community support and awareness and involvement. In a rural or suburban setting with relatively low population density, it may well be the model of choice, and one which eliminates the cost of renting or buying a centralized shelter-care facility.

However, the host-home concept is not without disadvantages and potential drawbacks. The use of voluntary host families requires a constant effort at recruitment, training, screening and supervision. Further, with young people residing in several locations, there is less opportunity for ongoing staff contact with the runaways, than occurs within a centralized setting. Finally, for some young people in the midst of a major family crisis, a short-term placement with another family in the community may prove threatening or confusing.

In her article on Alternative Living, Maggie Johnson of Project Tumbleweed in Billings, Montana, presents a step-by-step discussion of the components and procedures of a host home program, and an introduction and guide for potential foster parents.

OUTREACH

Both Huckleberry House and the Grove Lane Home Crisis Center are projects of Youth Advocates, Inc., which remains one of the most comprehensive, innovative, and well-administered programs for runaway youth in the nation. In addition to their successful program, the organization includes sophisticated planning and fund raising components, strong program evaluation mechanisms and a thorough affirmative action strategy. Executive Director Steve Lieberman spells out, historically, how the project conducted an outreach program.

....The Editors

OUTREACH

Steve Lieberman

This is a paper on how outreach was handled from the development of Huckleberry's for Runaways in 1967 to the present organization of Youth Advocates, Inc. which operates comprehensive youth service systems in both San Francisco and Marin County, California.

Outreach, as defined in this paper, is the effort by Youth Advocates, Inc. to make its services well known, easily accessible, and acceptable to potential clients and their families.

Initial Outreach Efforts

In June of 1967, Huckleberry's for Runaways opened in the Haight Ashbury District of San Francisco. The program hoped to serve runaway adolescents who came to the area for the "Summer of Love." Our first need, that of being accepted by the community, defined the first outreach efforts. This was a difficult task because there were no previous models that were relevant to this unique "counter-culture" community. The only available alternatives for runaways at the time were unacceptable. They were either incarcerated in Juvenile Hall or they stayed with community people who ran the risk of being arrested for "contributing to the delinquency of a minor."

When the Haight Ashbury community realized that we were not busting kids they were willing to try and work with us. It was important to keep in close contact with the storekeepers and human service agencies in the community. This was our first outreach effort (a feeder system). Huckleberry's received local and national press in October, 1967 for two reasons:

1. National attention was focused on the hippie movement in the Haight Ashbury District.

2. Huckleberry's was busted.

The result of this press coverage made the program well known throughout the San Francisco Bay area and the rest of the nation.

The next outreach effort involved circulating printed posters throughout the city of San Francisco. At this time, most of our clients were concentrated in the Haight Ashbury district. In order to maintain credibility in the community and deliver services, Huckleberry's for Runaways started a street work program. This program involved recruiting and training street people to act as our representatives on the street. In essence, the people who hung out on Haight Street assisted us in delivering services. The street work program also created a community-based support system. At the same time, Huckleberry's for Runaways and the Haight Ashbury Switchboard established a community service sheet. This flyer listed all of the services available in the community and was passed out by the street workers.

Establishment of Youth Advocates, Inc.

When we established Youth Advocates, Inc., with Huckleberry House being the largest component, we further modified our outreach program. Since our client population now included all adolescents in San Francisco, we distributed service sheets which listed our expanded services. These were given to all youth service agencies (both alternative and traditional) and to other youth workers. We also printed the service sheet in high school and junior high school papers. Legal cards, which listed our 24-hour crisis line on one side and legal rights on the reverse side were distributed to the schools. Radio and television spots were used to explain our services and to recruit foster parents and volunteers. We also placed posters in city buses and streetcars (the major means of transportation used by our client population).

The outreach program was also expanded into the Third World communities of the city because our services were not reaching that client population. We created Defensores de la Juventud, a training and outreach component that is centrally located in the Third World communities of San Francisco. It runs summer-job programs and year-round workshops in media, photography, music, peer counseling, job finding, community organization, and communication skills. Since the creation of this component, both the staff of Youth Advocates, Inc., and the numbers of clients from different ethnic groups have changed. Both groups now accurately reflect the composition of the city.

Development of Outreach in Marin County

When Youth Advocates, Inc. decided to expand its services by opening up a youth service system in Marin County, our goal was to create a human-service system which was integrated into the lives of all county adolescents and their families.

The major task in the county for Marin Youth Advocates was making services available to a population which was scattered over a large area. Marin County is comprised of four separate parts, all with vastly different service needs. These areas range from a rural farm community to an affluent bedroom suburb of San Francisco. To meet these needs, Marin Youth Advocates had a mobile outreach component called County Circuit Riders (C. C. Riders). The C. C. Riders developed individualized programs for four separate communities in the county.

The two major areas of concern for the C. C. Riders were:

1. Informing the county residents about Youth Advocates, Inc. and its services.

2. Delivering needed services to the communities.

The services could be delivered by the programs in the communities, but in order to get information about the program and its services to the residents, the C. C. Riders traveled throughout the county in a 26-foot mobile van. Due to the visibility of the van, 80 percent of the adolescents knew about the C. C. Riders within the first six months of operation. The information given out by the C. C. Riders also encouraged youths to seek services prior to crisis situations in their lives.

As in San Francisco, the outreach process for Marin County included the use of media, service sheets, and legal cards. An additional outreach activity was the publication of a Marin Youth Directory. This directory lists and briefly explains all of the services available to adolescents and their families.

Marin Youth Advocates believes that there is a direct correlation between the amount of energy applied to our outreach program and the quick acceptance of the organization as a major youth service agency in the county. We are convinced that a strong outreach component is essential in a comprehensive human service system for adolescents and their families. It is, perhaps, the major way of delivering services to these people before crises occur.

INTAKE

Middle Earth has a solid history of providing alternative services for youth in the Austin, Texas area. The expansion of the program into a shelter-care facility (Spectrum) is a needed and sensible project. The major strength of the project is its reputation as a caring and effective program within Austin in general, and especially among young people. Jane Bell, Outreach Coordinator, and long time staff member of Middle Earth, has contributed the following article on intake. Ms. Bell is currently Region VI Runaway Network Representative, and a guiding force behind that coalition.

....The Editors

INTAKE

Jane Bell

Many people have a negative reaction whenever the word "intake" is used in relation to human services. We know that it is much ado about semantics, yet it sounds like some kind of exhaust system and, to our way of thinking, is an unfortunate word when playing a part in the human condition. For that is what we are involved in - the human condition - and the most important program facet, the starting point of the relationship between client and practitioner, sounds like a valve system or insatiable institutional maw.

The process involved at the starting point sets the tone for what is to follow. In many situations the gut reaction of youth to their running away is often guilt, fear, confusion, and the feeling that they did something wrong. How you treat the client at this point either reinforces those negative feelings and makes future interaction difficult or sets a mood of cooperation, based on trust, that encourages further work together.

Is there really a need to immediately closet yourself in a room with the client, safely behind your desk, pencil poised over official forms? That is a cold and often intimidating posture that smacks of "we need some information from you for our files" sung to the tune of "Here's to you Mrs. Robinson." We see the process starting as informal, taking place after it has been determined whether or not the client is hungry, exhausted or physically ill. We see the client being greeted by a resident (or alumni volunteer) who shows him around the place and explains the program from a kid's viewpoints. In other words, in most cases there is no overriding urgency to immediately get all the facts and details about the clients' situation. It can wait until the client is fairly comfortable in this new environment and sees that we really do care and our offer to help is, in fact, genuine.

The background gathering process should also be as nonthreatening as possible. Is the physical setting conducive to free exchange? It does not have to be done in an office among the paper clips. It can also

be done in a sitting room, on the lawn, or at the kitchen table for that matter. The interaction should be as informal as possible, because a great deal of information must be exchanged and decisions have to be made. Your ability to provide services will suffer if the client is uptight during this process.

At Spectrum, our intake procedure maintains a spirit of youth advocacy, independent decision making and responsibility for one's actions. It is made clear that no one will be admitted into the shelter unless they want to be admitted and are willing to work to alleviate their problem. In cases where an agency has been working with the youth, we ask that they make an appointment, and that a representative participate in the interview.

At the intake study, Spectrum philosophy and purpose are explained and discussed. Immediate and long-range needs are also discussed, and the youth decides whether or not our program meets his/her needs. If admittance to the shelter is found not to be a viable alternative, the outreach counselor will begin to work on other ways of helping the youth. If the youth and shelter counselor agree on admittance into Spectrum, the appropriate forms begin to be filled out as humanely as possible. At this time, the youth reads the "Spectrum Contract," which delineates responsibilities and program expectations. By this time, the youth should understand what services we have to offer and what is expected of him/her as a part of the Spectrum household.

Special expectations (such as going to school, or a specified length of stay under the 30-day limit) may be added to the contract. Sometimes this is a stipulation made by parents or even by a shelter counselor who realizes that this must happen in order for a plan of action to work.

The contract is accepted when both the youth and the shelter counselor sign it. If an agency is involved, the agency representative must sign a "placement agreement." This is done so the agency will realize that their input and assistance is still needed. At this point, verbal (and later notarized written) housing and medical consent must be obtained from the managing counselor within 72 hours. Verbal consent is usually obtained as soon as possible; often when the

youth is still at the outreach office. In certain cases, where the safety of the youth is at stake, verbal consent may wait for the 72 hour legal limit. This option, however, is used with great discretion.

The youth and the shelter counselor then go the Spectrum and the admission forms are completed and orientation into the household begins.

COUNSELING

The following is contributed by Joanne Bagger and Janet Jones. Ms. Bagger, formerly Supervising Counselor for Focus Youth Service in Las Vegas, Nevada, is currently a Youth Diversion Officer with the Clark County (Nevada) Metrpolitan Police Juvenile Division. Ms. Jones was formerly Co-director of Oasis Hotline in New Paltz, New York and is now working with Clark County Juvenile Court Services as a Crisis Counselor. Both Ms. Jones and Ms. Bagger facilitated the workshop on family counseling at the Western Region Technical Assistance Conference in February 1976.

....The Editors

CONSERVATION FOR COUNSELING

Janet Jones
Joanne Bagger

Any working system - including that of running an alternative runaway hostel - has its own intrinsic demands. We cannot assume that because our motives and values are good and because we bring energy to our work, our system will run without flaws or hindrances. We too, have a capacity for failure. It is far better that we regard ourselves critically and realistically. That way, we can choose and revise our own structures and conserve our strengths.

The mutual self-acceptance that must exist between two members of a staff or a family must also exist, on a limited level, between a counselor and the "system." It is true that there is much to be abhorred and corrected within the system, but runaway centers also receive their monies to operate from the system. Therefore, some of the most significant information which counselors can impart to the kids who come to our house is the ability to live the alternative life style within the system. We must be wary of the arrogance which can erode our ability to be humanistic in our behavior in relation to counseling, administrative duties, and community relations.

We are no longer an emotionally nomadic troup of rebels without causes. We are counselors who impart advice and guidance which will have little or no meaning to our clients if we do not help them to maintain a proper perspective. Just as we do not expect a complete reversal of negative behaviors within a family's structure after one or two family sessions, we also cannot expect that reversal from the system.

It has been our experience that considerable energy on the part of staff members goes into developing an acceptable and positive public image within the community. In terms of application of skills, that energy is a manifestation of the efforts we make in sustaining relationships. If we are angry, in a "sour-grapes" rather than a constructive manner at the system, we will most certainly pass this on to our clients. They will act off of these subtler messages more readily than the articulated rules for living which we may be presenting. They will decipher a "do-as-I-say, not-as-I-do" lesson which will be transmitted to them in the most devious of ways.

None of this is meant to state that we should allow the system to intimidate us into impotence. We have some viable and creative alternatives to offer to our clientele as well as a model to demonstrate to the system that there are other ways with which to deal with kids. We do not purport to be traditional, orthodox or conventional, but we must not apologize for that fact. If we do not fully subscribe to what we are presenting to our families and to the community, we will be easily intimidated and cowered by anyone who is a little louder or more articulate.

If a universal truth in relation to counselors' effectiveness existed, it would state that it is virtually impossible to impart energy and caring to troubled clients if one's own house is more troubled than the client's. The chronic worries of facilitating the smooth-as-possible operation of a runaway house are the continual concerns about where the paycheck is coming from, how the residents will be fed, how to provide twenty-four hour manpower with a staff of six, how to keep the money coming in, how to present an acceptably nonthreatening image to the community, and how to avoid burn-out. In short, it is imperative that the staff of the crisis center not operate off the crisis mentality.

Moving into specifics for the counselor:

1. *Define your job.* What is it you do with your clientele? Know how to break down the amorphous blob of counseling so that you can make sense of information with the greatest impact. Define your strengths, weakness, objectives, self-needs, resources and value systems. Expand on what you have got and get what you need. Growing is a lovely

thing for us as well as for our clients. Being committed to our own growth, taking risks, exposing pain, gives us a constant and flowing acceptance of ourselves, regardless of where we are, because we are always on our way up. And it gives our clients living proof that there is a better way to live.

2. *Never work harder than the client.* If you are unable to gain a commitment from your family to solve the mutually agreed upon problem, then the wisest move is to terminate your involvement with the family. It is frequently difficult to decipher the subtle resistance a family displays. Beware of parents who call you and want to talk privately with you. They are attempting to ask you to ally yourself with them rather than remain the objective moderator in the situation. Beware of the kid whose vocabulary is filled with "always" and "never." He is usually as rigid as the parents whose life-style he professes to loathe.

3. *Remember that you are not in the business to make friends.* At different points during your involvement with the family you will upset, alternately, the parent and the child. This is absolutely predictable. People do not like to have their negative behaviors recognized. They rebel even more intensely when they realize they must change those behaviors if they are to sustain a successful relationship. The natural process is to attempt to make you, the counselor, responsible for the pain the family is experiencing (because they were fine until you came along). You must be aware that you have simply peeled away the veneer which was hiding all that garbage. If you become needy for the regard of the family rather than wanting to assist them in implementing change, you will find yourself reinforcing the behaviors which brought them to you in the first place.

4. *Simplify, simplify, simplify!* Do not get pushed into the family's abstract amorphous problem. Force them to work. Don't accept the statements like, "We just don't get along," or "I just want her to be good." Demand specific definitions of problems, expectations, and consequences. If you are hit with a bombardment of "I don't knows," tell your family to make something up. Realize that as long as you and the family are having nice, safe, intellectualized discussions about the intangible, philosophical aspects of raising a family, no one is growing -- not you, and especially not the family.

5. *Be confident of your ability to help.* Because many of you are youthful and have not yet had children of your own, you are subject to attack in relation to both your experiential and academic credentials. Since your family is voluntarily involved with your services, the assumption is that you have something to offer. Do not get pushed into the "so you haven't children of your own" trap. The dynamics of all human relationships transcend family structure -- parents, children, singles or marrieds. It is simply this: caring and reality produce growing relationships. If this axiomatic truth is integrated into your personal as well as your professional behavior, you will not alienate a family because of lack of parental experience or academic knowledge. The family will decide their response to you, and their decision will be based on reasons far deeper than the credential question.

6. *Do not assume anything.* Although this rule is almost insultingly obvious, we will state it: go into a family session with as few assumptions as possible. Remember that usually your first contact with a family is initiated by a highly emotional youth, frequently in crisis. Do not assume that he/she is accurate about the family situation, but rather that his/her feelings are accurate. Furthermore, keep in mind that a runaway center need not be an enemy to the system or the parents in order to be effective. The rub there, of course, is that many parents believe exactly the opposite. So be prepared for parents who come to your facility to be intimidated, threatened, and bewildered. If you have made no assumptions in your own mind about the state of this family, the chore of putting the parents at their ease and helping them to become receptive to their child's complaints becomes a simple exercise.

7. *Never, never, never put the family down.* Judgement is a role that we are not assigned, and it puts the family on the defensive immediately. There is enough resistance without adding this. We are all aware of the family who so closely resembles ours that we respond as we did when we were kids. It is a put-down to that family, and a devious way to take care of our own unresolved situations, if we do not ask the help of another counselor. Beware of all those gestures indicating lack of acceptance or arrogance coming from both you and the family -- the roll of the eyes, the sigh, the body language. These kinds of behaviors will alienate the family beyond redemption. Remember that they are frightened and embarrassed. They need acceptance before they can agree to change.

8. *Be aware of your hidden agenda.* If you are from that era of rebellion in which so many of us grew up, be aware of your own personal vendettas and needs. Our clients need personal power, and then an awareness of what that power can do in the system. Let your clients point out their priorities. We see the most powerful counselor as one who accepts a family where they are and, given the family's actual potential, moves them with their own energy to a higher level of existence according to their needs and wants, with caring, structure, feedback, and positive manipulation.

9. *Know how the family sees you.* Make sure you are aware of how the family sees you in terms of agency, power, place in the system, cultural and social experience and personal rap. If the family has seen thirteen counselors and gotten nothing, you had better be aware - whatever the reasons. If the parents ascribe police power to you, cut that power loose or they will depend on you to do what they can't, or don't, want to do.

10. *Try as many new skills and approaches as you possibly can.* Use anything that will work to help the client or family up and out. Keep up a running account of traditional and unorthodox approaches and combine these with your personal strengths. The best counselor is eclectic and takes the best from everything.

11. *In relation to you, give your sessions an air of reality.* You are limited in personal energy and time. Don't give the impression that you are capable of building utopian conditions or major changes. Only the family can do the major work with their energy. It is like putting candy in front of a baby to lead them to believe you can do everything. You can, however, give feedback, guidance and structure. You will love yourself for this simple rule and your clients will grow (if they are going to) around it.

You will notice that these rules are slanted toward an effective relationship with our families. However, they are also adaptable and essential in maintaining a high level of energy among staff members. Virtually, all of the family problems you encounter may be problems you have among your staff members. For example, the 24-hour, 7-day-a-week volunteer (who seems to have no other lifestyle outside your center) is essentially the same kind of person as the mother who lives for and through

her children (then begins to crumble when her children begin the natural separation process as adolescents). The community public relations problems with which centers are constantly faced are no different than the neighborhood public relations about which most families worry.

If you can convey to your family that you are learning, and relearning, on a daily basis to cope with the same kinds of difficulties they face, that pain is a healthy symptom rather than a terminal disease, that caring is not a weakness but that "strength" frequently is a weakness, then your work will be simple. And certainly, you cannot convince your families of these basic relationship dynamics unless you are living them.

Because we are sought after, it is assumed that we know what we are doing. We gladly accept this rôle as it is better to go into a family session knowing than not knowing. Assuming is fine but it is a cross for those with lack of experience and the need for getting it. However, as one passes out of the new counselor anxiety of "can I control," another handicap emerges. This handicap is a condition of superiority -- that we have somehow risen above the condition of common humanity. No one experiences this more clearly than a facilitator for a group of professionals in our field. At this point it is clear that there is a difference between seeing the client as a human on the way to some more meaningful life in terms of his/her own needs, and seeing yourself as the alienated, often idolized deliverer of deep insights and perceptions. Beware of condescension - we are more aware, not more human.

Also closely related to the above is the "I don't really give a damn" syndrome which strikes occasionally with the same results if not held in check. We end up screwing over the client or family. This occurs generally when our own personal lives are turbulent and unfulfilling. Good counseling fosters a good self-protective selfishness in the client. It is also a good quality to have active in ourselves. We should constantly nourish ourselves, both outside and inside of the job. When this balance is disturbed we find ourselves giving without resources. It is a dangerous position for both counselor and client. If you have the ideal situation, you can excuse yourself and take a trip to replenish yourself. If you can't do this due to coverage or unrealistic expectations and demands by self and/or others, you can run the risk of either doing poor counseling or

expecting the counseling sessions to fill the voids. It is a good rule in this situation to:

1. Never expect regard from the family sessions, and

2. Remember you are being paid to be there for your client.

Neither of these exclude getting yours - they just say get it. Any resource set up in the system for this is a good one because it happens and it is real. Periodically replinishing oneself gives us reason to build ourselves as we build others and keeps us in touch with the commonalities of our humanness.

GROUPWORK

The majority of runaway centers utilize some form of groupwork in working with clients. The following article, prepared for a technical assistance workshop at Youth Emergency Services (YES), St. Louis, was written by Jim Statman, ESC Program Director.

....The Editors

SOME THOUGHTS/SUGGESTIONS
ON THE USE OF GROUPS IN RUNAWAY CENTERS

J. M. Statman

Group work with young people who come to runaway centers is conditioned from the start by the fact that the group's membership is constantly changing and that most young people will only be residing at the project for a week or less. This shifting group membership makes the establishment of trust and cohesiveness more difficult. It is especially problematical for young people who are less verbal, uncomfortable in group situations, and who may be a minority (due to race, geographic, origin, cultural orientation, social class, or sex) among the group of clients in the house at that time. Given the power of group situations and the fact that many of the young people at the center are in the midst of a significant crisis, it is imperative that the group work conducted at runaway projects be examined and assessed with some regularity and that feedback from clients on the group process be elicited and respected.

Yet, in spite of these difficulties, a large number of runaway projects have found the use of groups to be an important and valuable components of their total program of services. Runaway center groups range from the explicit encounter "game" used at FOCUS, through ongoing "here and now" sessions, to such inventive techniques as Diogenes' early morning dream rap sessions and SAJA's art-counseling groups. It is also important to acknowledge that within all runaway centers a vital, ongoing group-process is always occuring; namely, the daily interaction in the dorms, sitting areas, kitchens, dining rooms and on the front steps among young people and between the youth and the staff. Runaway project workers recognize that this group dynamic is often the primary occasion for peer-counseling and a major source of support, self-examination and information for young people at the centers. Some projects make explicit use of this "living" group. At FOCUS, for example, Ray ben David developed the role of "greeter," a house resident or runaway "alumni" who would meet each new arrival at the door, explain, from the perspective of the young people, how things "really" are, and induct each new client into the culture and norms of the house.

In considering the use of groups at a runaway project, the first step would be to clearly define the goals of the group work and to examine how this fits into the total service program at the center. Too often, groups are initiated based on the interests or training of staff members, rather than arising from such a needs assessment. We have found that it is important in stating goals for the group to differentiate between groups which are viewed as components of the counseling function (i.e., "therapy" groups), from those which are more concerned with house processes (e.g., groups to discuss house management, problems and issues, and information on jobs, health, etc.). This distinction, though not hard and fast, has important implications for staff training and supervision. We also strongly believe that clients at a runaway center must be briefed on the nature of the group in which they have been asked to participate. Hidden therapy and ambush encounter groups violate young people's rights and may be destructive.

Careful thought must also be given to the questions of how often groups should be conducted and who would be the facilitator(s). Special groups, including staff-resident gripe-sessions and those requiring particular skills, training or experience (e.g., groups on rape or health issues) are often best conducted by an outside facilitator. The use of peer youth counselors and project "alumni" as group workers (perhaps as coleaders with an adult staff member) should be explored at more centers. Although some centers utilize daily groups, most conduct group sessions two or three times a week and call special sessions, as needed, to meet house demands and crises. Needless to say, thorough training and supervision is a key ingredient in responsible group work.

Although the skills, methods and training in traditional social group work and group therapy are applicable in runaway centers, the transitory nature of the client population suggests the need for the development of additional nonthreatening, involving, and beneficial group techniques for working with runaways. Below are listed five general techniques which may serve to initiate and stimulate futher thought, discussion, and creative experimentation with such methods:

1. *Case-Rapping.* Although some young people may be reluctant to openly examine details of their own lives and problems within the context of a group of "almost strangers," they are often extremely insightful and helpful in discussing hypothetical situations. The technique here would be for the staff to develop a set of fictitious case histories, the kind which might be presented at a staff case work meeting, describing the kinds of themes and situations (e.g., parental control, abuse, peer-pressure, incest, neglect, etc.), which often underlie running away. In discussing "somebody else's case" young people may be able to express their feelings about their own situations, gain new perspectives on their problems and examine alternative solutions.

2. *Nonverbal Techniques.* Many young people have difficulty verbalizing in group settings, especially when they are not familiar with the other members. Nonverbal techniques, such as sculpturing methods--where a young person portrays his/her family, peer group or place in the social network of the runaway center through the physical placement of other group members--is fun to do and often opens up significant themes and feelings. The use of qualified facilitators familiar with art, music or dance therapy techniques, and Gestalt methods would also be a means for introducing nonverbal group processes.

3. *Values Clarification Techniques.* In recent years, there has been increasing interest in the development of nonthreatening sensitivity and values clarification techniques, which help young people examine their basic assumptions, values and behavior within their social network. One valuable source of such exercises which are easily adaptable for use in runaway centers is Simon, Howe and Kirschenbaum's Values Clarification (Hart Publishing Company, Inc., New York: 1972). This paperback describes almost eighty strategies and exercises, and can help stimulate the development of new approaches. It is worth having a look at.

4. *Role-Playing.* Like the "case-rapping" method, role-playing is often extremely valuable as a means of initiating discussion of problems and getting out feelings, and many people find it to be great fun. Role-playing techniques are also

helpful in dealing with fears and in modeling and practicing skills such as how to act at employment interviews, what can be expected in a court appearance or how to handle peer pressure (assertiveness training of sorts). The addition of video equipment for taping role-playing sessions enhances this process and makes it almost impossible to resist. (For creative ideas and techniques utilizing video, you might check out TeleVISIONS magazine: Washington Community Video Center, Post Office Box 21068, Washington, D. C. 20009.)

5. *Communication Skills Training.* Much of the skills taught at "parenting" workshops represent basic training on how to listen and respond clearly to what others are saying. There is no reason why the methods presented in P. E. T. classes, or counselor training sessions could not be taught to the runaways. We now have parent training, why not initiate youth effectiveness training? Check out and adapt the methods in Gordon's Parent Effectiveness Training (or numerous similar approaches) and the counselor and paraprofessional training techniques utilized in many runaway house, hotline and drug-program training sessions (e.g., Empathy Listening Skills).

Finally, it has often been noted that some of the most important individual counseling with young people occurs while helping them prepare a stew for dinner or repair a broken light fixture. The same is true for groups. Organize a volleyball game, a session where people can learn to dance the Hustle, a trip to a movie, health clinic, concert, a picnic, a swim, or a walk around the neighborhood. Take a cue from the old social group workers and Settlement House people. Relax, be flexible and listen.

ALTERNATIVE LIVING

In her article on alternative living, Maggie Johnson of project Tumbleweed in Billings, Montana, takes us through the development of her project's foster care and host home program. Tumbleweed is one of the seven agencies under the Montana State Youth Development Bureau umbrella and is a new project that has developed within the past year.

....The Editors

ALTERNATIVE LIVING

Maggie Johnson

Project Tumbleweed is a new program in Billings which provides emergency host homes, for three to five days, to runaway youth. It is unusual in that we have no shelter home or juvenile center here. Our host homes are primarily voluntary and serve for one placement per month. We are, of financial necessity, largely built into the existing system. The Junior League of Billings, which obtained the grant, also acts as a sponsoring group providing board members, a speakers' bureau, and volunteer assistance.

In developing and implementing the program, we have found the following areas of need.

Recruitment

Our best results to date have come from newspaper articles about the project. Speaking engagements at service clubs and church groups have resulted in a very few homes. A brief television interview-show appeal was nonproductive. We are starting grocery ad inserts as suggested to us by Jim Carmany of ESC.

Licensing

Our foster homes are licensed according to state standards, which include a home study, medical clearance, foster parents' agreement, and three references. We also have a police record check.

We didn't take references very seriously until we received our first negative one with confirming follow-up which resulted in our being unable to license the home.

As the local licensing personnel were swamped at the onset of the program, we have done our own home studies. Though time consuming, this had definite advantages in gaining first-hand knowledge of the family as well as establishing rapport between project personnel and parents.

The first visit involves both foster parents and is a basic outline of the program, including the type of youth, mechanics of the program, training session requirements, our expectations of the family, and theirs of the program, and any questions. A "Foster Parent" letter is left with the family. (See Attachment on page 48.)

Ensuing visits consist of individual talks with husband and wife. This has often been an eye-opener, especially in determining the opinions and feelings of the less verbal parent. Where there are older children in the home, a visit is arranged in which they are also involved.

Some questions we cover in the initial interviews are reactions to teen trends and smoking, ethnic or minority bias, age or sex preferences, availability of transportation, ground rules and reasons for them, and acceptability of a somewhat longer stay.

Host Families

In choosing host families, the emergency, short-term nature of the placements makes the ability to communicate easily and comfortably a needed strength. The ability to be flexible, both in attitudes and in the practical area of some disruption of home routine, and to be non-judgmental and accepting of youth, are vital qualities. We like to see parents have a concept of listening - not prying or preaching. Foremost, either in the motivation for entering the program or the initial interview, is an indication of a basic concern and caring for youth.

Foster Parent Letter

This is actually a manual of program procedures, requirements, and aids for the host family. It is condensed to basics and gets many details and rules into a written form which parents can have on hand. Along with emergency phone numbers, procedures for emergency medical care, and resources for crisis counseling, clothing, recreation, etc., we include some predictable family feelings when the youth leaves the home, and the lack of immediate observable rewards.

The Practical Side

For the sake of all concerned, we try to keep forms at a minimum. Although we slightly amended, the three required state forms -- the application, medical form and foster parents agreement -- state approval was obtained. We also have parental consent agreements, emergency medical treatment releases, reference request letters, and a project evaluation questionnaire for youth.

One important sign of the times was the recurring question of parent liability. We are fortunate that the state Social and Rehabilitation Services carries some liability insurance for all licensed foster parents. The policy covers such things as injury to the child in the home, damage or injury done to others by the youth, incident of malpractice, etc. It seems however, to be impossible to find a coverage to insure the host families against theft, damage, or injury to their own home or family.

For this reason we don't down play the risks involved. We strongly urge each family to discuss their home owner's coverage with their individual agent. We also ask for confirmation of auto liability for transporting youth from each family as well as providing some coverage for all volunteers through our project.

Screening and Ground Rules for Youth

For a host-home project, we must have a stringent screening of youth, and some pretty tough ground rules set up before placement. Those youth who come to us through law enforcement are screened at that point. We ask that the kids agree not to drink, use drugs, drive, date or go out, or make phone calls. They must accept full-time adult supervision if they agree to placement. In the event of a somewhat extended stay, these restrictions are eased up through family/program agreement. It does save host family hassle as to hours, where kids can go, and with whom, etc.

Training and Maintenance Sessions

Although we require participation in basic training sessions, most of our parents ask for it. Our pilot group has had sessions in orientation, adolescent problems, special problems of runaways, and communication. A

final session is to be presented by the Youth Task Force on teen problems. The communication session, which was a capsulated presentation on active listening, from Parent's Survival Training, has brought the most response as a valuable help.

We have kept the sessions loose in continuity so that parents can enter at whatever time they apply to the program. They are held on a bimonthly basis.

We will continue with monthly sessions - alternating speakers with maintenance. Informal polls of the local regular foster parents indicate that some of their best help and support comes from other foster parents, and our maintenance sessions will be structured on that premise.

Foster Parent Advocacy

Existing agencies state that foster parents are part of their team, but often do not seek out or may even discourage their input as to the child's needs or program policies. Because of the demands on their time, they can't "casework" foster parents. The difference between caring for a four-year-old and a fourteen-year-old must be accepted, and time found to be supportive to host families.

We find that phone contacts usually do the job. Parents are called within 24 hours of placement about how things are going. Their input, as to observed or shared needs of the youth, is solicited. Where there are some difficulties, contacts are made more often, and both parents are involved in the conferences. After the placement is terminated, a visit is made for feedback on the youth and program policies.

We are finding that our new parents are all-heart (slightly bleeding) and we have to play the heavy - sometimes with the kids, sometimes with an involved agency.

Our parents are also showing a lot of personal interest in how the program is developing. At our training sessions we report on what is new and solicit their feedback on the program, as well as ideas for problem areas related to host homes.

We cannot stress the need for family support strongly enough. With youth as our primary client, the host parents can easily get lost in the shuffle. We are starting with 16 people who are inexperienced and untrained. These are the people who are on the spot when the kid cries, hollers, rebels, and hurts. They deserve the same sort of support, assistance, availability and respect we would give a new staff member. If we are going to develop a strong program, and do a good job serving the young people who come into it, we have to serve our families as well.

Attachment

Foster Parent Letter*
Project Tumbleweed

Dear Foster Parent:

You have warmly responded to the need for homes for runaway youth. These are youngsters who have been picked up primarily for this reason and have no criminal charges against them.

In providing them a place to stay you give a very special service to the youth and the agencies working with them....different than that which any member of the staff can give. Your interest, understanding and day-by-day care is vital to youths who are separated from their own families.

We hope you will find much joy and satisfaction in your service. We share responsibility with you for the care of these boys and girls in your home. This is written to be of service to you as we work together.

As Co-Workers with Project Tumbleweed

You and the youth's counselor share the important task of caring for the youth, but the part that each plays is different. The counseling agency is responsible not only for arranging for placement and removal, but also for the general overall planning for the boy and girl. You have the responsibility for the daily care of the youth, and your observations and knowledge of the youth's needs will be of immediate help to the counselor.

Placement Procedures

When a youth is picked up by law officers, one of the On Call Intake Workers from Juvenile Probation will be contacted. He/she will assess the youth's problems and needs as to placement in a short-term foster home. This will be discussed with the youth and his/her agreement to placement and ground rules obtained.

We will ask that you take turns being readily available for a one week period. The Intake Worker will call you and ordinarily will bring the youth to your home. The Worker will let the youth's parents know that he/she is being cared for. You will be informed of any special rules, needs or medical problems.

* This letter was developed by Project Tumbleweed, with the assistance of the Montana Department of Aftercare and Rev. Malcolm McDowell of The Net; in Glastonbury, Connecticut.

A follow-up visit will be made within 24 hours. The youth will be referred to a regular worker in Juvenile Probation or Child Welfare for continued care or return to their home.

The project coordinator will visit you after the placement ends to discuss your observations, problems and suggestions to help the youth and the program.

Foster Home Licensing

You will be licensed through the State Welfare office. This is done to give you official status. One benefit to you will be the foster home liability insurance provided by the state.

This will involve a foster home study by the coordinator, assurance as to your good health, a TB skin test, and proper auto liability insurance for transporting. The licensing period is for one year. Just prior to renewal the worker will check back with you as to changes in the home and your desire to continue in the program.

The Foster Family and the Youth

Your role as a family should remain essentially unchanged. We don't expect you to be a psychiatrist, and in three to five days you may be lucky to get beyond yes and no responses. The very normalcy of your home can be one of the great things you will give.

The youth will be asked to agree to basic rules prior to placement, including no drinking, no drug involvement, no dating, no driving and no phone calls other than to parents when cleared by a Probation Officer. Long distance calls can be arranged through our office or the Probation offices. If he or she disregards these rules, feel free to contact the counselor or the Intake Worker.

You will be required to participate in a Foster Parent training program. We will discuss the policies and procedures of the program, the type and needs of youth, problems and needs of foster parents and try to answer all your questions. We will give you some special helps and insights into behavior, values, communication and discipline. We will continue with monthly programs to help you as well as maintenance sessions to discuss your needs and suggestions....which we will ask you to attend as many as possible.

Don't worry excessively about the youth running from your home. Even with our screening, youth may agree to the home solely so they will be able to run again. Never try to stop a runaway by physical means. Call the Worker immediately.

Your time together will be almost too short to assess the degree of trust you can place in the youth. We ask that you provide adult supervision at all times unless the Worker concurs on more freedom. Out-of-town or overnight trips must be approved by the Worker.

Every effort will be made to be careful about the selection of youth for the program. There are some risks involved. We suggest that you don't tempt a kid by leaving valuables, money, checkbooks, car keys and fire arms easily available. Call us immediately if there are problems in these areas.

For this reason we ask that you check with your insurance agent as to your home owner's policy and your protection against theft and damages. We also ask that you be sure your auto insurance covers the possibility of the youth's driving your car without authorization.

You can help the counseling agencies tremendously with your observations of the youth's needs as well as problems she/he may discuss with you. The Intake Worker will ask the youth about specific problems. You will help the youth most if you let him/her volunteer information or confidences. Be sure to offer your ideas to the Worker.

Most of your rewards will be your own built-in satisfactions. In three to five days you probably won't change the youth's life in any way that you will be able to see. Remember too, that there will be both busy and dry periods as to youth in need of our homes.

You are invited to attend the Big Sky Foster Parent's Association meetings.

When to Notify the Counselor

The Agency counselor will visit with you and the youth, and give you his/her telephone number in case of emergencies. The Intake Worker can be reached at 252-5181, extension 250 if you have not yet been seen by the ongoing person or are unable to reach him/her. Project Tumbleweed Office is in Room 18, Kimball Hall, Rocky Mountain College, phone 259-2558. My home phone, in Laurel, is 698-4168.

NOTIFY THE AGENCY COUNSELOR AT ONCE IF:

The youth leaves your home.

The youth is ill or hurt.

The youth gets into trouble with you, the school, the police, or anyone else.

Anyone, including the youth's own parents, tries to take her/him from the home or visit without permission.

There is any change in your household such as serious illness, or the need to be away from home.

The youth seems unduly nervous or upset.

The youth requests that a call be made to his/her counselor.

Before taking the youth away from your home for more than eight hours.

There is any violation of the ground rules.

Special Needs of the Youth

MEDICAL CARE

When the youth comes to your home, the Intake Worker will tell you of any special medical needs, allergies, or medications. The Intake Worker will discuss with you what facilities to use in case of emergency.

Medicine must only be given under the direction of a physician.

If the child is sick or injured, call the Agency Worker if assigned, or the Intake Worker. In an emergency, take the child to an emergency facility and immediately call a Worker. Remember that only the agency has the legal right to sign for medical treatment. In an extreme situation where you were unable to reach anyone, use St. Vincent's emergency room, explain your situation with the youth, and they can arrange for necessary contacts to obtain treatment permission.

WORK AND PLAY

Assuming some responsibilities and chores is probably a part of your normal home patterns. Were your own children visiting in someone else's home you would probably expect them to take care of their clothing, make their bed, clean out the tub, etc., and generally be helpful.

If the youth needs close supervision for the full five days, you may all get sick of Monopoly and TV. The youth may accompany you on your family recreational interests. A movie, ballgame, hockey, family sports, etc., could help to vary the stay.

CLOTHING

As the youth will probably come with no extra clothing, a change and nightwear will be needed. The Wise Penny at 509 North 27th, open Tuesday through Saturday, 10:00 a.m. to 4:00 p.m., will supply you if at all possible. The Wise Penny can be reached on Sunday or Monday by ringing: Ruth Towe - 656-2163 or Sandy Macheck - 656-2558.

SCHOOLING

Wherever possible, we would like to maintain uninterrupted school attendance for local youth. The Worker will let you know if this is the plan. No change in school could be made for this short period, so you may be asked to transport the child. Your wishes and availability will be discussed in your home study, and taken into consideration in the placement.

MENTAL HEALTH COUNSELING

The youth will be encouraged by the Intake Worker to visit with the Mental Health Clinic about his/her problems. You may be asked by the Intake Worker to arrange the appointment and see that the youth gets to his/her appointment.

OTHER NEEDS

The Intake Worker will ask the youth about needs for medical care, dental care, school help, legal problems, counseling for drug or alcohol use, planned parenthood, etc. Your help may be enlisted in meeting these needs. If the youth expresses the need to you or you observe problems, let the Worker know. Securing these helps must be done in coordination with the youth's Worker.

PHONE NUMBERS

When going out, leave a number where you can be reached at: Juvenile Probation: 252-5181 extension 250 days, or 252-0525 Unit 182 nights and weekends.

Crisis Center: 252-5650.

Youth's Own Family

Although we will not, as a rule, give your name to the youth's family and never without your consent, experience tells us that the youth may very well do so. If you are called or contacted by the parents tell them the youth is fine, and refer them to the Worker.

Remember that a child's parents belong to him/her. Regardless of the family problems, he/she usually cannot forget them entirely and may even surprise you with his/her loyalty. You may not like them or feel they have been good for the youth but no one, of course, has the right to destroy a child's faith in his/her own parents.

Confidentiality is a key word in all foster care. Because of the age of your guest, you will probably hear about the youth's family affairs as well as his/her own. Such information must be held in strictest confidence between you and the counselor. Avoid use of the youth's last name in introductions, etc.

When the Youth Leaves

Many of the young people will return to their own homes. It is possible that they will go into a long-term foster home, a group home, or a setting similar to Boy's Ranch.

When a youth leaves your home it may be hard for all of you. Sometimes you will need to handle your feelings in a way which will help the youth. You may be asked to cooperate in a plan of which you do not fully approve. Try to remember that the agencies involved give a great deal of thought and study to what is best for the child. Your observations and information given you by the youth can help in the decision.

You may get a very dim view of the youth's family (remember this might be one-sided). If the youth is returned to the home, you may be shaking your head at the agency's decision. Keep in mind the tremendous need that all children have to make it FIRST with their family. Counseling services will continue for him/her and his/her family with the hope of a solid, long-term improvement of their problems.

Only that agency responsible for the youth's care can remove him/her from the home. Although notice to you of removal will not be long, the Worker will call as early as possible prior to the change. Barring emergencies, if you cannot keep the youth, please give us as early a notice as possible.

AFTERCARE

Steve Nicholas, Associate Director of Focus, is responsible for all internal programs. He was one of the original members of Focus (at age 16) and rose in the ranks from kid in need of help to Associate Director. Mr. Nicholas' article on after-care reflects his skill in planning and implementing a highly effective program component.

....The Editors

AFTERCARE

CARE AFTER THE FACT

AFTER CARING

Steve Nicholas

The emergence of runaway houses seems to be the product of two realities. First, neither the American family nor the traditional social service system have been able to reduce the incidence of runaway behavior. Secondly, whenever there has been a need for an immediate response from someone, the reply from traditional social services has not been particularly immediate or helpful.

Runaway houses have addressed themselves to these inadequacies of the traditional social service system. We are responsive to the needs of our clientele. We are providing meaningful services to those who come for help.

But, what happens after the crisis with the family is resolved and the young person goes home? Is this where our responsiveness ends? Does our commitment stop?

If we are committed, the questions that come to mind deal with the long-term effect of the services we provide. How can we assist families in dealing with the roots of the problems which trigger the running symptom? How much long-term, positive impact can we hope to have with the young person and their family? And, given the present day limitations of our runaway programs - the number of families coming to us for help, the limited number of staff, and the inadequate funding levels, how much can we hope to do?

This chapter addresses these questions. I do not offer answers, but rather some ideas and possibilities that point in a helpful direction.

The problems that bring kids to a runaway house have taken years to create. We cannot assume that a solution will be magically determined after a few days, or even a few weeks, at a runaway house. We can expect the runaway house to relieve the immediate

pressure on the family, foster an attitude of a willingness to work towards a solution, and begin the identification of significant family problems. This is the point at which the aftercare program can be beneficial to the family. The family is in a state of relative imbalance, because their problems are upfront. This is the time when an objective third party can help the family. The family needs support, and the young person who ran away may need even more support and care.

What are the mechanics involved in this kind of support system? How do you include an element in your program's aftercare process which allows a counselor to do follow-up work in the home of the runaway youth and their family?

Follow-Up Family Counseling

The model I will use here was developed at Focus Youth Services. The aftercare program was staffed by students from the University Year for Action, a federally-funded program through ACTION. These students had limited experience in the area of helping others. The primary cost to Focus for these students was in the staff time and energy necessary to train them.

The initial training program for the students included:

1. Information about the various social service programs available, including their services. The students also met at least one contact person for each agency

2. Training in simple, yet effective, problem solving and communication skills

3. Working in the runaway hostel "shadowing" one of the counselors

4. Completion of coursework through a university

After "graduating" from the training program each of the students was given a small caseload of local young people who had recently been in residence at the youth hostel. The general guideline was to provide follow-up services to the families that desired it. The usual duration of the follow-up was six weeks. The students made weekly contacts with the families and were available for crises.

There were three primary objectives:

1. To help the families make the connection with a community agency or professional

2. To provide ongoing counseling with emphasis on sharing communication and problem-solving skills

3. To act as a buffer within the family system

Although the scope of this component of our aftercare system was limited, we were able to meet the minimum requirements of most of the families. The counselors were able to help the young people adjust as they left the hostel and returned to their homes. The follow-up counseling work was also a great aid in tying up any loose ends in contracts made by the family. The counselors helped each family member fulfill their end of the contract.

Drop-In Programs

Teenagers have some needs which cannot be met through the family or the aftercare program at the home. One of the biggest of these needs is for guidance in the developmental task of breaking away from the family. This need can be met in a drop-in program where a young person can receive positive support from other people in the same situation. Drop-in programs offer young people a positive environment on a part-time or drop-in basis.

Using Focus as a model, the following discussion addresses the drop-in center as an element in an effective aftercare program.

The heart of our program was the group situation we provided. Our particular group form was from the Synanon Game, although this became more eclectic as the overall organization developed. We divided the membership into "tribes." A tribe was composed of between 15 and 25 persons. This static membership allowed for a higher degree of trust and group cohesiveness. Each tribe met once a week for their "game." There was a tribe and game leader, usually the same person. This tribe leader was a young person/client/helper who had experience within Focus, with the game, and basically had his/her "head screwed on straight."

Most of the drop-in program groups and activities took place in the evenings. As a result there were a lot of kids involved in all kinds of things. The supervision of the house was the responsibility of a group of young people/clients/helpers who were called the "house staff."

They were responsible for the overall house and the people in it. Their specific responsibilities included: greeting new people; directing parents, police and others to the counselor of the youth hostel; coordinating the house cleaning tasks; phone answering; and enforcing the house rules of no drugs and no physical violence. The group had a weekly staff meeting and training sessions for new group members.

There was a weekly orientation program for people who wanted to become members. This orientation program had three basic functions:

1. It acted as a selecting process. After finding out about the program, some chose not to become involved.

2. It provided a place for intake procedures.

3. It acted as a buffer between the perspective new members and the program in process.

The newcomers' program was staffed by two people, both young people/clients/helpers.

The youth hostel component of Focus had a volunteer work force. Some of the young people/clients/helpers involved with the drop-in center were volunteers working at the youth hostel. Both programs were operated out of the same facility.

The youth hostel volunteers were involved in all aspects of the hostel operation. The young people/clients/helpers' positions as volunteers ranged from helping with the paper work, to doing intake interviews and helping in counseling sessions. Many of these volunteers had been residents at the youth hostel only a month or two prior to their role and responsibility change.

The drop-in center's primary components were the tribes and their games, the house staff, the newcomers orientation program and the opportunity for involvement with the youth hostel volunteer program. These

components were integral to the functioning of the program. These are the components that existed when Focus began, and exist today.

These primary components were supplemented with educational, cultural, and recreational activities such as seminars, workshops, classes, parties, and outings. Many of these activities were organized and run by the young people/clients/helpers who were members of the drop-in center.

The drop-in center members were a mixed group. They included ex-runaways, drug users and abusers, cheerleader types, brains, the rejects, athletes and the straight ones. The interactions, situations, conflicts, and relationships were similar to those found anywhere in the community. The drop-in center was, in many ways, a microcosm of the world kids must survive, and hopefully flourish within.

The difference between the drop-in center and the world of the young person was the qualities we provided. The qualities were the environment, the setting, the tools, and the resources.

Our program was the kids' program. That is what allowed it to work. The emotional investment and commitment of the kids to "their place." That is what helped them; the clients, the helpers of themselves.

These are the ideas, the possibilities that I hope will stimulate thought within the runaway house community, and the alternate human care system. There is room for considerable development and evolution of these ideas and others throughout this manual. With development, evolution, and communication, solutions to the problems of human care will emerge.

AFTERCARE

In the year and a half since Shelter began operating, it has evolved into a multi-program agency for runaways. The programs for parents are especially noteworthy. The Shelter has genuine and growing community support and has a close working relationship with other local youth serving agencies.

The following article presents a "natural history" of the Shelter's DRAG (Don't Run Again Group) project, an aftercare program initiated, developed and maintained by young people. The DRAG project presents what we believe to be a creative example of how both aftercare and youth participation can be successfully implemented.

....The Editors

AFTERCARE

Scott Labberton
Dick Emery

Young people, many of whom felt a strong attachment to the Shelter program, requested a more intensive involvement with the Shelter. During their temporary stay here they felt something developing that they did not want to lose. This something was not easy to define or verbalize, but they were asking for more.

In response to this need DRAG (Don't Run Again Group) was formed. The group was originally composed of a small group of young people and a staff facilitator. During this critical period the group was very unstable. The reason for each member's participation was unknown, often even to themselves, and the trust level was low. The group held meetings once or twice a week and quickly became a closed group. They felt this was needed to continue sharing and increasing the group trust level. The closed group eventually reopened and accepted new people.

The group emphasized the importance of meetings and there was a great deal of peer pressure to attend on a regular basis. It was felt that regular attendance was necessary to insure that no member was left out of important sharing and support networks.

Special activities and projects were also planned, and a few were quite successful. One of the projects was selecting a group from DRAG to be part of the Shelter delegation at a conference about runaways in San Francisco.

Unfortunately, the staff facilitator who had been working with DRAG alone resigned from the Shelter for personal reasons. DRAG fell apart. This kind of change had not been anticipated. We liked our DRAG program and felt we shouldn't mess with it by building in safeguards.

As it turned out, many members of the group located new support systems, and were assertive enough to use them effectively. A few of the group vanished, or showed no interest in becoming involved with the Shelter

from that point. A few continued to ask if something could happen again. This core of young people (five in all) were responsible for the reorganization of DRAG. They attended a Shelter staff meeting and requested that DRAG be given another staff person to serve as a facilitator. Three staff members were interested and attended a special meeting of DRAG. Each of the three had different skills and philosophies. The DRAG members interviewed the three and asked for one week to make a decision. During that time one staff member withdrew due to lack of ability to commit time. DRAG members decided to use both remaining people as co-facilitators. The program was then split into two groups or phases, which are explained below.

Philosophy, Goals, Orientation of DRAG

The basic philosophy behind the DRAG group is that young people have a great deal to teach each other; that young people have a great deal of support and understanding to share with each other; and that young people, either alone or in groups, can exert a significant amount of control over their lives and can learn to deal effectively with the world around them.

It was recognized and admitted very early that an adult figure was necessary for a number of reasons. The most powerful reason was what amounted to a desire for protection; no one wished to get hurt, no one wanted to see the group get out of hand and go places and do things to each other that they could not deal with. It was also felt that an adult figure could keep the group together and functioning in a way that the original members were unable to do. Stability was the key idea.

DRAG was also formed with the idea that the group would decide what was going to happen and what they would do; ...whether it would be an encounter group or an attempt to organize some activity, or whatever. Mostly it became a group to work with, and deal with, various events and crises in people's lives and their feelings about these situations.

Some of the needs met by the DRAG were to maintain a close working relationship with the Shelter and the staff they had come to know and to keep the relationship they had begun among themselves at the Shelter. The group also began with the idea that, as a

group, they could assist each other and themselves in avoiding actions and behaviors that might be harmful to themselves and/or others. This idea was somewhat along the lines of an AA group. This did not happen explicitly - what happened most was a confrontation of feelings and a sharing of alternative responses to similar situations. This was one of the major goals of the group, as mentioned above...that by sharing and listening to other people's responses, each individual member could learn something that could be helpful in either avoiding a crisis, or dealing with it more effectively. It is important to note that another major goal of the DRAG was to have a good time.

One of the goals that developed in the group was a desire to raise money for the Shelter, the group, and for activities involving young people. An immediate objective was to raise enough money to send a young person to ESC's St. Louis Regional conference.

DRAG's goals and philosophies have two main focal points as seen by the group: these are the two program components of DRAG. Consequently, there are two meeting nights a week to allow enough time for each of them.

The first component might be termed a "rap group." This is a group that talks about feelings, discusses issues like drugs, the police, parental authority and responsibility; and participates in trust-building through the use of illustrative techniques. The job of the facilitator is to help the group when it starts "getting stuck" and to help the members by pointing out opportunities for introspection. This sometimes involves suggesting topics for discussion; challenging a member's shift away from what the rest of the group is discussing; and having, at hand, various games and exercises which illustrate types of interaction and will give the group insight into human behaviors. The facilitator remains detached, but not aloof, from the group.

The second major part of the DRAG program is activity night. This night is used to plan group activities. The most recent was a fund-raising dance. The facilitator checks to make sure that events and projects are well-planned and carried through, although members of the group are beginning to assume this responsibility. The facilitator also uses this occasion to point out concrete examples of group interaction and the practical application of group process.

The activities are the group's own, and participation by the whole group in any activity is not expected. The activities can still take place if only a small part of the group is interested. This gives a fair idea of how much effort can be given to a project and avoids conscripting unwilling members by democratic majority rule. It also teaches members to be assertive in stating their desires.

At this point the DRAG program is still going through growing pains and the members are still getting to know each other and define for themselves the program limits. This is a very slow and somewhat frustrating process. Lots of time is needed to deal with these feelings.

It is still hoped that people will be able to take home something of value to themselves as a result of sharing and listening to the experience of others. It is still hoped that the group, in spite of its flexible membership, can and will make decisions about itself and the directions it would like to go in. And finally, it is hoped that at least some of the people can come to a point where they could function as peer counselors in the crisis program being created by the Shelter.

In summary, young people have a lot to give to each other. Group process and dynamics is an effective way for them to share with others. In addition, groups provide support, energy, and challenge; and kids can exert control over their lives and be of benefit to other kids in the process. An adult figure is needed only to provide some stability and protection. A group experience can be enough of a growth experience to enable people to move into a peer counseling relationship in a drop-in, crisis program.

YOUTH ADVOCACY

Alaska Youth Advocates, Inc. (AYA) has played a highly visible and effective role in serving runaway youth and their families in Anchorage, Alaska.

Together with the Alaska Children's Services, they provide a combined program of shelter-care, counseling, and advocacy. AYA offers youth advocacy, court work and the services of several legal consultants who are available to go to court with runaway young people.

The following article on youth advocacy has been contributed by Melissa Middleton, the Co-director of AYA, and by Taylor Breckford, AYA staff member. Both of these people have been instrumental in the planning and development of this outstanding program.

....The Editors

DIMENSIONS OF ADVOCACY

Melissa Middleton
Taylor Breckford

In this brief presentation, we look at the types of advocacy utilized in our program. An underlying assumption is that we are writing this for alternative service agencies. By that, we mean programs that are outside the traditional agency structure; are self-critical; are concerned with the process of how decisions are made and carried through; minimize bureaucracy and maximize client services and accountability to clients; and provide easily accessible, voluntary, noncoercive services.

There are four definitions we use to clarify various types of advocacy. Each has its own unique aspects, but all four relate to each other and are often used to approach a single issue. Our discussion will cover three of the four. The fourth, advocacy planning, is covered thoroughly in John Wedemeyer's paper on community organization. In the three below, we give the philosophy behind each of the approaches, a practical discussion of what each entails, some examples of each, and the program survival issues involved. The final portion of the paper draws these themes together in summary form.

Advocacy in Direct Client Services

Advocacy Counseling. In essence, advocacy counseling is concerned with both problem clarification and information-sharing: the counselor helps the individual client define the problem in a way which is amenable to resolution; and secondly, provides the client with information on laws, policies, or administrative procedures that may effect their situation and on services available to help. The informational aspect is critical because young people often lack accurate and complete information regarding their rights and options as well as potential consequences.

The underlying philosophy of advocacy counseling is to help young people increase their feeling of self-respect and power. The ultimate decision about the

best option to take is left to them. We emphasize their responsibility for individual success or failure. Additionally, we do not attempt to make them adjust to a situation they see as a problem since this presupposes that they, alone, are maladjusted in that setting. Our experience is that family members all share some responsibility for the pain and turmoil, although only one member may act on the pain.

To define the problem, clients must state their concerns and look at who else feels that concern is a problem. Then, the client and counselor define the situation in relation to what is going on with them at home, in school, and with their peers, and if the problem is related to cultural background, or to any medical, drug, or alcohol history. As the process turns to problem-solving, the client and counselor develop the options, examine their consequences, and underline areas where more information is needed. They then discuss the client's option of choice.

Finally, the client and counselor must be clear on what the client wants the counselor to do and what the counselor is willing to do. We find some young people want us to crusade for their causes, make decisions for them, or procure needed services for them. Those tasks are unacceptable to us. Our role is to clarify the issues, work through the problems, give accurate information, and help create an atmosphere where decisions and changes can take place.

In many instances, the law (and subsequently the state agencies) is unwilling to intervene in a particular family conflict, thereby leaving the burden on the young person and the family to reach an acceptable middle ground solution among themselves. The major thrust of our work in such a case consists of facilitating a "family conference" at which both the young person and the parents may express their concerns in an atmosphere conducive to flexibility and change. Our method involves teaming up, with one staff focusing on the parents and another on the young person, as they begin together the difficult process of raising issues, listening to each other, and considering new arrangements within their family.

A final interview between counselor and client is an important time to check on whether the clients feel their needs were met, and whether they learned a

different way of working on problems. It also gives the advocate a chance to note any changes in law or policy the case brought to light. Additionally, the final interview provides a self-critiquing tool for the agency, and in some cases, system change information.

Advocacy Casework. Advocacy casework begins with the same problem-solving emphasis as advocacy counseling but differs when the young person has to get what he needs from outside the family system (i.e., the state social service agency). This kind of casework stresses knowledge, and subsequent manipulation of agencies in order to receive the needed services. The advocate stands by clients to help them articulate their need and consequently watchdogs the agency to insure that the requested services are given. Bureaucracies are difficult for anyone to understand, and an advocate is often an absolute necessity if a client is to be treated properly, much less given the correct services. The need for persistent efforts to secure the assistance requires a tenacious advocate.

It is hoped that, by a combination of advocacy counseling and casework, clients will learn how to articulate their service needs and how to push to get those needs met through a knowledge of the agencies and through their own persistent efforts. As before, the emphasis is on clients learning how to take responsibility for their actions, thereby increasing their own feeling of power.

Common casework problems involve finding a foster home, getting a review hearing for a youth in a correctional facility, and helping to secure an attorney for a young person.

Casework advocacy demands a thorough knowledge of the formal regulations, policies, and procedures of the major agencies. However, one must also know the informal network of agency decision making. We found that some regulations were not written down anywhere and decisions were made by whim or by long-standing, personal relationships among agency staff. Finding a sympathetic staff person in an agency is invaluable because he/she can explain the agency's informal workings, and facilitate the client's request.

Casework advocacy can be very threatening to agencies, particularly if the advocate begins appealing unfavorable

decisions up through the ranks of supervisors. We have received hostile repercussions from our advocacy efforts, ranging from attempts to cut off our funding to adverse publicity. The client and the advocate's agency must carefully evaluate the liabilities to the client and to the agency of pursuing a particular case. We found that letters which carefully document the reasons for appeal or the complaints against the agency are effective and should be followed by a personal visit to the supervisor. Because much of advocacy casework depends on good rapport with agency personnel, "righteous indignation" with a fiery zeal is best saved for only a few cases.

System Change Advocacy. Often an agency can see from patterns in its advocacy casework, that a policy or law must be changed if the systems are to be responsive to young people. (Systems are defined as the current laws, regulations, and policies of the education, social service, and juvenile justice systems.) System change advocacy deals with youth as a class of people and not as individual clients. The "test case" may be one or several clients, but the desired change affects many people.

Examples of system change advocacy include class action law suits, lobbying for/against legislation, presenting testimony at public hearings, etc. This advocacy must be well-planned, researched, and articulated. It is the prime opportunity to raise the level of dialogue regarding issues in delivering human services.

In the same manner that a counselor works with clients, the advocacy agency must clearly define the problem, who feels it to be a problem, and to what extent they feel it. The agency must assess where system change should take place, and who the key decision makers are at that level. Goal-setting, both long and short-term, is necessary and decisions must be made concerning which issues are non-negotiable and which issues can be compromised. The advocacy agency must establish time frames and then brainstorm about techniques to resolve the issues (media, person pressure, law suits, etc.). It is crucial to form coalitions with other persons or organizations who share concerns over the same basic problem. Finally, the agency must carefully watchdog and follow-up to see if the change is actually occurring as it should. 1/

1/ In a paper delivered at the Behavioral Sciences of the North Conference, October 29, 1975. This "watchdog" function was stressed by Cecilia Kleinkauf.

System change advocacy is an extremely important function of a client-centered program. Successful resolution of individual cases is satisfying but lacks the broad ramifications of changing some of the basic ways in which the traditional system deals with humans. This type of advocacy demands that you know the system better than the people who work in it and that you know, based on direct service experience, the changes that are needed.

Recognizing trends in casework is one method of determining needed changes. Another is organizing former clients and other young people who form your constituency base. Having gone through the various channels themselves, they not only know the system better than those who work in it, but they also know what needs to be changed. We have been able to organize former clients to testify formally against certain runaway youth legislation. We have also organized 50 students in classes where we had spoken to write letters about a particular bill. Currently, we are working with eight young people to develop a Youth Court. All three efforts have brought attention to what young people think and want changed.

We believe that the process of organizing for change is at least as important as any particular change itself. Advocacy is training others to advocate for themselves; it is not a skill possessed by an elite core of advocate-experts, nor will the necessity for advocacy be exhausted when a few key changes are made. Even if the specifically desired change is not accomplished, the process of teaching others how to advocate their interests and ideas has powerful ramifications.

Perhaps for some, delving into "the system" is repugnant, but we feel that alternative systems need to examine their responsibility to push for changes that will affect more people than their individual clients.

This appears to be a critical controversial issue. Basically, it is a question of whether alternative services should develop a self-contained, total system outside the current one, or whether they should remain small and continually prod the current system. We feel that the latter is the best approach. By remaining self-critical units, there is a better chance of minimizing bureaucracy and distance from one's constituency which keeps advocacy efforts more honestly related to real concerns. Another reason for adopting

this approach is that it is necessary to continually prod the system to change. The strength of being outside anything is the ability to critique what one sees and to work for changes. The process is one of constant thesis (status quo of the way these systems deal with clients), antithesis (the way alternative agencies work with clients and articulated from this experience, the needed changes we see), and synthesis (changes brought about within the current systems due to our efforts). The current systems will continue to exist and to have some capacity to change. We think that alternative agencies can, through persistent articulation and planned efforts, facilitate those changes while not compromising our own uniqueness.

THIRD WORLD

An objective analysis of runaway youth programs in America reveals that as a whole, these projects have been geared primarily to addressing the needs of white youth. Further, most projects have had little success in recruiting and retaining minority staff, administrators and board members. Recently, this picture has begun to change. Following OYD's firm commitment to affirmative action as well as an ongoing discussion of this issue within the runaway house community, projects have been moving to integrate their staffs and develop programs which are relevant and appealing to Third World youth and their families.

In the following article, Ruth Beard forcefully presents some of the critical issues confronting projects in developing programs for minority youth. Ms. Beard is an experienced psychotherapist, teacher and consultant and holds a clinical social work license in the state of California. She continues to serve as a consultant to Huckleberry House in San Francisco, a project which has been in the forefront of instiuting affirmative action and developing programs for the Third World community.

....The Editors

DEVELOPING EFFECTIVE OUTREACH AND DIRECT SERVICE PROGRAMS FOR THIRD WORLD YOUTH AND THEIR FAMILIES

Ruth J. Beard

The following is a brief overview of issues which I have found to be of importance in the development of an effective outreach program for Third World youth and their families.

First, there is a need on my part to define the perspective from which I approach the subject. My own impressions related to issues of runaways and advocacy for youth have evolved primarily through work with families and individuals as a psychiatric social worker. My involvement with the systems of services available to runaways and youth in need of advocates is a recent one, as a consultant to Huckleberry House in San Francisco.

I came to the San Francisco-Bay Area toward the latter phases of the "flower child" era. Huckleberry House was viewed by us in the black community as a place for "runaway white kids", established by the "hippies." That perception is one that has continued in Third World communities. My colleagues now express surprise when I inform them of the increasing number of blacks on the staff and black youth relating to Huckleberry House.

This perception of the institution by the Third World communities and even by parts of mainstream communities seems to stem from the origin of the services as a refuge for runaway, middle class adolescents, the association of that group of youth to the "drug culture," and the political, counter-culture philosophies held by youth and those adults "leading," suggesting alternatives to traditional middle class lifestyles.

Films, documentaries, pamphlets, books, "hotlines," "crash pads," and conferences focused upon the problems of the white, middle class youth who ran away, out of anger and frustration, from such problems within the family as lack of communication, problems of acceptance of difference, disenchantment with family values, etc. Basically, the problems their youth were experiencing reflected the problems and issues confronting the quality of life and values identified as fundamental to mainstream North Americans.

There were services established to meet the needs of this population of disenfranchised youth. Many of those establishing the service and providing the alternatives represented the socio-political movement away from those mainstream values. Many of the adults "helping" troubled youth were/are caught up in their own personal struggles of rejection of the values and expectations from their family of origin. Authority, control, limits (in nontraditional forms) were cast aside. Expression of feelings, closeness, positive vibes, validation of the right of youth and the belief in "changing the system" became fundamental to providing services.

Essentially, the services, the goals, and the staffing looked one-dimensional to the people of the Third World communities. It was thought that "white people" who came from money would eventually go back to that money, shunning and rejecting that lifestyle -- playing at being poor and "grass roots." In some respects we, the Third World people, experienced insult at their sudden affinity for poverty, using welfare, and looking like, living with, and associating themselves with the issues of poor folk. The one-dimensional quality being that the system of services revolved around the problems, reactions, needs, and feelings relative to the white, middle class experience in North America.

Of course, there are Third World youth in need of refuge and advocacy. Is the only reason they don't come to such an agency because the people there are white? The issues are not that simple. In many ways such a service is not different from other institutions in mainstream society. They exist to meet the needs and perpetuate the values of the dominant culture. Institutions in North America are founded on the philosophy that "what is good for us and our forefathers is good for everyone," "what works for us is what works for everyone," and "our reality is THE reality."

The awareness that there are other experiences different from their own is viewed as exotic, ethnic, deviant, but needing only to have a greater dosage of the institutions' values and supports and encouragement to bring them in line with the norm. Since we like it, it feels good, and it works for us, it must work for them too. I don't believe that this simplistic, one-dimensional approach to defining reality works for anyone. The decay of the institutions in this society would seem to attest to that.

A person who is Third World is, more often than not, conscious of the deeper philosophical principles which limit the system's inability to meet their needs. There are many external, superficial features of the white counter-culture movement that are visible in the advocacy programs which repel many Third World people.

These features include:

Dress
Living environment provided as alternative
Personal appearance and hygiene of advocates
Language, communication style
Interactional style

For those who move beyond these external features, there are more internal features integral to the systems that repel Third World people.

Features such as:

Perpetuation of dominant society attitudes and stereotypes of Third World people.

A tendency toward a humanistic psychology approach without looking at the internal racism and biases which make expressions of such approaches hypocritical.

For many mainstream individuals and families passivity, difficulty with verbalizing anger and expressing feelings is the norm. Individuals from that culture are often overwhelmed and confused with the meaning of aggression, verbosity, and feeling levels in Third World families.

The important areas to consider when attempting to provide services to Third World people are these:

1. Staffing with qualified, responsible individuals who are Third World.

2. Inservice training and supervision by Third World consultants.

   a. There are now sufficient number of Third World individuals with expertise who can advise programs about their needs; whose opinions are respected by Third World communities.

b. There is a tendency within institutions to disbelieve information from Third World staff or consultants until a "white man" says it is the truth.

3. Requirements for skills, education, experience and training should be considered for those who wish to work with troubled youth:

   a. Helping is not only an experience where feeling, thinking, and acting on what seems right is involved. Much of the traditional theories for "helping/advocating" could be reassessed and integrated with the newer, more "radical" approaches to "helping/advocating."

VOLUNTEERS

Youth Emergency Services (YES) in St. Louis, is an important project in that it provides ongoing evidence of the viability and quality of a runaway service program which is based upon volunteers in both program and administration. Barbara Henning, who contributed the following article, is currently Director of Crisis Services at YES. She started working with the project three years ago as a volunteer.

....The Editors

VOLUNTEERS

Barbara Henning

To incorporate a strong volunteer component into an agency, you need a philosophical basis that is meaningful. The basis YES uses is that services must respond to, and reflect the "served" community. In addition, we feel that social problems will continue to compound themselves unless the community takes some ownership of the problems and "gets involved." It naturally follows that one of the best ways to allow the community to get involved and to allow for "consumerism," is to include a strong volunteer component from the community. Social agencies have little room to complain that "no one cares or understands" unless they allow for viable involvement from the community. I feel that the isolation expressed by agencies is subconsciously purposeful in enhancing a martyr complex. Some alternative agency staff get satisfaction from "proving" that they are the only people who really care.

After discussions with alternative agencies around the country, several general problem areas in volunteer programs were identified. These can be discussed according to priority.

Staff Resistance

As stated earlier, there seems to be a great deal of staff resistance to volunteers. Let's question where this originates. Apparently, there is a need for a number of alternative services to identify themselves as the only group that really understands. We must acknowledge our own personal needs and how those can reflect into an agency a sense of omnipotence and paternalism. I believe that such a narrow perspective is destructive to staff personnel (burn-out), clients served, and also to a healthy long-term means of coping with a social problem.

On a different level, let's look at what divides a paid staff from a volunteer. Often it is academic credentials. We should be realistic about the academic process and its true value in terms of experiential

learning. We very often scoff at the academic process, so what makes us "professionals" think we are the only ones who can deliver quality services? And if paid staff isn't "professional," then what divides them from the volunteer? Often it is a paycheck. If that is true, we should admit that a good volunteer can be job-threatening.

Perhaps a healthier attitude on staff's part is that you, indeed, do have expertise. Why not share it? Watching a volunteer learn can be as exciting as watching a client learn. Volunteers can make your job much easier. At YES, paid staff work with and for the volunteers. The volunteers do not work for the paid staff - they work for their clients.

Roles

Volunteers need to be perceived as capable, and an integral part of agency functioning. If they do not feel needed, they won't show up, there will be rapid turnover, and the valuable input they can offer will never be tapped.

What can they do? They can provide direct services, write grants, expand programming, organize fund-raising, be invaluable public relations people, paint walls, type, etc.

What do they want? Generally, they want to grow, to learn, to be useful, to meet new friends, to be important. At YES, staff teaches, assists, and perceives volunteers as equals.

What can't volunteers do? They need staff to be the glue that holds things together, to provide overall direction, to answer procedural questions, to be the resource people, and to give them strokes.

Recruitment

Some of the best counselors are clients who have "gotten it together." Other avenues for recruitment can be speaking engagements, public service announcements, the local voluntary action center, or the social worker you talked with yesterday who was complaining about services. You don't need a large group to start. A small, strong core group is more manageable for you, and, if charged with

CONTINUED

1 OF 4

the responsibility to expand their own numbers they can do it without much help from you. It is extremely important that the small, beginning group be well-educated on the agency and why it is necessary, and on specific roles they are to play. The more diverse your volunteer body, the more diverse the population you can successfully service.

Screening

Too often we get caught up in meeting everyone's needs - clients, parents, outside agencies, volunteers, and our own. Screening is not difficult if emphasis is put on the top priority - those people that come in for assistance and services. Honest communication and feedback is the simplest way to determine appropriate volunteers - and we encourage our volunteers to screen themselves out. Some of the criteria that we use are: very specific time commitment, willingness to be accountable, able to take constructive criticism, lack of personal value conflicts, listening skills, assertiveness, and ability to express feelings. We screen during an intensive training program, so we are able to observe all these behaviors. We also test on knowledge base. Those grey areas that we have difficulty with are the needs which seem greater than we are willing to meet. The specific behaviors observed in these situations are: demanding constant attention, taking up group time with personal issues, continually asking to be the exception, always "having to be right," and not relating equally to other group members. In these situations, if group pressure does not force these people to leave, they are screened out in individual interviews. This is generally a "counseling out" interview, specifying problem areas and leaving the option open for the person to go through training later. We usually regret approving questionable volunteers. It is much more difficult to screen them out once they are approved.

We also have a system whereby the volunteers deal with other "problem" volunteers, when necessary. We call it an evaluation committee. Our volunteers are divided into units to cover shifts, and each unit elects two unit leaders. They comprise the evaluation committee, along with two members from the board of directors.

Training

This is the real key to quality services. Through a strong training program, we screen and also meet the volunteer's social needs and personal need to learn and grow. Training can easily be coordinated by a volunteer committee. Ours is usually four people approved by the board of directors. Please refer to the Training Schedule samples on page 83 . The expectations are that people miss no more than one session and make a three-month commitment following training. During the two-week break, individual interviews are set up and people are required to read the resource book, which is incorporated into a test.

Each session is divided between lectures from experts within the agency or from outside, and role-playing in small groups, facilitated by a member of the training committee.

At the end of training, those approved are given membership cards and throw a party for themselves and anyone else they want to invite. If training is fun and pertinent, word will spread. We have over 100 people sign up for training each session. About 40 actually begin training and the group usually screens itself down to 20-25.

Ongoing training is very important and keeps people interested and up to date.

A few final thoughts on volunteers.

If service provision is the priority in your program, a strong, educated volunteer body can ensure delivery of services, even if you lose all your funding. The program may not have a physical building, but volunteers can definitely provide basic services.

Staff must be willing to give up some of the "goodies," like attending fun workshops, conferences, and speaking engagements. These need to be shared.

A personal note - I was never convinced that volunteers could do quality direct services and was skeptical about working with them. Two things changed my mind. I realized that as a "professional," I carried a caseload of sixty people and was never able to meet any of their needs, except during a crisis. Once I realized I wasn't

"super-counselor" and saw volunteers able to give much more time and energy (they only carry one case at a time), I realized I had been very defensive. Secondly, I was a volunteer for three years until I helped develop the paid position I now occupy.

Youth Emergency Service
Counselor Training, Fall 1975

Preliminary Sessions	7:00 p.m.	Sept. 16 - Tuesday
	7:00 p.m.	Sept. 17 - Wednesday
	8:30 p.m.	Sept. 17 - Wednesday
Orientation	1:00-5:00 p.m.	Sept. 21 - Sunday
Counseling Techniques	7:00-10:30 p.m.	Sept. 24 - Wednesday
Intervention Techniques	7:00-10:30 p.m.	Oct. 1 - Wednesday
Runaways I	1:00-5:00 p.m.	Oct. 5 - Sunday
Sexuality	7:00-10:30 p.m.	Oct.8 - Wednesday
Suicide and Depression	1:00-5:00 p.m.	Oct. 12 - Sunday
House Management	7:00-10:30 p.m.	Oct. 15 - Wednesday
Two Week Break		
Family I	7:00-10:30 p.m.	Oct. 29 - Wednesday
Family II	1:00-5:00 p.m.	Nov. 2 - Sunday
Runaway II	7:00-10:30 p.m.	Nov. 5 - Wednesday
Communication W/S	1:00-5:00 p.m.	Nov. 9 - Sunday
Rap-up	7:00-10:30 p.m.	Nov. 12 - Wednesday

If you are unable to attend any one of the sessions, contact one of the following persons prior to the scheduled meeting:

Becky Senseman	434-8185
Sue Zimmerman	994-9795
Bruce Robertson	863-6032

Youth Emergency Service
Counselor Training Schedule

FEBRUARY

Sunday 15 General Orientation
Monday 16 Counseling Techniques

Sunday 22 Sexuality I
Monday 23 Sexuality II

MARCH

Sunday 29 Drugs I
Monday 1 Drugs II

Sunday 7 Suicide and Depression
Monday 8 T. A. Workshop - Family Counseling
Tuesday 9 T. A. Workshop - Volunteerism

14-20th 2 Week Break (Listening In)

Sunday 21 Family I
Monday and Tuesday, 22,23 - Family II (Session in two groups)

Sunday 28 Runaways I
Monday 29 Runaways II

APRIL

Sunday 4 Communication Workshop
Monday 5 House Management

Sunday 11 Rap-up

TRAINING COMMITTEE

Janet Kupferberg
Bill Mussey
Kate McElligatt
Becky Senseman

VOLUNTEERS

John Capel is House Manager at Diogenes in Davis, California. Diogenes makes extensive use of volunteers, and Mr. Capel is primarily responsible for their training. The following transcript is from a tape recorded at one of the volunteer training sessions we attended. It is as fine a brief introduction to the role and requirements of a volunteer (or staff) counselor, as we've ever heard.

....The Editors

DIOGENES VOLUNTEER
TRAINING--RUNAWAYS
WHO ARE THEY? WHO AM I?

John R. Capel

The real learning about runaways will begin when you actually meet them and begin to fulfill your role as counselor/pal/manager. What I would like to do here is share some of the things I have learned in my experience counseling youth, tell you a few things to expect, and explain a little about the shelter philosophy.

If I had to write precepts for all volunteers to follow, they would be (1) Be Yourself, (2) Use Common Sense, and (3) Let Them Decide. It sounds simple, and it is, but that does not mean it is easy. It means that first we must look at ourselves and examine how genuine, aware, and trusting we are. It does not matter if we use Gestalt, Transactional Analysis, Behavior Modification or anything else. If we do not develop those qualities, we can not begin to teach them to anyone else.

We do not have to have any answers. Sermons are not going to "awaken" them. We can only be who we are and, at the most, help them to clarify just what their choices are. In the end they are the ones who will decide what to do about their life, and regardless of what they choose to do we will keep on flowing. You teach responsibility by trusting people to make decisions, not by preaching about responsibility.

The kids we get here are not sick or crazy. In fact, it is usually the opposite case. The kids are, by and large, quite healthy. Sure they have a problem, they are runaways, but running away is a special type of problem. Technically, they are "escaping" from an unpleasant situation, but at the same time, they are running to something - a potentially more threatening and dangerous situation. This requires, on some level, a degree of readiness. For many kids it is the first time in years they have tried anything to improve their situation and that is a healthy sign. It becomes our task to capture, harmonize with, and nurture that healthy part of the person and demonstrate more productive ways of dealing with unpleasant situations.

We are not surrogate mothers, here to wipe noses, give good night kisses, and make things better. Pampering somebody who is finally ready to help themself is violence. Helping somebody who does not want help is stupid. If they are not working at least as hard as you are something is wrong. Encourage the kids to do as much as possible for themselves. I give them as much responsibility as they think they can handle. Offer them empathy rather than sympathy.

Much of what you will be doing is teaching. Even though the kids may be prepared to learn new things, if no one shows them how, they may never make an attempt. Some kids that come here have never made a salad, never done the laundry, never mopped a floor, or even know what cleaning the bathroom means. We must be very careful not to assume that certain behavior means certain things. I had one girl who had everyone in fits because she had walked off while everyone was staining furniture. They demanded that I "straighten her out." I did talk to her, but I did not give her the third degree. What I found out was how shy she was and that she was afraid of ruining the furniture because she had never stained before. So I showed her how to do it right, said a few encouraging words, and she finished her share of the furniture.

I feel that one of the most important things to consider is how the shelter regulations are communicated. If I were to begin the introduction by stating that there is no missing clean-up, no sleeping after breakfast, no snacking off the menu, no missing meetings, no visitors in the shelter, etc., the real message I would be giving is "No." And they, of course, will feel resentful and rebellious. I think it is very important for us, as well as them, to be aware of the reason for every rule. It needs to be communicated clearly and on a level they can understand. In this way they become more involved in the spirit of the program. It may also prevent us from making rules arbitrarily. Something I might say in introducing a new resident to the shelter would be, "I am not your mother. I won't be running around here telling you what to do all the time. I would like you to consider this your home and your responsibility. That means a lot of things...." The feeling I try to communicate is that we all have a stake in the shelter and in seeing that everything runs smoothly. It makes a lot of difference in their attitude if they know the reason behind every rule.

A sense of humor is a must for working with youth. You will find that many of the kids do not take themselves that seriously and prefer it if you would not either. One of the best counseling techniques is confrontation, especially when it can be done gently and in good humor. Once, in a rap session, a girl had viciously aggravated a male resident to the point that he was upon her, ready to pound her in the floor. He looked at me briefly to see if I was going to step in. Instead I just smiled in disblief and said, "Oh, come on, you've got more self-control than that." He sighed sheepishly and said, "Yeah, I do." I have little doubt that had I reacted he would have smacked her right off her broom. It is important that the kids receive that feedback when you realize what they are saying or doing is a lot of "bull." When you challenge them without dishonoring or bowling them over, they are very often forced to reorganize their experience more realistically.

I have talked about how healthy the kids are, and now I am going to tell you some of the games to expect. The kids are, by and large, healthy, but just like you and I, and everyone else I know, they have learned ways of meeting their needs that are manipulative. Usually, for the first three days up to a week, they will be on a "honeymoon" period and everything will be perfect. Then, when they loosen up and begin to demonstrate the behaviors that made them "so popular" at home, you may find yourself feeling like a nag or persecutor. The role of parent has been transferred to you and the scene is set for you to be the bad guy or rescuer, or whatever the home script may be. If you are good counselors, you use that information to build their awareness. You can expect to see "blackmailers", "dramatists", "hams", "con men", and sometimes kids with "passive power." Our task is to learn to deal with each person as an individual and with the group as a whole.

The greatest challenge the role offers is the constant fluctuation between being a nurturer, a friend, a counselor, a group facilitator, a house manager, and a heavy. The greatest reward lies in learning about yourself and the kids and in enjoying good times. To share in the growth of another and experience growth in yourself is as rich a reward as anyone could receive.

YOUTH PARTICIPATION

Judge Mary Conway Kohler is Director of the National Commission on Resources for Youth, Inc. Since 1967, the Commission has been the major organization engaged in advocacy for youth participation across the country. For years, Judge Kohler has worked with young people and their families, and she has a firm commitment to the goal of expanding the availability of productive roles for young people in American society.

In the following article (prepared for ESC's Western Regional Technical Assistance Conference in February 1976), Judge Kohler presents examples of successful, innovative youth participation projects, and lists guidelines and practical suggestions for the development of such programs. We are pleased to include this article, written by the nation's leading expert on youth participation, in our manual.

....The Editors

YOUTH PARTICIPATION IN RUNAWAY PROGRAMS

Mary Conway Kohler

As staff of programs for runaway youth, I see you as forerunners in a new type of youth service. To me you are a refreshing lot. You have not, as yet, built up that vested interest in any one design for helping young people that is so characteristic of our established institutions. I see you as a new breed of youth workers, with your roles constantly changing as the needs of your clients challenge your inventiveness. I see you as rendering a direct human service, unfettered by previous dicta; you surmount their ever present crises. It is a joy to observe how you can clear through the bureaucratic maze of the old establishment to help kids. With your meager resources and a pathetic lack of public support, you have somehow been able to provide an ingredient of hope in the lives of hundreds of young people who might otherwise have remained for a lifetime as society's rejects.

As sad as you must sometimes feel in the slowness of progress in your field, let me assure you that there is progress. Forty years ago it was my task to hear the cases of runaways in the Juvenile Court in San Francisco. In the depression years of the '30s and during World War II, teenage youth by the hundreds came West. They were dealt with by the police and the courts. There were no temporary shelters and, at best, they were booked in the detention homes. We felt lucky if we could keep them out of the local jails pending the hearings. There was little discretion left to the judge in disposing their cases, because the law at that time precluded their being considered as emancipated, thus, they had to be returned to their parents. Unless the parents provided transportation, the only recourse was committal to one of the state correctional institutions - where they stayed until a sufficient number of them accumulated to warrant the cost of transportation to the jurisdiction of their legal residence. (In those days, California had a five-year residence requirement before funds could be expended for relief of any kind.)

It is interesting to note, that the youth of that time left home for many of the same reasons that they do today - family quarrels, not being wanted at home, lack of a job, low self-esteem, and the myriad causes of discontent which you see in the lives of most adolescents.

In my judgement, one such factor which is often overlooked, is their need to be needed - to be seen as contributors in their homes, their schools, and in society. Adolescence has always been a stressful period. Rapid physicial changes, the intensification of sexual needs, and the emergence of self-discovery and self-actualization as immediate, urgent life tasks all contribute to the burden of being an adolescent. In industrial societies, these burdens are minimized by an orderly transition to adulthood through providing work and other adult roles beginning during their younger years and continuing through early adolescence. Today, however, jobs require greater skills; our economy and labor market cannot even support the adult population, let alone open up spots for teenagers.

To occupy young people during the years before our society is able to absorb them as workers, we have expanded the role of the schools. The effect, unfortunately, has been to isolate adolescents and to delay their learning adult roles, work habits and skills. Schools traditionally emphasize cognitive development. This is appropriate since young people do need to know about language, mathematics, history, and science in order to function in the adult world. Yet young people must also learn responsibility, decision making, cooperation with other people, and self-management. Such development is usually neglected in schools, even in the nonacademic curricula, perhaps in part because the schools were never intended to perform so broad a function. Since the schools are limited in the ways they can prepare youth for adulthood, many of the most important needs of adolescents go unsatisfied. For example, young people need to explore adult roles and attitudes in comparatively protected settings where failure can be a source of insight and not despair. If the transition from child to adult is to occur smoothly, young people must have contact with a variety of adults - not just parents or teachers - and must have the opportunity for a wide range of experiences in the world of work. They need to feel the responsibility and satisfaction of being needed by other people. Most of all, they need to develop the confidence that comes from achieving self-established challenges and goals. Fortunately, as this situation has grown more acute, responses have formed along several fronts.

One such response has been taking place at the grass roots. In many local communities and schools across the country, thousands of young people and adults have been devising their own solutions to the predicament of youth. These efforts, which take a great variety of forms in keeping with their local origins, are forming the base for a potential movement to afford significant participatory experiences to youth on a large scale They provide a vital, practical counterpoint to the many more theoretical studies of conditions and needs that have called for just such innovations. The following examples of some of these efforts may give an idea of their range:

1. *Community Problem Solving.* In New York City, young members of the Teenage Tenants Council have learned to spot and report housing violations in their neighborhoods. A youth-run ecology organization in San Francisco bought equipment and recycled 2500 pounds of aluminum in its first year of operation. In Hoffman, Minnesota, students regularly visit the town's nursing home for the aged and an activity center for the mentally retarded; their school compositions reflect their experiences with their institutionalized companions.

2. *Community Manpower.* In Denver, students at Manual High School build and renovate houses as part of urban redevelopment and inform community residents of redevelopment plans. In Vermont, students in a statewide program called DUO (Do Unto Others) receive academic credit for work in a wide varity of service and community agencies. Students in Darien, Connecticut operate an emergency ambulance service. In San Francisco, young people staff the Exploratory Science Museum.

3. *Entrepreneurship.* Teenagers in Cornwall-on-Hudson, New York created and maintain a natural science museum which provides education and recreation for themselves, younger children, and the rest of the community. Home economics students in Portland, Oregon opened a restaurant in their school and prepared daily meals for teachers and students. Fifteen high school students in Fort Knox, Kentucky serve as elected officers of a student-controlled credit union that has helped students secure loans and save over $41,000 in six years.

4. *Communications.* Navajo youth in Utah interview the old people in their tribe and preserve their traditional tales on film and in books. Youth in Washington, D. C. publish their own magazine, Cityscape, which explores the history of their urban neighborhood, and the lives and occupations of its residents, through articles, interviews and photographs. In Guilford, Connecticut junior high school students researched the history of their town and presented it in a booklet entitled "Twelve Spoons and Two English Coats."

5. *Resources for Other Youth.* Students in Hartsdale, New York run a Rap Room, where young people can drop in for informal counseling by their peers. Youth Advocates, a crisis service in Seattle, Washington, trains teenagers to staff a hotline and rap center for other young people. High school students in Berkeley, California provide vocational guidance, training in job application skills and counseling services to their peers.

6. *Curriculum Building.* A social studies lab cart with multi-media presentations prepared by students was invented and has been operated by students in Enfield, Connecticut for the past seven years. High school youth in Philadelphia, Pennsylvania provide a traveling puppet show to educate younger children about the dangers of drugs, VD and alcoholism. Another group of high school students in the same city has developed an environmental curriculum which they use to teach younger children.[1]

The young people in these programs are demonstrating, along with thousands of others, that when given a chance youth can make significant contributions to their communities while meeting their own needs for defining themselves through creative, responsible activities.

Since 1967, the National Commission on Resources for Youth (NCRY), which was founded expressly to promote opportunities for responsible participation for youth, has sought out these instances of local initiative. Besides acting as a clearinghouse of information, the commission has monitored those programs it considers most

1. Taken from New Roles in School and Community, by the National Commission on Resources for Youth, Citation Press, 1974.

worthy, helped new programs become established and operated some demonstration projects of its own. It has adopted the term Youth Participation to apply to those efforts that meet the standards it has set for such programs in the course of its unique, specialized experience.

In the course of this work, we on the commission had our initial belief in the viability of Youth Participation as a significant remedy for some of youth's severest problems repeatedly confirmed. Youth Participation, we have found, can free young people from the passive, dependent roles enforced on them. When young people are involved in situations where they can make an active contribution to their community, they discover their own strengths and the satisfaction of helping. Unfortunately, many adults tend to equate work alone with Youth Participation or action learning. Although work can provide youth with valuable skills and useful insights into the operation of adult society, it can also be as limiting to growth as the worst of traditional school settings. The point of Youth Participation is not that young people should merely become familiar with the world of work; adulthood involves much more than work. Young people should have access to a range of experiences that help them to make wise choices about what is best for themselves and their community and that permit them to assume a valued role in their community.

Yet if this wide range of potential experiences is to have its full effect in guiding youth toward responsible adulthood, the Youth Participation programs must be carefully planned and supervised. After observing hundreds of programs, good and bad, NCRY has identified several elements that we think are essential for a Youth Participation program to be effective. These criteria include the following.

A Youth Participation project must:

1. *Maximize decision making by the youth participants.* This includes decisions affecting the planning and development of the project itself, as well as decisions affecting the actions of individual youth.

2. *Address a need that is perceived as real by the young people;* i.e., not as work invented to keep them occupied. One way to assure this is to have the teenagers themselves decide upon the need and the activity that will meet it.

3. *Be respected by the community.* Compensation and school credits are examples of concrete evidence that a project activity is taken seriously.

4. *Include a learning component.* The young people receive guidance in interpreting and evaluating their experiences in the participatory setting.

5. *Offer challenge and accountability.* Project activities should not be made simple or "safe" to protect youth from possible failure. In order to cultivate qualities of responsibility and resourcefulness, they must face authentic and difficult problems and be held accountable for their solutions.

6. *Promote maturity.* Characteristics of maturity that should be exercised include the capacity to make decisions and follow through on their consequences, the capacity to work interdependently with other people, and the capacity to convert concern for others into positive action.

7. *Promote a glimpse of options available to youth in the adult world.* Young people experiment with actual adult situations and come to a more precise understanding of their own interests and aptitudes.

8. *Offer a communal experience of being interdependent with other young people and adults.* Working together toward a common goal provides an alternative to the more frequent competitive relationships among peers or authoritarian relationships with adults; it improves young people's confidence in themselves and their appreciation of other people.

We use these standards at the commission to evaluate programs that come to our attention. We also use them as guidelines to assist in the development of new programs. While they are not considered to be rigid or exclusionary criteria, they do describe an ideal toward which we encourage programs to strive. Given the diverse and independent quality of these locally originating programs, it would be both unwise and unrealistic to expect many of them to "measure up" to our standards. But even though the standards are demanding, a surprising number of programs approximate them very well.

These standards allow a wide variety of program forms, aims, and activities. For example, Youth Participation in the terms just described can be built into some of your work with runaways. Youth Participation can, and indeed does, operate in some runaway programs where youth are carrying the responsibility for much of the operation of the shelters. It could be a helpful ingredient in your street work, outreach and counseling programs.

Up to the present time there has been little formalized Youth Participation among the runaway clientele. This is due in part to the crisis nature of problems and the transiency of your youth population. However, with careful nurturing it could be added, in a small way, to every one of your programs if it served the needs of your clients and of your problems. It should never be mandated.

While the examples of Youth Participation given in this paper, and in our commission publications, are more likely to have taken place in schools, they are adaptable to runaway programs.

Out of the welter of possible and actual Youth Participation program forms, four basic approaches appear to be developed most frequently. Classified by type of program activity, these models still leave a lot of room for variations in content, institutional setting, etc. The first is a helping service to others. In these projects youth participants meet regularly and face to face with other people in a helping relationship. The "others" may be their own peers, infants and preschool children, elementary school children, retarded or handicapped children or adults, hospital patients, or old people. In programs of this type, the young people typically travel several times a week to the institution (day care center, elementary school, hospital, nursing home, etc.) serving the people to be helped. The activity lends itself to the concurrent experience-based study of the related fields - early childhood, child development, health services, the aged in society, etc. These programs, though they deal in service to others, are noteworthy for their benefits to the youth themselves, who often gain dramatically in self-esteem, responsibilitity and other dimensions. One example of the kind of feeling which this generates in the young person is expressed by

a high school tutor who was a withdrawn girl with problems both at home and at school. She had spent six months helping a very frightened nine-year-old girl whose family had just moved to town from Puerto Rico. Asked what she could say the program had done for her, the tutor replied, "It's helped me open my mind and see the world a little better. I was depressed with everything, failing everything, and all like that. Then I had this girl to help and I said, 'Hey, she needs me - and I really felt great.' If it weren't for Rita, I doubt if I'd still be in school."

Another example comes from a teenager who told what it was like to work at the day care center by describing the needs of the little ones there: "They need attention that is sincere, mainly - someone to talk to, to play with and get along with, who'll be there when they turn around. You know, a friend besides a parent. Also, someone to copy off of, like to say: if he or she does that, I should too. It's like learning without teaching for them. For me, too, come to think of it."

Another type of Youth Participation consists in service to the community. These are projects that involve a group of young people in an ongoing activity that has some benefit for the community. In contrast to the helping service-type program, in which the program activity consists of direct contact between youth and the individuals being immediately served, a service to the community-type program involves youth in a group project activity whose impact extends to the community at large.

A third type of Youth Participation involves social action in which the energies of the group are directed toward the achievement of some specific development or change in the community - some observable, tangible result. Some examples are the establishment of a runaway or drug rehabilitation facility, the passage of a consumer protection ordinance, or legal action against industrial polluters.

The last type involves community internships. In models of this type, program participants are placed individually with adults at their work place in the community. The interns are each given their own responsibilities while they also learn about the work of the sponsor or "community teacher." The interns may all meet in a seminar to discuss what they are learning or they may develop individual learning contracts or do their own community projects in conjunction with their placement. In one such program, junior high and elementary school students at a public supported alternative

school in a mountain town in Colorado spend at least half a day each week interning with community adults through the school's Apprenticeship Program. "Apprentices" from the ages of nine to fifteen have carried out responsible duties at an educational television station, or at a nearby zoo; they have served as "apprentices" to electricians, veterinarians, photographers, store managers and potters. The purpose of these programs is for young people to experience work with adults who are neither teachers nor parents and to learn about the life of their community through firsthand experience.

The four program "types" just described are not precise classifications; they are merely devices for putting some order into the wide diversity of programs that may approximate the criteria put forth earlier. Nor by any means do the four types exhaust the possibilities; they are merely the most commonly occurring program focus, according to the commission's knowledge.

There are indeed many programs that could not readily be categorized within any of these types. It is our belief that meaningful participatory experiences can be integrated into nearly every kind of program for youth.

In this paper I have tried to outline a few of the possibilities of Youth Participation projects. Our commission has case studies on more than 1000 such projects. Our publications present many of them in digest form. These are available to you as are the films and video tapes which we have developed.

After eight years of exclusive concentration on Youth Participation, we have come to feel that these activities meet a long neglected need of the youth of our time in their growth to responsible adulthood.

Coleman, in his report "Transition to Adulthood," without defining "adulthood," suggests two "classes" of objectives for a successful transition to adulthood: objectives that are self-centered, i.e., those that expand the personal capabilities, and thus opportunities, of individual youth; and objectives that relate the individual to others, i.e., that provide the opportunity for "the mutually responsible and mutually rewarding involvement with others that constitutes social maturity." Included in this second class of objectives is

"experience with persons differing in social class, subculture and in age," "the experience of having others dependent on one's actions," and "involvement in interdependent activities directed towards collective goals." Similarly, Gisella Konopka, in a study of "Requirements for Healthy Development of Adolescent Youth," concluded that young people should be provided with opportunities:

1. To participate as citizens, as members of a household, as workers, as responsible members of society

2. To gain experience in decision making

3. To interact with peers and acquire a sense of belonging

4. To reflect on self in relation to others and to discover self by looking outward as well as inward

5. To discuss conflicting values and formulate their own value system

6. To experiment with their own identity, with relationships to other people, with ideas; to try out various roles without having to commit themselves irrevocably

7. To develop a feeling of accountability in the context of a relationship among equals

8. To cultivate a capacity to enjoy life.

Despite good ideas many excellent Youth Participation programs have been stillborn or short-lived. The suggestions that follow are taken from a commission publication, "Youth to Adult," by Mildred McCloskey, an associate of the commission, and Peter Kleinbard, a staff member. This book provides short case studies of nine Youth Participation projects. The authors hesitantly give some practical guidelines to persons who are planing to start a Youth Participation program. "We do this with a fair degree of humility since what may work in one situation may very well be a disaster elsewhere. And what is appropriate one year may be obsolete the next. Most of our guidelines are little more than 'common sense' -- nothing extraordinary. But we have observed that common sense is derived most often after the fact, rather than used as a guide to practice. We have seen scores of good programs fail -- antipoverty, school innovations, community action, youth

programs of all kinds flounder and die because they had not been prepared for highly predictable complications. With the risk of telling readers what they already know, we will offer a few specific suggestions that might prevent good programs from unnecessary failure.

1. *If you want to start a new project, first find out what already exists.* Perhaps there are some agencies that are doing part of what you want to do. Perhaps there are some ongoing programs to which your service could be attached. Be aware of any conflicting interests that you might encounter. In other words, careful homework about other existing agencies and services must be done.

2. *Be sure to check on the need for the project.* Do a survey of how many people may need such a service or opportunity in a given area, and how many young people or adults might want to participate actively.

3. *Decide on limited goals first.* You can expand them later. Be sure what you hope to do is feasible within your time plan. Project goals are frequently all-inclusive, aiming at almost every problem in sight. Often it is disappointing to visit programs after reading their original proposals. Many are doing only a small fraction of what they originally intended. Why? Usually, they failed to limit themselves sufficiently at the beginning. Better to start with fewer goals and expand gradually than to dream big and end small or extinct.

4. *If it is a community project, be sure that it is perceived that way by the community involved.* Wherever possible, members of the community should be included in an advisory role from the outset. Good public relations are essential to the healthy life of any of the goals, activities, problems, and accomplishments of the program.

5. *Check out financial resources carefully.* Money is not easy to obtain, but there are several private foundations, civic, and federal funds that can be drawn on for worthwhile projects. Here again, careful homework and exploration are necessary. Different foundations focus on different problems, and these change from year to year. The Foundation Directory is a good place to begin.

6. *After choosing specific goals, weigh all possible approaches.* Before you decide on which methods to employ, consider the universe of alternative possibilities. Careful consideration and examination of choices should be undertaken ahead of time. Of course, a certain amount of improvisation and responsiveness to changing situations is desirable, but getting stuck in one approach out of ignorance or early impatience can be disastrous.

7. *Set up sound evaluation procedures throughout.* Do not overlook the importance of keeping careful records. The initiators and directors of a project are often so busy that they tend to ignore the need for continuous evaluation. Consequently, they are in danger of being left without any tangible evidence of the results of their program. Evaluation is strategic (1) if you want to keep improving your program; (2) if you want to prove its effectiveness; and (3) if you want to expand and get additional financial support.

8. *Provide for changing leadership.* For a project to have a healthy, long life, growth within the project must be constantly nurtured and plans provided for the training and renewal of the staff members. Some of the projects we have examined have successfully used "serial leadership" to insure the development of their participants. In such programs as Compass, for example, the members proceed from level to level, teaching and exercising an increasing responsibility over those below them. They grow in this way, and those beneath often learn best from members only one stage above.

   In the management of any organization, mechanisms are needed for training new leaders and elevating other members to responsible positions. Through providing continuous staff and leadership training experiences, the programs can both insure longevity and prevent rigidity.

9. *If the project is to be a collaborative effort involving adults and adolescents, some thought has to be given to the ways in which adults can work sensitively and effectively in programs designed for youth.* Throughout this book we have highlighted some of the various adult-youth arrangements that have worked well. Here, we would like to reemphasize a few of them:

a. As much as possible, the original ideas should flow from the adolescents. Adults should listen to the young people's plans. They can ask tough questions and participate in the discussions, but they must be careful not to take over.

b. Adults can help launch a project. They can show adolescents how to write a proposal, conduct a survey, and locate information about related agencies or other programs. They can suggest resource persons and contacts for financial advice. Perhaps, they can help provide some of the initial funds.

c. Once the program is in motion, they can serve on the advisory board and be ready to offer professional skills or knowledge when the young people call upon them to do so. Probably they should also help devise careful evaluation procedures. Adults can always aid in public relations and fund-raising.

d. The continued support of some concerned adults can lend stability and continuity to programs in which youth can only participate for short periods -- e.g., during a single school year. Without such support, many good youth programs disappear when their original leaders move on to new situations.

It is sad that our nation has so little understanding of the urgency of providing fulfillment of the needs of its adolescents. It is my hope that you, the forerunners of a new type of human service to youth, can, by your example, help build a national policy which demands that the needs of our young people be met.

ORGANIZATIONAL ISSUES

Organizational concerns are, in some ways, the stepchild of the growth of alternative services. The runaway houses and alternative agencies which began in the late 1960s and early 1970s were energized from two sources: a pressing need to provide direct services to youth who had nowhere to turn and the political ideology of the New Left and the counterculture. The community people who established the early shelters, networks and clinics were looking for the most expedient way to translate their egalitarian values into food, beds and care. Their sense of urgency combined with an idealism about organizational structure. What often resulted were creative, committed services with a host of structural difficulties.

The articles in this section on organizational issues are the outgrowth of subsequent experience. The original agencies evolved new structures as the old ones proved inadequate, created additional programs to meet newly discovered needs, and articulated their organizational rationales as the availability of public funds placed it in their interest to do so. New agencies profited not only from the experiences of the older centers, but also from having more time to plan their program before finding themselves embroiled in delivering services.

The knowledge which was accumulated in this process is illustrated in the following articles. The authors present solutions to organizational issues that combine their agency's values with functional structures. These solutions are often creative compromises with the usual organizational axioms which sacrifice any philosophical base to the guillotine of efficiency. Instead, these programs address themselves to the ongoing experience of the people working within them as well as to service goals.

This combination of the humanistic and the programmatic is clearly shown in Don Loving's article on staff support. His basic, almost tacit, assumption is that people who feel good about themselves and their work will provide better care and services. Consequently, he outlines the broad program that The Greenhouse has built to give a sense of support and cohesiveness to its staff.

One element of that program, increasing the actual skills and knowledge base of the staff, is elaborated upon by Jerry Shurgar. Without attempting to define any particular training sequence, he identifies the kinds of overt and covert training which go on in alternative agencies and the resources which are available for it. He suggests ways in which training can be used for maximum benefit to the program while avoiding the most common pitfalls.

Herbert Freudenberger focuses on "burn-out," the exhaustion phenomenon which attacks crisis workers. He traces its effects on the individual, his work, and on the morale and functioning of the entire organization. His suggestions augment those which Don Loving makes in his article on staff support. The attention paid to a condition like "burn-out" demonstrates the continued efforts of workers in alternative agencies to relate their personal and work experiences in meaningful ways and to give permission to the interaction between them.

June Bucy's article speaks to the often bewildering relationship between an alternative program and its board. She offers practical suggestions for what issues should be resolved before establishing a board and gives additional advice on facilitating a continued working rapport.

The article by Ron Clement provides an overview of how organizational elements can combine in a program. The experience of Diogenes House, as he presents it, offers an example of how philosophy and structure were woven together to create an organizational Gestalt.

Each of these authors writes from personal experience in a particular program. They each acknowledge that the issues they faced will not mirror those of other agencies and communities. While this is a crucial consideration, it should not obscure the fact that certain problems, issues, goals and needs do seem to be widely represented among projects. These articles are excellent examples of the satisfactory solutions which have been found.

STAFF SUPPORT

The Greenhouse opened as a runaway center in 1972. It evolved from an organization which had operated an orphanage in New Orleans for more than 100 years.

The heart of the Greenhouse program involves a well-trained and highly motivated staff who work closely with the board, volunteers, and a team of consultants.

The Greenhouse enjoys a fine reputation within the runaway service network. The program has been visited by scores of workers and administrators from many local, as well as national youth serving agencies. Its Director and the contributor of the following article, Don Loving, has been actively engaged in developing the staff support processes which he discusses in the article.

....The Editors

STAFF SUPPORT

Don Loving

In an alternative social service agency whose primary function is to deliver crisis intervention services, there is perhaps no single more important aspect of a program than staff support. Crisis services place a great deal of interpersonal and intrapersonal strain on staff members. There are pressures from the young people we see, from parents, from the community in which we operate, from funding sources, and from the professional community. By the very nature of crisis work, all these components are brought to bear in a compressed time period as assessments and decisions are made rapidly. Because these factors do exist and produce tensions which influence effective delivery of service, it is important that a means be developed to minimize stress and facilitate service delivery.

Recognizing these factors, we at the Greenhouse, have developed a system of staff support which seeks to provide individual staff members with a variety of ways to maintain the sensitivity to others, high energy levels, and opportunities for exposure to new ideas which make our program what it is. We have found that this system works for us; although we are continually reassessing and modifying as we change and grow. The following staff support activities are not ranked as to importance or significance. We see them as a total integral system.

Peer Supervisions

Core to the system of staff support is peer supervision. Peer supervision occurs both informally and formally throughout the entire program. However, the primary mechanism is a daily meeting, open to all staff members but primarily attended by counselors, where plans and observations about residents, ex-residents and families are discussed. It gives each person an opportunity to share perceptions, impressions, and feelings about his or her client with other staff. Feedback and suggestions are freely given, although the counselor who has primary responsibility for the case has ultimate responsibility for case planning with the client. The individual counselors are given many strokes as well as constructive criticism and suggestions. We have found that objectivity gets lost many times when we are involved with our individual client, and that this method of peer supervision helps to place our subjectivity in perspective.

Consultation

At the Greenhouse,we have two consultants who assist us in staff training and objective perspectives on the program. One consultant is a psychiatrist and the other is a social worker specializing in group work. Both share with us their specialized knowledge in such areas as normal growth and development, pathology, group dynamics, etc. Because they are not intimately involved with the program, they also bring a fresh view to our direct delivery of service, programmatic issues, and planning for future services.

Supervision

Each staff person meets once a month with the director for an individual supervision which deals with any issue relating to themselves or to the program. This provides staff with an opportunity to deal with problems of individual concern and with issues which may not come out in a staff meeting. The supervision time is not for performance evaluation, although feedback is given in both directions. Its purpose is to strengthen the program by acknowledging the range of personal issues which relate to it.

Staff Meetings

Staff meetings are held with the entire staff every two weeks to deal with issues related to the structure of the program and the administration of the house Cases, as a rule, are not discussed. However, the meetings may deal with what implications for services emerge from our observations and impressions of the youth served. The staff meetings assist in increasing open communication, flow of work, continuity and collective effort.

Collectivity

Because all staff have an investment in the program, we make all decisions relative to the operation of the program collectively. This lends itself to a shared responsibility and ownership of the program as well as to increased creativity. We have found that a viable, working collective is based on mutual trust and openness. Therefore, we strive to maintain these qualities in staff interaction.

Weekend Seminars

Once a year, we have a weekend seminar which utilizes a consultant to facilitate group process. This weekend is held out of town so that we can get completely away from familiar surroundings and be together as a staff. The facilitator usually has skills in a treatment modality such as Gestalt. This process includes working through unresolved conflicts, discovering how to better give each other much needed strokes, and learning group process. The end result is that everyone becomes much closer to one another as a group. One of the most important benefits of this experience is the development of trust which leads to open communication.

Social Interaction

Because those of us who work in crisis services share many values, philosophies, and life styles, we find we enjoy each other's company socially. We regularly, but not exclusively, have parties and other shared social activities which contribute to a relaxed openness, which facilitates sharing. Informal gatherings contribute greatly to breaking down barriers to communication.

Conferences

As much as is possible, staff are encouraged to attend conferences where they can be exposed to other disciplines as well as to other modalities of service and to knowledge about service delivery. By having reference points, one can better assess his or her own work and bring new creativity into the program.

Staff Exchange

An activity that we have used to increase our ability to deliver services is a staff exchange with another center. The person coming into our program brings with him or her different perspectives on how things are done, different philosophies, different approaches to treatment. This challenges us to validate what we have designed and generates ideas which improve our delivery of services.

To review, there have been two major components in our attempts to deal with "burnout," the nemesis of crisis work. One is to increase our knowledge base in order to be more effective in the services we offer. The second is to develop a sense of closeness with one another where the mutual trust and respect exist which can lead to open communication, sharing and honesty. This closeness permits individual staff members to feel confident in the delivery of services; at the same time, it permits an openness to creativity which encourages the delivery of services appropriate to each client. Interestingly enough, when staff closeness declines due to vacation, illness, or unresolved conflict, we find that our ability to cope with a normal crisis and to relate in depth with the youth is decreased. Finally, it is hoped that the combination of an atmosphere of closeness with the opportunity to increase our knowledge will provide staff with a productive, dynamic work situation in which they feel both a sense of accomplishment and growth. This will provide the staff with the support they need in order to maintain the intense degree of involvement required in crisis work.

A final ingredient in a system of staff support is for all staff to be clear about what the agency's goals and purposes are and to not make the assumption that everyone agrees with them. This is so important because all staff support must be put within the framework created by these goals and purposes or there will be no direction or focus for staff energies.

In summary, staff support has many facets ranging from formalized knowledge building to informal socializing. Our experience is that to maintain ourselves, we cannot concentrate at either end of the spectrum.

STAFF TRAINING

The Central Arkansas Runaway Program, sponsored by the Arkansas Region for the National Conference of Christians and Jews, is the first program in that state to address itself to the runaway problem. The program includes a toll-free statewide hotline, a shelter-care residential facility (stepping stone), and a support services program. Jerry Shurgar, Director of the project, contributed the following article on staff training.

....The Editors

STAFF TRAINING

W. G. Shurgar III

When the subject of staff training arises, too often programs think in terms of a magic model to fit all programs and solve all problems. That model does not exist and probably never will for human service programs. There are, however, certain principles for staff training design that can make the process more profitable. Since the need for staff training varies according to the program, each program must design a training package that will work for them.

There are three basic types of training that go on within an organization.

1. *Internal:*

   This training goes on within the facility itself and is either conducted by staff members or by outside resource people. This is the easiest type to plan for and the one most easily identified in a program.

2. *External:*

   This is the type that occurs when program personnel go outside the agency to specific training workshops, seminars, etc. These can be effective, but are often restricted by program budgeting or lack of awareness that they exist. This type of training should be used very carefully and with a great deal of planning so that meager budgets are not depleted by inappropriate courses.

3. *Osmosis:*

   This type of training is rarely recognized as even occurring, but each program has an information absorption and skill acquisition rate that occurs without formal structure. This occurs as the staff spends more time within the program and begins to refine their skills and expertise. By utilizing staff to train staff, this informal process becomes a recognizable portion of your training component.

STEPS IN DESIGNING A TRAINING PROGRAM

Too often training programs are designed on a crisis basis and not with real planning. For a training program to be effective, there is a process that should be followed that will allow for maximum effectiveness and will reduce wasted time and efforts.

1. Survey Program Needs

Basic program components needing training include:

a. Staff

b. Administration

c. Volunteers

d. Board of directors

e. Programmatic needs

f. Community

The most ignored area in training programs is the community. It is not enough merely to increase the skill level of the agency, you must increase the community's ability to use your services. This includes other service providers as well as the consuming public.

These surveys may be done by discussion, questionnaires, and written requests. All results should be written to give a tangible base for planning.

2. Refine Purpose

It is not feasible to create a college level training component within most programs, so programs must refine and condense their training to four specific purposes.

1. Skill-building

Skill-building affects both individuals and total agency capacity to deliver services.

2. General knowledge

In addition to "how-to-do-it" skills, there is a general knowledge or awareness level that must be maintained within the program and the broader community.

3. Staff cohesion

Too often staff are not aware of what other staff members are doing. This is particularly true of relations between the counseling and the administrative support section. Too often the direct service providers in an agency are not aware of what it takes to create a system that allows them to do their work. By allowing all staff to participate in cross-training, you eliminate the "them and us" syndrome.

4. Program continuity

As the community changes, so should the program needs. No matter how effective the program is today, there is always a better way to do it. The moment a program or staff begins defending today or the methods used yesterday, they render themselves incapable of serving tomorrow.

3. Identify Resources

Programs often fall into the trap of saying they have no money to implement a comprehensive training program. Resources do exist in every community that may be utilized for training. Before any program is designed, these resources should be identified and evaluated.

1. In-house skills

Each program possesses a wide range of expertise within its own staff. Tapping this knowledge serves two important purposes. The first is that staff will understand specifically what kinds of training and skills fit program needs and will not waste time with extraneous information. The second is that by sharing and teaching, staff members will refine their own skills and comprehension.

2. Community capabilities

Most of the other service providers in the community will be willing to exchange staff for the purpose of cross-training or joint skill-building. Programs should be contacted and a regular schedule of exchange visits arranged. There are also individuals working within many agencies who would be available to conduct specific training courses.

3. *Associations*

There are often training programs conducted by groups (such as Mental Health Association, Association of Classroom Teachers, Bar Association, etc.) that would allow the program staff to either sit in on their meetings or send a representative to their programs.

4. *Funding sources*

The majority of funding agencies have technical assistance components or technical assistance pools that the program may draw upon for training or funds to send program staff to workshops. These should be explored and cataloged.

4. *Planning and Scheduling*

This is the area where most programs experience difficulty. In-service training is not a "one time" program but is a continuous process of information gathering, dissemination and absorption. A plan should be developed, with specific goals and objectives, and then scheduled as far in advance as possible. Such planning assures that the training will meet overall program needs, rather than be reactive to immediate issues and problems. In addition, the program should constantly review training priorities and change this schedule, as necessary, to meet program demands.

5. *Do's and Don'ts*

Even though there are no hard-and-fast rules for staff training, avoiding problem areas is easy if certain things are understood.

1. Don't expect every staff person to attend every training session. It is not necessary and it is good for other staff members to be responsible for sharing the information with those who were absent. Too many programs cancel their training when one or two persons cannot be present.

2. Don't expect results without follow-up. If the material is not being utilized then the training is a waste of time. A constant review of program needs will solve this problem.

3. Do give every person an opportunity to demonstrate their special skills. For example, let the bookkeeper explain to the counselors the budgetary situation and why office procedures were developed the way they were.

4. Do allow for play time in equal proportion to training time - when the staff works hard they must have an outlet.

5. Don't confuse staff training with staff meetings. They are distinctly different and should be held on separate days.

6. Do invite board members and volunteers to staff sessions and vice versa.

7. Don't assume that a lot of money is needed for staff training - much is free. If you must send a staff member to a training session, do expect them to train other staff members upon their return.

8. Do a synopsis of specifics from each training session. These notes will facilitate the assimilation of new personnel.

9. Don't allow the training to become the "same old thing" session after session. Use variety and don't be afraid to be innovative.

10. Don't overlook the kids. They often have greater insight into a program than the staff. They can be trained and can offer a different perspective.

The main things to remember about successful training are that it is well planned; involves the total staff; attempts to meet as many needs as possible; and, most of all, it should be fun. The payoff from a good training program is not difficult to measure, and it results in greater skills, better service, and increased program cohesion.

STAFF BURN-OUT

Burn-out has long been recognized as one of the major occupational dangers of working in a runaway project. We are pleased to include in this manual Dr. Herbert J. Freudenberger's authoritative article, "The Staff Burn-out Syndrome in Alternative Institutions," which first appeared in Psychology: Theory Research and Practice. In this piece, Dr. Freudenberger discussed the dynamics of burn-out, its different types, its symptoms, and methods of prevention and alleviation.

Dr. Freudenberger is a psychoanalyst in independent practice in New York City, Coordinator of Mental Health Services for the Hispanic Therapeutic Community and Staff Training Consultant at Covenant House, a runaway project in New York. During the past ten years Dr. Freudenberger has engaged in staff training and consulting with hotlines, runaway houses, free clinics and therapeutic communities and has worked extensively with drug addicts and alcoholics. He was a founder and Director of Psychological Services of the St. Marks free clinic in New York City and worked in the Haight-Ashbury free clinic.

....The Editors

THE STAFF BURN-OUT SYNDROME IN ALTERNATIVE INSTITUTIONS[1]

Herbert J. Freudenberger

Some years ago, a few of us who had been working intensively in the free clinic movement began to talk of a concept which we referred to as "burn-out." Having experienced this feeling state of burn-out myself, I began to ask myself a number of questions about it. First of all, what is burn-out? What are its signs? What types of personality are more prone than others to its onslaught? Why is it such a common phenomenon among free clinic folk, or is it also something that strikes all or at least most staff members working in alternative self-help or crisis intervention institutions? Does it happen with the same intensity to the professional volunteer and to the volunteer service worker? Or does it affect the volunteer and paid staff member differently? What can we do about burn-out once it starts? And what criteria can we build within ourselves or our working environment to help us to safeguard against this serious occupational hazard?

What is Burn-out?

The dictionary defines the verb "burn-out" as "to fail, wear out, or become exhausted by making excessive demands on energy, strength, or resources." And that is exactly what happens when a staff member in an alternative institution "burns out" for whatever reasons, and becomes inoperative for all intents and purposes.

Obviously, burn-out is not an exclusive phenomenon in self-help groups. It is present also in the addict who shoots up until he burns out and possibly dies; it is present in the speed freak when he reaches his maniacal speed runs and lives merely for the shooting up; it is present in the compulsive gambler, the golf freak, the overweight person, to name just a few. It certainly is present in industry and business. We all know the story

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1 This article first appeared in Psychotherapy: Theory, Research and Practice, Vol. XII, #1, 1975, and is used with the permission of the author.

of the ulcerated executive and what he has done to himself. What is different, however, for us in the alternative institutions is that we usually are fighting a battle on at least three fronts - we are contending with the ills of society, with the needs of the individuals who come to us for assistance, and with our own personality needs.

The burn-out manifests itself in many different symptomatic ways which vary in symptom and degree from person to person. It usually occurs about one year after someone has begun working in an institution, because it is just about at that point that a number of factors begin to come into play.

One of the chief preludes to burn-out seems to be loss of charisma. The leader, for example, has begun to doubt his own powers to heal and to lead his staff. His staff also now takes him for granted, or has become disappointed in him because the "miracles" they expected him to perform for them and that he expected of himself as well have not materialized. Neither have the extent of changes that the staff hoped would be provided by the existence of the self-help or crisis unit. Even though in the beginning the leader did manage to do - namely, get the institution off the ground and keep it going - the charisma has dwindled, along with the initial "high" experienced by him and the others, and the amazement that was felt at first success. It is at this point that not only the leader but every member of the staff must take a good look at why he or she started working in the institution in the first place, what were the motivations, and what kind of trip one may be on - a self-fulfilling ego trip, a self-aggrandizement ego trip, or a trip to help to deny one's own serious personal problems.

Once we come up with an honest answer to these questions, we will have a better opportunity to cope with a potential burn-out.

But let us suppose that one has not been questioning oneself, and that a burn-out is slowly occurring within. What are the signs that begin to manifest themselves in burn-out? For one, there is a feeling of exhaustion and fatigue; being unable to shake a cold, feeling physically run down; suffering from frequent headaches and gastro-intestinal disturbances; this may be accompanied by a loss of weight, sleeplessness,

depression, and shortness of breath. In short, one becomes psychosomatically involved in one or more ailments. These are some of the physical signs of burn-out. I will get into behavioral and psychological signs later in this article. Another question to raise is, what are the different types of personality most prone to burn out in alternative self-help or crisis intervention settings?

The Dedicated and Committed Worker Burn-Out

Those of us who work in free clinics, therapeutic communities, hot lines, crisis intervention centers, methadone clinics, gay or draft counseling centers, women's consciousness raising groups, runaway houses, and any of the other self-help groups that are community based, are people who are seeking to respond to the recognized needs of people in a particular community. It does not matter to us whether the people we are seeking to help are black, hispanic, white, young or old. The need is there, and we respond. Those of us who work to help those in the community are there because we see ourselves as dedicated people in some ways, and as enlightened people in other ways. We see ourselves as enlightened either socially, or politically, spritually, or intellectually. Some of us are there to *gain* enlightenment - we are looking for some further personal identity or for a shift of our own life style. Nevertheless, we are there, first of all, to be of help, but also because we are struggling with our personal value systems, trying to formulate and develop different and innovative treatment approaches or communal living styles. But whatever it is we are seeking to do, we believe ourselves to be dedicated through our work involvement. We would literally rather put up than shut up. And what we put up is long working hours in the community, with a bare minimum of financial compensation, but hopefully with much personal gratification in its place.

It is precisely because we view ourselves as dedicated and committed people, that we are likely - if we do not watch out - to subtly get ourselves into a personal burn-out trap. The committed worker tends to take on too much, for too long, and too intensely. He must learn to recognize that in the very commitment he feels, there rest pressures from a number of sides. First of all, he feels from within himself the pressure to

accomplish and to succeed. Secondly, he feels from without himself the pressure of the needs of the population he is trying to serve - the desperate needs of the runaway, of the kid on a hot line call, of the frightened and sick and lonely young boy or girl, or old man or woman coming into a free clinic for health care, of the urgency of the addict seeking to shake his addiction. The emotional demands of all these needs upon us is tremendous. If these pressures are compounded by others - for instance, by an administrator who forces the already over-committed worker to play a statistics and numbers game with him because he wants "to look good in the community's eyes," and because, alas, he too is dedicated - then the committed worker had better watch out. He is in a three-way squeeze and will come down with a three-level burn-out. He will be at the mercy of his own needs, the needs of the population seeking help, and the administrator's needs.

It is at this point, that the dedicated worker's guilt, his feelings that he is a super-being helper, his desire for being of genuine help, pushes him ever onward to work even harder, because such a person believes that the only way to stem the flood of demands upon him is to put in more hours and more effort. What happens is that the harder he works, the more frustrated he becomes; and the more frustrated he is, the more exhausted, the more bitchy, the more cynical in outlook and behavior - and, of course, the less effective in the very things he so wishes to accomplish.

Let us remember that there are differences between commitment, over-commitment, involvement, and dedication. For me, over-commitment implies a total emotional or intellectual bondage to a certain idea or course of action. Whereas involvement implies mature concern and sympathy, interest in or even absorption by someone or something. Mature dedication implies devotion and consecration of oneself to a particular activity, pursuit, cause, or person. It is the overly dedicated and the excessively committed individual who will suffer. In order for us to be of help to others, we must feel concern, we must have a life of our own, and retain parts of our emotional life which remain entirely our own. Finally, we must be aware of our realities and limitations as human beings. If we are not all of these things, we are headed for a sure burn-out.

Another point to reflect upon is this: the population which we help is often in extreme need, and because of this they continually take, suck, demand. Let us be honest about it, and admit that the people I am referring to require a continuous giving on our part. And our feeding supplies appear, both to us and to them, to be endless. We soon learn, however, that this is a mistaken notion. The supply can - and often very quickly does - dry up. When *we* are empty, where do we replenish from? Too often, because of the nature of our work with the people who come to us, the single calls, one-visit therapies, we receive very little or no feedback. On top of this, if the rest of the staff is as busy as we are in running around, and slowly burning out themselves, we are certainly not going to receive good feelings or feedings from them. And so, another poor cycle is in the making.

There are other conditions of our work that can lead to burn-out. No matter how initially exciting our work may be, in time the boredom of the task and the monotony of the problems, complaints, the hassles for funds, the battles with the straight agencies, the police, or the local population - and our responses to these - can get the better of us. It is, therefore, critically important to the prevention of burn-out that there be a continued awareness of the built-in potential of boredom, frustration, and diminishing turn-on in the work. One way of circumventing these debilitating reactions is to have the staff periodically shift into different tasks. A clinician, for example, might get into lecturing in the community. The one who puts out the clinic's newspaper may go into training as a clinician or a hot-liner. A great attempt should be made, in other words, to make the job functions vary, in order to prevent the loss of a valuable person in terms of the skills he or she has gained while working with you. Too often I have seen a valuable person leave in disgust and disenchantment because he has burned out. This is as much the fault of the institution as it is that of the individual. We ought to always remember that the human being is more important than the task. If the task of the burning out staff member is that of turning out a newspaper, and he or shw is the only one who can, then it is better to have no paper at all, than to have that staff member burn out even more just to keep the paper going.

Another facet which is built into the work of an alternative staff person is the necessity of our being

constantly open and in touch with other people's needs and wants. Our own needs and wants are usually secondary. Theirs are primary. Furthermore, this openness to others is demanded of us on a constant, day-in and day-out all-hours-of-the-day-or-night basis!

To be open to this degree is a requisite for the staff of a therapeutic community. For example, they must be ready to give haircuts (verbal reprimands), probes, to call encounters, to have encounters called on them, to rap, to receive criticism, to be sympathetic, to be firm, to have patience, to ignore their own discomforts and preferences almost without respite. Obviously, when we talk to others of what we do, many object and say, "Well, that's an impossible way to function. You can't keep that sort of thing up." But the truth is that we do keep it up and are expected to do so. The plain fact is that the staff is expected to be much more open to people, more alert and emotionally responsive than may be advisable if looked at realistically. This is especially so when we compare what is required of the staff in therapeutic communities, with what is expected, say, in business, industry, politics, or in straight social agencies, universities, or hospitals. In those settings we are not asked to put our feelings "up front" and on the line every minute of our working time.

We should recognize that for some staff the act of suddenly leaving or splitting from a clinic is almost a desperate, last ditch effort at survival. Why is it that so few alternative institutions give people who leave good send-offs? There is in this almost an implied feeling that the splittee has done wrong in leaving. Why is it that we do not acknowledge all the good work that he or she may have done while there? Why do we not recognize that to work on the outside as a regular establishment clinician requires that one always be there, that one do research, work on statistics, be an administrator, serve in one of the clerical sections, or be out in the community, and that such a clinician's job has a built-in slack time-off period. But for the alternative insitution clinician, this is seldom possible or expected. We absolutely must recognize this reality for all the clinicians who work in self-help groups. Whether a clinician is a counselor, nurse, physician, psychologist, dentist, or what have you - the drain is the same.

A further point to consider is that the continual demand for openness leaves the worker quite exposed. I have observed on many occasions workers leaving a marathon or encounter after a few hours. They just couldn't take it any longer. The emotional strain was just too much for them. This leaving, this running off to Florida, Puerto Rico, the Caribbean, an island off Massachusetts, or just a nearby beach, is a direct consequence of burn-out after the horrendous and time-consuming, energy-draining experiences they have been through. In leaving, they talk of not being appreciated enough, of not receiving enough encouragement or praise. Before they leave, they have a way of going around seeking positive "strokes" (the word used for approval or compliments - pats on the head). Many feel that while working with the group so many personal feelings "got kicked off" or that so much repressed material has become more conscious that they must do something to handle them. Too often they feel that they have had "to stuff" these feelings and materials (in other words, to hold them in) rather than expressing them freely. If enough repression has occurred and not enough open sharing and approval gained, then the outcome is often a quiet depression, forlorness, or feelings of aloneness and loneliness - and ultimate burn-out leaving.

Furthermore, if the administrator, the directors, or co-ordinators are not alert to this need and dismiss a worker's open or covert begging for "strokes" as mere self-indulgence or childishness, or non-productive behavior, a burn-out syndrome can be started.

The Staff Member Who is Over-Committed and Whose Outside Life is Sub-Satisfactory

Another candidate for burn-out is the personality-type who uses the clinic as a substitute for a social life. It is so easy to become excessively involved in a free clinic, hot-line, or crisis-intervention unit. The atmosphere and the satisfactions can be so seductive that you find yourself spending even your free time there. But I view this over-involvement as a real danger sign indicating that the worker has given up trying to find meaningful outside activities and relationships. Thus, most, if not all, of the worker's gratifications will come from the institution. This individual will then give more of his or her time to the institution and work harder than anyone else. He

will become so enmeshed in the organization and its petty or not so petty quarrels that he will have little time left for himself and will soon lose himself. This kind of merging with the institution leads to an "attack me, attack my institution" attitude and to a loss of self.

As human beings we must have an outside life that is separate and distinct from our work life. We must have some space of our own, especially if we live and work communally. Many self-help groups encourage their members to live in the geographic area of the institution, often right in the institution or commune. They encourage this closeness in an attempt to promote the atmosphere and feeling of "family." They try to engender the "belonging" feeling that comes with doing everything together. We, they are saying, are the people we are seeking to help. But, in encouraging this physical closeness and exclusivity of interest and contact, we too often ignore the realities of private time, private living space, private reflections, private activities, private creativeness, and the constructive, rejuvenating, "feeding" aspects of privacy and of being allowed to be alone when we find it necessary to our sense of well-being.

The Authoritarian Burn-Out

The next personality prone to burn-out is the authoritarian, the type of individual who so needs to be in control that no one else can do any job as well as he can. Not only does this type tend to start a personality cult, but his having to do everything himself prevents others on the staff from receiving adequate training themselves. The authoritarian has another negative effect upon the institution - his "only I can do things right around here" attitude leads to cynicism, and bad rapping among the other members of the community. I personally had the unfortunate experience of working with such an administrator in a free clinic. He could not let go of anything. His need for control of the budget, the funds, the work, the doling out of methadone, the instrusion into all of our work, ultimately lead to mass staff resignations, as well as to his sudden running and leaving. He had overextended out of a deep personality need to control, and burned up in the process.

The Burn-Out of the Administrator

A special kind of burn-out, which is different from the usual staff burn-out, is the case of the administrator who, aside from any particular personality problems of his or her own, is genuinely overworked.

When the administrator first starts to work in an alternative institution (he may be the coordinator, the director, the leader, the head, or whatever title you want to give him), he works his tail off. He is usually the force that holds things together and keeps the machinery running. But in time, if safeguards are not built into his role, the director begins to believe that he is indispensable. Just as the authoritarian staff member does, the director isolates himself from the others. By this isolation, they prevent others from building any sort of expertise for themselves. For example, the director becomes the only one who can write a proposal, address the board, meet a reporter, confer with the mayor, handle staff training, approach the foundations for money and hold meetings with them.

The overworked administrator suffers still another source of burn out. Not only does overwork lead to physical fatigue, it also leads to boredom. For one thing, being asked to attend too many meetings, whether inside the instituion or outside, to repeat his fund-raising arguments before too many foundations, to train too many staff members - all this has a routinizing effect on him. The meetings and faces tend to fade one into the other. A solution? Try having others attend meetings once in a while or on an alternating basis. Give away some job functions to other staff members. Not only will you, as the director, benefit from this - everyone else will too.

Another very real cause of an administrator's burn-out is his having constantly to be wearing one of two hats. There's the "freak" hat he wears within the self-help community, and there's the straight hat he wears when he is meeting people outside the institution, such as the police, the city council, the Kiwanis or other funding represntatives.

Having to wear two hats puts the administrator's own psychic well being in jeopardy. This constant flitting back and forth, turning on and off like a TV switch, can be exceedingly draining and disorienting. Switching

may involve almost his whole person, and have to be carried to ridiculous proportions. He may have to change his attire, his appearance, his speech pattern, his mannerisms, and even his thinking patterns. For instance, to use the word "f--k" in a training session is fine - expected. But to utter such a word during a TV interview is not cool, to say the least. In order to guard himself against such a blunder - if such words are part of his usual, easy manner of speaking - requires a tremendous effort and concentration. Having to switch back and forth several times during the course of a week can accelerate his exhaustion rate. It leaves him wide open to burn-out.

It becomes, therefore, very important for the administrator to learn how to delegate functions. He must be sure that he doesn't allow himself to become a detriment to the institution. He must learn to share his griefs, his disappointments, his hangups, and his frustrations with the people he works with on his staff.

He must, let us face it, come to grips with the fact that he cannot be the whole show. He must relinquish his pre-eminent position and admit that his most productive role may be that of an interface person, one who is needed to act as a bridge between the outside (straight) community and the inside (freak) world.

The Burn-Out of the Professional

An especially difficult series of problems confronts the professional who decides to lend his services to an alternative institution. As I wrote elsewhere (1971, 1973) the professional - whether he or she be a psychologist, a physician, a nurse, a social worker, a dentist, and accountant, a lawyer, or an educator - needs to be aware of his tendency to over-identify with those he is working with and for, and that in the process he runs the risk of losing himself.

As professionals, we also need to convey to others our feelings of wanting to be needed above and beyond the skills for which we were trained and which we are qualified to perform. The physician, for example, must, therefore, be helped to break down his imposed self-image role, one that states that his responsibility is solely to tend to the body. If a physician continues to practice in his off hours the same functions that he practices in his everyday hours - even though he has volunteered to do so - he will soon experience the feeling that he is once again being routinized, or he may even experience a feeling that he is being ripped off - in other words, used.

We must, therefore, be very sure to remember that the professional working in the alternative institution is vulnerable. We must remember that he is often working for no pay and that he is there for reasons of personal gratification. If he is forced, then, to perform the very same duties at night that he performs during his ordinary work-day hours, he will eventually feel abused and disenchanted. It is obvious that the professional who wants to give his skills free or for a small remuneration to a self-help group must be made to feel that he is able to be of service in both his own professional functions and in others for which he is allowed to prove he is also qualified. I remember in one instance where a physician wondered why he was never asked to help write a proposal for funds. He asked me whether I thought that he could not be of any help. This man wanted very much to be seen, not just as a physician, but also as an involved human being working with others to bring about change in our society.

A further very real factor contributing to burn-out for the professional is the *number of hours* he or she devotes to his profession during the day and again at night. His volunteer work literally means that he is holding down two jobs, and most likely giving more than full measure to both. I know for a fact that one of the reasons I burned out the first time was that I worked a complete day (perhaps ten or twelve hours) in my independent practice as a psychoanalyst, and then left my office to work in the free clinic until midnight or later, only to return to my office the next morning at eight. Exhaustion or collapse was sure to follow. I found that it just was not easy to leave the clinic at night. There was just too much to do. On the one hand when we started the free clinic in New York City, we first had to become aware of the needs and problems of the many young people coming in (Freudenberger, 1971). Then it was necessary for me to train the many high school and college people in the techniques of crisis intervention, counseling, and on the third hand, I had a very real problem with an immature administrator. Trying to balance all these forces, and attempting to build a cohesive clinic staff just became too much for me. After about one and a half years, I found myself in a state of physical exhaustion, too tired to go on vacation with my family, easily irritated, found it difficult to sleep and just had to leave the free clinic entirely in order to get myself together again. I took off one month, spent

time thinking and writing about my feelings, some of which I published (Freudenberger 1968, 1972), and the rest I kept for future thinking. I found that it was difficult for me to share my feelings with other professionals since at the early stages of 1968, so few had been working in alternative institutions, and really did not understand what I was undergoing. Their advice of "leave the place, it gets you so upset," was not sufficient for me. I had invested too much, needed to leave, but also needed to understand and mourn a deeply felt loss.

The Signs of Burn-Out

As I indicated earlier, there are the physical signs of burn-out. There are also the behavioral and psychological signs of burn-out. For example, the person who used to be a talker, now remains silent. We notice that he used to contribute to staff meetings, but now he sits in a corner and says nothing. Why? He may have become resigned to a hopeless situation. He is fatigued, bored, resentful, disenchanted, discouraged, confused. He feels futile and fed up, and cannot talk about it.

Other behavioral signs of burn out we should consider are, for example, the quickness to answer and instantaneous irritation and frustration responses. The burn-out candidate finds it just too difficult to hold in feelings. He or she either is, or feels, so overburdened, that the slightest occurrence can set him off...a word, a felt slight, a small disappointment, not to mention an outright tirade, criticism, or abuse.

With the anger such an individual feels, there may also be a suspicious attidue, a paranoia that evolves. The burn-out victim begins to feel that just about everyone is out to screw him - and this can include his own brothers and sisters on the staff.

The paranoid-like state may also be heightened by feelings of omnipotence. The victim now feels that he or she knows it all, has been through it all, has experienced every kind of rap, every kind of con man or woman around, has handled it all before.

With these feelings of omnipotence, another real danger manifests itself - risk-taking. The burn-out person will begin to take risks too readily. He begins, for example, to place himself in counseling situtations

that might be much too dangerous for one person to handle alone. He begins to think he can handle a speed freak, for example, all by himself in an apartment away from the clinic. Or, as happened in one instance, go out, late at night, to an abandoned parking lot to meet with an addict he hardly knew, who had called and dared him to come out and get him in for help. This sort of almost flip attitude towards the seriousness of counseling and helping people, and the real risks and danger involved in some of the work being done by a burnt-out man, places everyone's safety in jeopardy. At points, I have noticed that the risk-taking behavior may even sometimes border on the lunatic. It has often appeared to me that the "crazy" behavior of the burnt out person has something in it of a necessity. He seems to *need* to do something that is out of his routine, even if what he does borders on the crazy - it is at least different.

With those individuals who are prone to psychosomatic symptoms, an excessive use of tranquilizers and barbiturates may come about. These are taken under all sorts of guises and excuses - to get rid of a cold that lingers too long, or so as to be able to sleep better, or to relax and become less up-tight. Unfortunately, the symptoms and their "cures" are delusionary. The person is burnt out and requires some time off. An irony that I have observed is that the burn out person who is working among drug addicts, begins himself to become something of a con man as he "requisitions" the pills from the institution's pharmacy and doctors.

Some Personality and Behavioral Symptoms of Burn-Out

One of the more serious personality manifestations that merge with burn-out is rigidity. The person becomes "closed" to any input. His thinking becomes inflexible. This rigidity is indicated not only in the risk-taking behavior that I have described, but he is also stubborn and resistant to any change, digs his heels in whenever new plans and concepts are introduced. Change is threatening to an exhausted person. The least little demand upon him that involves a change in his way of doing things - even constructive shifts - becomes inconceivable to him. He will fight the change and block it very inch of the way. Naturally if it is the administrator who is burnt out or a senior staff volunteer, then the rigidity resulting from unrecognized overwork can be very destructive to the entire group and to more creative progress.

One solution may be to have some other respected member of the staff sit down with the individual and try to help him see what is happening. Show him that a point has been reached where he must take some time off. Occasionally this works; more often it does not.

One thing that should not be suggested to the one who has burnt out is that he get his head together by entering an encounter group, or to call a staff encounter on him, or even worse to send him off on a weekend marathon. The burn-out individual is in bad enough shape. So that when he refuses to go into an encounter group he is merely saving his own life. He may be instinctively aware that his personal survival would be threatened in an encounter group. The encounter group experience is tremendously draining on the emotions, and would be especially so to one who has burnt out. What he needs at this point is understanding, comfort, support and building up - and love. What he definitely does not need is to be torn down. I remember that at one point (Freudenberger, 1973) some of the counselors were faced with having more demands made of them during this horrendous experience than they could rationally handle. Their response after the marathon was to run away or resign.

Another personality indicator of burn-out is a totally negative attitude. The burn-out becomes the therapeutic community's "house cynic." Anything suggested or attempted by others is bad-rapped. In their negativism the burn-out seems to be expressing his own depressed state of mind. "What good would this or that do?" "Who gives a damn anyway?" "Nobody appreciates what you do for them, so why do it?" "Why bother? Forget it." "It won't work, I should know, I've tried it."

A sign that is difficult to spot until a closer look is taken is the amount of time a person is now spending in the institution. A great number of physical time is spent there, but it is not quality time. The burnt-out staff member really just hangs around. He works harder and harder, and longer and longer, and does less and less. He wanders aimlessly around in the facility. He does not seem to know what to do. He does not like what he has been doing, so he does more of it - less well. He flounders, bungles, makes wrong decisions. His actions are really saying, "Hey, someone, look at me and help me, I'm in trouble," but when you approach him, he denies that he needs help.

Some Preventive Measures

Through careful observation and evaluation, there are some things that can be done to prevent burn-out. I would like to share some of them with you.

1. As volunteers come in offering to help, you can, through a training program, sift people out - or rather help them to sift themselves out. Some will not last the training cycle and so rule themselves out for you. It is quite possible that these people, if they would not have undergone a training period, would just have entered, worked more or less well, ultimately left on their own or burned out rather quickly. Each person who leaves a self-help setting, especially early in his work contact, can act as a depressant to the rest of the staff. So the more you can guard yourself against a rapid turnover, the better for everyone.

2. Help your training staff to judge and evaluate the difference between a realistically dedicated or committed person and an unrealistically dedicated person. They may be good people, but you must find our their individual motivations. Why does this person want to work in your facility? Is he or she there to help or to run a trip on the facility? If he is there to help, be honest with him and point out to him your institution's philosophy, what the work will take out of him, and what he can gain from it. In other words, be straight with the volunteer. It is also a good idea to try to ascertain what his energy level is. Ask him questions about his health, his routine. Does he become ill often? Catch many colds? Did he ever have mononucleosis? Hepatitis? Does he need a lot of sleep? Does he pursue some active hobby? If his energy level is low, then working in a self-help group may not be for him, and you may be doing him a favor when you ask him to reconsider volunteering to work in an institution such as yours, that is such an energy drainer.

3. Avoid sending the same staff member into a given job situation, over and over again. For example, fund-raising may be a very frustrating experience. Don't make the same person try to get funds time and time again. Don't ask one person to be on the speakers' bureau every time, or to relate to straight agencies, or man the hot line. Rotate functions as much as possible. Avoid the monotony and routinization

of sameness. Some of your staff members may have left the establishment business world just because it was too routine for them. Let us not then transplant these people into situations which are just as routine. Let us not run the alternative institutions in the same dehumanizing manner as the business world runs itself.

A suggestion along these lines is if someone shows signs of beginning a burn-out on a particular job, and you want to keep him working with you, give him something entirely different to do from his usual task.

4. Limit the number of hours a single person works for you. Build in nine-hour shifts, if it is a therapeutic community. Don't let people exceed their nine hours, except in cases of emergency. If there are too many emergencies, find out what is really taking place. Is a staff member promoting emergencies in order to have to work and stay longer? Or is it something that's wrong in the facility? Make sure that no one individual *always* works nights, for instance. And stagger people's hours. If someone comes in oftener than required or puts in more hours than his share, find out why. Is it because he has nothing else to do? Insist that people take their time and evenings off. This also means that you don't always call the same people in for "emergencies" or have them be on call. Time off means time off.

If you are manning a rock festival, for example, or because of crisis work you function on a 24-hour cycle, then a good idea is to have people work six hours, rest two hours, work six hours, rest two hours, and so on. But then, you must insist that the two hours off be used to rest. If this kind of pattern isn't insisted on, burn-out is very rapid. If you are working at a rock festival, burn-out can be compressed and condensed over a three-day period. One time, at a rock festival, I observed the same signs of burn-out within three days as I saw in self-help groups after a year or more.

5. If you are working in a collective, then a sensible approach may be to work four weeks and take the fifth week off. And in addition to this, work three months and take the fourth month off (with pay or shelter, of course). Also, feel free to let the members of your group take time off just because they want a night or a few days for themselves.

6. It is very important for a group working together to feel together as a group. This means that no one member of the working force is allowed to get so far out on his own that the other members lose touch with him or he loses touch with them. He may have, over a period of time, gone so far away from the group that when he is burning out, he cannot come back to reach out to anyone.

7. Share your experiences with others and see to it that your staff members share experiences with one another. Talk about how you felt when you were burning out. Listen to others who have burnt out at one time or another.

8. It can be very helpful to give someone time off to attend a workshop, as long as it is a learning experience and not an emotional encounter experience. For one thing, this enables him to get away for a while, to be in other surroundings. And for another, he may find the workshop stimulating, inspirational, and truly valuable to his work. If you do not have the money to send people away, then have workshops and training sessions in your own institution from time to time.

9. Also, to help avoid staff burn-out, you may have to consider getting more volunteers. With your present staff, too few people may be attempting to do the work that requires many more people.

10. Another good technique is to encourage your staff and yourself as well to get in a lot of physical exercise. If you want to run, then do it. Engage in any activity that will make you physically tired. Many times the exhaustion of the burn-out is an emotional and mental one. It is this type of exhaustion that will not let you sleep. That is why it is not always a good idea, in my opinion, to shift into meditation, or yoga, which cause a mental dropping inward. Introspection is not what the burnt-out person requires. He requires physical exhaustion, not further mental strain and fatigue.

How to Help Someone Who Has Burned Out

The first, most logical step to take would be to ask the burnt out man or woman to take a long rest away from the institution. If the institution is a collective, he continues to be taken care of as long as need

be. If he is a volunteer, then have him take the time away from the facility, even if it is a month or more that he needs.

Of course, since there are various stages of burn-out, any one of the preventive measures I mentioned may also be used to help the person who is in the process of burning out and who has not yet quite burnt out completely.

Of utmost importance in helping someone to overcome a burn-out is support. He must have a support group around him. He must be helped to leave by people who love him for what he is and who realize that the only way they can really help him is to help him to see that he must leave for a while. His leaving should be viewed by them as positive. They should not make him feel it as a failure on his part.

If burn-out comes as a consequence of a loss of an ideal, then you most certainly need sympathy and support. If your idealism, the very motivation that lead you to come into an institution as a volunteer, has been lost, then the burn-out has also within it the dynamics of mourning. Something has died. There has been a real loss. This loss may not only be the absence of some good people whom you are no longer seeing as regularly as before, but it may also be the loss of something within yourself, something you treasued and valued - your ideals. You will then need time to replenish that loss, to find new good people to surround yourself with, new activities to give you gratification. Such a burn-out is difficult to overcome because it has been made even more complicated by adding to exhaustion both grief over the loss of your ideals and anger, which is always present after grief.

As for me, I have always had an awareness of the ever-present danger of burn-out and its hazards. You might say that, as with a rattlesnake, I have a healthy respect for the burn-out phenomenon. It is a formidable enemy. A real killer. I am always on the look-out for it. It is something we can all be prone to. I myself have been through it twice - once in a free clinic setting and another time in a therapeutic community.

What is important to reflect upon is that some individuals, I believe, are driven to burn-out and will

always burn themselves out in one way or another. There are some variations, however, in burn-outs, even in the same individual. There are, for example, longer periods between each subsequent burn-out after the first. The first is apt to happen quickly. But in time, you learn how to pace yourself. You become more self-protective, more cautious. You acquire more of a self-interested attitude. You function more and more on the outside of the facility. You move more in the direction of being involved with and yet in some way less intimately and emotionally committed to the institution. But eventually you may burn out again, only it takes longer this time, and the burn-out is not so devastating. The cycle seems to resemble the manic-depressive cycle, except that burn-out is usually not as intense or self-destructive, or as hard to prevent or treat.

Just a few more brief words before closing. This in regard to the burn-out of a whole agency. In this instance, the total staff of one agency is so "committed" and is so self-sacrificing that its entire staff and resources burn out almost at the same time. One solution to agency burn-out may be for the agency to close shop for a while, to take a vacation for a period of time, in order to be able to re-evaluate itself, find out where it is going, what it hopes to accomplish, whom it wishes to help, and at what cost to itself. Sometimes a solution is to reorganize in terms of priorities, energies expended, philosophical orientation. Or a new leader may be the solution. At other times, the agency's shutting down for good may be the only solution to burn-out. It may have accomplished what it set out to do, and it now may have reached that point in its life to close shop completely.

Solutions to burn-out are not simple, whether they be on an agency or on an individual level. The very nature of alternative institution work almost guarantees that burn-out will take place. Hopefully, we will in time learn better ways to help people without its requiring such a terrible cost not only to the helpers but to the numbers of people in the communities who put their trust and hope in those who perform the helping tasks.

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BOARD

The Youth Shelter of Galveston, Texas has been providing shelter and crisis counseling services for youth since 1972.

The program enjoys substantial community support. It has a well-developed volunteer program, a counseling program, and a functional supportive Board structure.

June Bucy, who contributed the following article on "Bored With the Board," is the Director of the Youth Shelter of Galveston. In it, she gives practical suggestions for how runaway programs can establish and use a Board to their best mutual advantage.

....The Editors

BORED WITH THE BOARD?

June Bucy

Boards set policy; staff carries it out. That sounds simple enough, but those who have served either as board or staff members of alternative agencies know that it is never quite that clear or easy.

To begin with, both board members and staff people come from somewhere and have their own needs and expectations for the program. Often in innovative, responsive, crisis intervention agencies, ideologies may be very diverse and very strong. But realities pose problems as well: the needs of young people are complex and cut across our preconceived notions of what youth should need. Then there are the demands of maintaining the system's equilibrium. One side of the maintenance problem is keeping the lid on day-by-day as one individual's crisis after another builds into a structural crisis and results in staff burnout. The other -- never to be forgotten and seldom to be fully conquered -- side is finding the money to keep it all going.

But, just as the woodsman who has an hour to cut down a tree may spend the first fifteen minutes sharpening his ax, so we runaway house people need to take time to prepare for the job we're committed to do.

It is wise to consider what the tasks of the board will be before it is set up. Are the members legally responsible for the program, or are they an advisory group? This is crucial to understand when the runaway house is part of a larger organization that has its own board. Is the board to participate actively in the program, working with the runaway and making extensive commitments of their time? Are they to remain relatively aloof, making judgements on the basis of the director's reports and recommendations, or are they basically the program's public relations statement to the community with fund raising as their major job?

Before by-laws are written and a board is appointed, these questions need to be answered. It cannot be assumed that a board will be willing, or even able, to do <u>all</u> these things.

When the goals of the program and the purpose of the board have been determined, people are selected in line with those purposes. It is well that some of the people who helped "dream up" the program continue as members of either the Board of the staff. Without this continued contact, the program may never become what it was intended to be, and the original planners will never know what changes were made and why they seemed necessary. (I could tell you a long saga of Galveston at this point, but if you'll heed my warning, I'll spare you the details.)

A board should represent the varied elements of the program constituency. To insure that this happens, list those characteristics of your community that you wish to include and select prospective board members who represent a balance of these qualities. It helps to make a chart. The chart may be the private business of a nominating committee: certainly, once a person is selected, he shouldn't be made to feel he is playing a role.

The following chart (see Figure 1, page140) shows what I mean. This board has as its main function the supervision of the program through the director. While it is expected that the names of some board members will be useful in attracting money, an advisory panel of bankers and wealthy people will be asked to plan a fund raising campaign. The board, therefore, draws heavily on community expertise.

This is a very young board. There are no Mexican-Americans. The inner city is not represented. There is no one with expertise in real estate. These factors should be addressed as the three new members are selected.

The time and frequency of the board meetings need to be set before members are asked to serve. The board is to meet as a deliberative body, and attendance is a must. If you have people with interest in your program and special expertise that you need, but who cannot attend board meetings regularly, you are advised to have them serve on committees instead or to help when they can. "Experts" sending word in or coming to meetings only when their expertise is needed can set up a bad reaction from those who participate regularly because they might feel that their contributions are being downgraded.

Figure I.

ANALYSIS OF BOARD OF THE RIGHT WAY RUNAWAY HOUSE

Criteria	Present Board A	B	C	D	E	F	Potential Board G	H	I
Age: under 25		X	X						
25 - 35	X			X	X				
over 35						X			
Residence: west end	X		X	X					
south side		X			X				
inner city									
unincorporated						X			
Ethnic: black			X	X	X				
white	X	X				X			
mexican-American									
Sex: women	X			X		X			
men		X	X		X				
Expertise: personnel		X	X						
counseling	X	X			X				
finance			X	X					
legal	X			X					
real estate									
civic leadership	X	X			X	X			

There needs to be a balance of strength between the board and the director. A strong board cannot make up for a weak director, and a "gung ho" director and staff cannot carry the total program in the community. The program is a team effort and everyone has a part in it.

You need written documents: a constitution and by-laws, a list of policies (personnel, fiscal, client eligibility, etc.), and regular minutes. These documents, along with a current list of board members and committees, budget and financial reports, a staff organization chart, and program data, need to be in the hands of all board members. I see it as a staff responsibility to see that board members have a packet of these materials and that it is kept up to date. The mechanics of who pulls the information together or suggests the form of policies, etc., can be worked out within each agency. It is great if a board person will take the time to do these jobs, but even if the director has to do the packet - time will still be saved by having it done! (I take the initiative in presenting proposed policies. The board may suggest changes in form or content, but they know where I stand and what I think is practical for our program.)

The director's report is an important part of every agenda. I use a written report in a narrative style, but with spacing and headings that make it easy to find the material as we discuss it. Selecting the appropriate information is crucial. The board should not be uninformed, but they don't need to get bogged down in details. I try to give the board a picture of what has gone on in the program during the month and what is expected in the future. Some material is "For your information." Other material has the caption, "For your decisions." I try to capture in the reports the spirit of the program - the excitement, challenge, discouragement, or problems. I try to create a feeling of confidence - that I know what's going on and can answer questions; and also a feeling of openness - that all questions are welcome and can be discussed in depth, if necessary. Several times during the year other staff people report on their parts of the program to the board. This helps staff and board know each other better. All the written materials are available ahead of time for study.

The board needs to review the past and to plan for the future. The major portion of a board meeting should be used for discussion and decision making. Necessary changes in policy or program development require a process of deliberation. Consequently, good by-laws build in a self-correcting factor which requires a judicious time lag before major changes are put into effect.

It takes time to build up a trust relationship that allows board and staff to function together smoothly. Gestures of confidence and strokes for jobs well done add to the commitment level of board and staff; it should be a mutually satisfying experience. But it should be constantly brought to the attention of the board and the staff that the primary purpose of the program is to benefit the runaway and their family. With this goal you can hang in and fight a good fight - with board and staff as a winning team.

HOUSE MANAGEMENT

We called on Ron Clement, Director of Diogenes House in Davis, California, to write the article on house management. Diogenes was founded in 1969 by a group of concerned teenagers, college students and local parents. It has evolved, under Mr. Clement's direction into an agency which, in addition to having good community support, enjoys an excellent reputation among practitioners in the runaway youth field.

....The Editors

RUNAWAY HOUSE MANAGEMENT

Ron Clement

Runaway house management is the process used to make, and then implement, decisions within the program. At Diogenes House in Davis, California, house management involves several distinct entities: the Board of Directors, the Project Director, the direct services staff (including counselors, house-parents, and volunteers), and those receiving services (clients).

Funding agencies and the general community also have significant impact on our decisions. Each entity has unique perspectives, biases, and desires. We believe the key to efffective management is maintaining a harmonious balance and positive interplay among everyone involved. Other than trying to generalize to other programs, the focus herein will be on our experiences. My hope is that our approach will be of some help to other runaway houses.

Background

Diogenes has been in operation as a youth crisis center since June of 1969. Like many "alternative" youth serving agencies, our initial focus was on teenage substance abuse. By mid-1972 we realized two things. First, substance abuse is almost invariably symtomatic of more serious personal or interpersonal problems. If we wanted to be an effective program, we were going to have to address client needs in a more wholistic manner. (A drop-in center providing beadwork, pottery classes, and body painting really isn't an alternative to substance abuse.) Second, we could not sustain our program on drug monies alone. (One of my first recollections after becoming Director in September, 1972, was being asked by the city council "....if we had solved the drug problem yet.")

From 1972 through 1975 we actively worked to divorce ourselves from a "drug program" identity. Apparently we were successful. We were able to secure total program funding from local sources, and were able to expand our services to any youth or family in crisis. In 1975, we secured OYD funding that allowed us to include shelter-care in our services.

Diogenes is currently located in a two-story fourplex. The upstairs is a temporary shelter for six runaways. The downstairs contains our hotline, offices, and counseling rooms. The staff includes a director, administrative assistant, business manager, two caseworkers, two house-parents, a volunteer coordinator, three teenage staff aides, and about forty volunteer counselors.

I will explain our management processes from both philosophical and structural perspectives. I will also discuss how each entity participates in decision-making.

Management Philosophy

Group-centered decision making is at the heart of our management philosophy. Whenever possible, two or more individuals make every decision. Who participates in a decision is determined by who is most affected. We believe, and practice, the philosophy that anyone affected by a decision has the right to participate in the rendering of that decision.

We do recognize, though, that certain decisions are beyond our ability to affect. For each entity - the board, the director, direct services staff, etc. - there are external factors which preempt certain decisions. For the board there are the requirements of funding sources. For the director there are the policies set by the board. For direct services staff there are minimum service standards that must be maintained. For clients there are the restrictions imposed by their own problems and needs, and the ability of the program to address those needs. There are two ways we minimize the effects of external factors. First, each staff member, or client, is given broad discretion in deciding just how to go about meeting their responsibilities. Second, everyone has the opportunity to participate, fully and equally, in major decisions affecting the entire program. For example, everyone participated in our decision to apply for OYD funding. Hence, they all had a pretty good idea, in advance, of what restrictions would be placed upon us if we were funded.

Our management philosophy also includes a strong deference to how the general community feels about what we are doing. We do not make decisions which will generate significant, vocal community opposition. We recognize that long-term program viability depends upon local support and funding.

For example, nearly a year before we even identified OYD as a possible funding source, we worked with a broad cross-section of the community in determining whether or not a runaway shelter was needed and wanted. When we actually applied to OYD, we had overwhelming community support.

We take extra steps to insure that everyone in the program is sensitive to, and aware of, the community. Paying attention to where the community's at, of course, limits our total range of decisions. We feel, however, that this limitation is necessary and positive in terms of program viability.

Organizational Structure

Most of us are well-conditioned to vertical hierarchies in organizations. At Diogenes, the official chain of command progresses downward from the board to the director to the staff. We do not believe, however, that this type of downward progression maintains the type of program and services most desirable for both staff and clients. In practice, the board, the director, the staff, and clients cooperate and interact as much as possible in making decisions.

A lot of the energy of Diogenes' founders - teens and college students - came from a rejection of what they considered "establishment" values and structures. Foremost in their beliefs was a rejection of traditional hierarchical structures. For the first three years of operation, the counseling staff and clients held all the power in the organization. The director implemented staff decisions and the board sat in an advisory capacity. Since 1972, we have tried to maintain the positive aspects of this approach while establishing, where necessary, more realistic and practical management and decision-making procedures. Centering all the power in the staff created two problems. First, the staff, as counselors, were often unaware of, or insensitive to, the business-related matters. My predecessors, as directors, were selected by the staff alone. In general, they had little administrative or business know-how. When I came on board, I discovered that such things as records, reports, fund raising, and community relations had been given little, if any, attention. Second, the counseling staff was often unwilling or unable to act on matters critical to program survival.

Currently, we try to approach house management in an integrated and balanced manner. We have established a number of safeguards to prevent anyone from taking full control. For example, the direct services staff members have the authority to veto any decision by the director. Their veto stands unless the director obtains a reversal from the board. The director, on the other hand, has the authority to veto any staff decision. Such a veto is automatically appealed to the board. This process encourages the director and staff to work together and keep each other informed of what they are doing. We have never had any decisions appealed to the board.

Overall, our structure seems to work. Of course, it can become very time consuming and inefficient. We reduce inefficiency by defining, as clearly as possible, who has the authority to make what decisions.

Board of Directors

The board is legally responsible for our activities and has the power to set program policies. For board members to be effective decision-makers they must be kept fully informed of what we are doing. The responsibility for educating the board is shared by all staff members. Thus, the board is exposed not only to the director's administrative perspective, but also to that of staff actually providing services. At board meetings, anyone is welcome and encouraged to participate fully.

The Director

The director occupies the key middle-person role in the management structure. He has the dual responsibility of representing the staff to the board and the board to the staff. He must maintain a good working rapport with both groups. He has the responsibility for implementing decisions made by the board. Because these decisions do affect the staff, he must insure that a decision includes consideration of staff wants and needs. In many ways, the director has the responsibility for involving those affected in the decision-making process. If he does not, he will likely find himself between a rock and a hard place.

Direct Services Staff

The staff, including case-workers, house-parents, volunteers, and clients, meet regularly to discuss program service-related matters. New or modified procedures are discussed, written up, posted for one week, and then formally decided upon. Direct services staff have the authority to make decisions about case management procedures.

Within the staff, certain subgroups have the authority to make decisions directly related to their duties. For example, house-parents decide on rules and procedures pertaining to our shelter. Case-workers decide upon counseling procedures. Each subgroup, including volunteers, determines its own scheduling within the time frames requiring staffing. Matters that overlap or conflict are resolved at general meetings.

Clients

Clients have the right to participate fully and equally in any decisions affecting them. All meetings are open to clients with the exception of discussions about other clients.

Client participation has been an up and down phenomenon, particularly when we have faced funding crises. During these crises we have found it very difficult to attend to any matters not related to survival. Clients are also often unwilling to get involved in any matter not clearly related to their immediate problems. We are finding, though, that many former clients are returning to the program as volunteers.

You are probably thinking, at this point, that I have presented a very idealized description of our management processes. To a degree, this is true. Sometimes the director does have to make and implement decisions before the staff is fully informed, or can act. Usually, though, these decisions are dictated by external factors. If close contact and communication is generally maintained, then decisions of this type can be implemented without undue estrangement or conflict.

Our management approach works best in relatively small programs like Diogenes. As runaway programs grow and

diversify, it becomes increasingly difficult to maintain group-centered management and decision-making. Management by memo and vertical hierarchies are the prevalent approaches where face-to-face contact is impossible. Although it may take some extra time and energy, there are ways to avoid problems. Decisions can still be localized with those most affected.

For groups (or new program components) to be effective decision-makers, they must be given the opportunity to make mistakes, grow, and mature. Over a period of time, they will develop a unique identity best suited to their needs and personality. Directors, in particular, should see that the group gets the training and experience it requires. Directors should avoid attempting to get one group to conform to procedures which exist in a similar-though different-situation.

The greatest benefit we derive from our participatory management process is that our clients generally feel very good about coming to us. Over a period of time, each staff member comes to feel a sense of ownership in the entire program. This feeling is passed on to clients. The net effect is a fairly cohesive and, hopefully, effective program.

MANAGEMENT

Management, some would argue, is more an art than a science. There are no immutable laws or principles governing the practice of management; what works for one manager, when applied elsewhere (even under similar circumstances), may not work for another. Therein lies the art - and one would be hard pressed to argue with such a valid observation.

Nonetheless, arguments can be advanced positing the scientific side of management. Management, defined as the process of attaining objectives, offers some techniques for planning, organizing, staffing, directing, and controlling the endeavors of an organization. These techniques were born out of verified observations, which led to verified hypotheses, which led, or evolved, into a series of principles. Principles are used to explain causal relationships, the basic underpinning of any scientific search.

We have described, in short, what management attempts to do. It seeks to order varied and diverse elements into a process which efficiently and effectively moves toward the attainment of objectives; whether those elements are human resources, money, materials, or machines.

This brief foray into the scientific aspect of management is not meant to denigrate, in any fashion, those who contend it is an art. Like the behavioral sciences - psychology, sociology, anthropology, and psychiatry - from which it borrows, management is, at best, an inexact science. It is the application of the body of knowledge which has evolved from basic observations to fully developed principles that separates the successful manager from his/her less successful counterpart.

The conclusion is inescapable: management is both an art and a science, a melding of individual style with the substance of observed phenomena.

This chapter deals with the management of runaway programs from a perspective which recognizes the plurality of management and the complexity of runaway organizations. The contributors carry us through theoretical and practical avenues, winding from planning to evaluation. The intent is to give the reader a framework for understanding, analyzing and, perhaps, applying the artful principles and techniques of management.

PLANNING

A quick quiz. Which of the following is not a plan?

A) Objective

B) Policy

C) Procedure

D) Rule

E) Budget

Before you answer, think about how each is used in your runaway project. What are your project's objectives? Who sets policy and how? Does your project have rules and procedures governing the activities of staff, volunteers and young people? Who draws up the budget?

Robert Walker, the General Manager of ESC, discusses planning typologies in the following article.

....The Editors

PLANNING TO PLAN?

Robert Walker

Good planning is at the hub of every viable organization - from private industry to government; from school systems to runaway organizations. The process of planning, the development of a well-defined plan, must precede any attempt at providing services, marketing products, or initiating activities of any kind.

What is a plan? A plan, simply put, is an action agenda for meeting predetermined goals. The process of planning requires choosing, from alternatives, a course of action designed to attain preset objectives. Within this process, needs must be identified and assessed; resources to bear upon the needs must be discerned; goals and priorities must be set; programs to achieve the goals must be designed; and a mechanism for achieving feedback, for evaluating, must be established.

We often talk of plans without fully understanding the range of plans that exist and the distinctions between them. Without burdening you too much with the intricacies, we shall take a cursory look at objectives, policies, procedures, rules, programs, and budgets - all of which are plans with specific purposes and identities of their own.

Objectives

Objectives are the results which an organization or individual desires to achieve. Objectives are considered plans because they are predetermined - they are selected from among alternatives of a particular course of action.

It is not sufficient for a runaway project to believe their "objective" is to serve runaways. That is a lot like saying "saving souls" is the objective of religious institutions. It describes nothing.

Objectives may be clearly stated, quantified if possible, and placed in a form which allows for measurement. Unless an objective statement meets these criteria, there is no way to subsequently determine if it has been attained.

Which of the following statements would meet the criteria described?

A. To provide temporary residential services to youth on the run during this fiscal year

B. To provide temporary residential services to 100 youth meeting the eligibility requirements of the project as determined through the process of intake this fiscal year in order to reduce the incidence of crime against runaways.

Obviously, statement B more clearly expresses what the project intends to accomplish. It specifies how many youth, what types of youth, a particular time frame, and why the services are to be offered. At the end of the year, the project can measure its progress against this stated goal. Statement A, on the other hand, suffers from a lack of specificity, clarity and quantifiability.

It is imperative that all members of a runaway project understand and accept the objectives of the organization. Of particular importance, however, is the understanding and acceptance of their expected contributions to those goals. There are several simple ways to ensure a staff commitment to the objectives of the organization.

1. Have staff members and volunteers participate in the planning process.

2. Circulate the funded proposal and maintain it, later, in a central location for easy access by staff members or volunteers.

3. Conduct staff training on a regular basis.

4. Initiate a management-by-objectives program or an operational planning system.[1]

Policies

Policies set the frame for the decision making within an organization. Policies may either be explicitly

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1 Discussed in the section, "Management Tools for Runaway Projects."

expressed (as in the case of personnel policies) or may be derived from the actions or decisions of the leadership of the project.

The primary purpose of a policy is to set the parameters for decision making. Policies - as we shall shortly see - are not rules; discretion, within the bounds prescribed by policy, is allowed and usually encouraged. A manager in a runaway project who delegates authority can rest easier if he/she knows the subordinate's actions will be guided by the policies covering the endeavor.

Policy can only be set by the leadership of a project. Since most policies are not reduced to writing, it is essential that the control of who sets policy rests firmly within a very well-defined circle of individuals. In some cases, all policies are dictated by boards. In others, policy setting is the combined responsibility of the board, the executive director and first-tier supervisors. In the latter case, the board sets primary policy; the other levels set "deriative" policies (policies derived from the general guides established by the board).

Procedures

Procedures are those plans that describe the manner in which things should be done. Like their predecessors considered above, procedures are established in advance and are designed to cover the future activities of an organization. Unlike policies, which are guides to decision making, procedures are guides to action.

A further distinction between policies and procedures reveals that while policies express how decision making should occur to meet an organization's objectives, procedures explain how to effect those policies. For example, a project may have a policy of accepting out-of-jurisdiction kids. How those young people are registered for services, what the order of project-initiated services are and who performs them, fall within the province of procedures.

Rules

Rules are the simplest type of plan. Unlike the normative policies and procedures, rules prescribe a

required course of action. Rules are rules - there are usually no grounds for deviation from them.

It is possible for rules, policies, and procedures to harmoniously exist side-by-side. The project may, for example, have a policy of allowing each employee a two-week vacation. Procedures will spell out how the leave should be requested and other considerations necessary to implement the policy. Rules will further limit or define both the policy and procedures. A rule related to the example may state, "No leave shall be granted during the first week of the new school term."

Rules are also guides. However, one should keep in mind that rules specifically define what should or should not be done in particular circumstances.

Programs

In the human services "business" we tend to use the word "program" quite a bit - without understanding that a program is, in itself, a type of plan. A program is a synthesis of rules, objectives, policies, procedures, and other plans and activities required to reach a predetermined goal. Thus, we may speak of a fund-raising program, i.e., a program with rules, procedures, objectives and the like, designed to reap a preconceived amount of funds.

A runway project may have a number of "programs" within its aegis. There may be a program for single mothers, for drug rehabilitation, for mental health services, or for volunteer training. Like other plans, programs must be definite in nature; decisions made, or actions undertaken, should be predicated upon their contribution to the organization's objectives.

Budgets

Believe it or not, a budget is a plan - a very (some of my colleagues might suggest the most) important plan. The budget depicts, in financial terms, the end results of a project. Although a budget is often considered a control tool (it is), the process of developing a budget is planning; the process of laying out the financial goals is planning; and the financial parameters established by a completed budget are a plan.

Of all the plans we have explored, a budget is closest to a "program" for it too is a complex of rules,

policies, procedures, and objectives. A line item budget, for example, specifies what may be spent in each category to achieve the objectives established. A budget is our roadmap, describing in numerical form, where we want to go and how we "plan" to get there.

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Planning should be an ongoing process, capable of receiving feedback from the various components of an organization and translating them into new plans, procedures, policies, rules, and objectives. In the dynamics of the planning process, we must admit that there are times when the best laid plans go astray. A good plan will be sensitive to the need to employ "navigational change" when necessary; responding, instead of reacting, to changes in circumstances not originally envisioned. Although many of us may consider planning to be a pain in the neck, if we are cognizant of the old adage "proper prior planning precludes poor performance," the pain might be eased. In truth, a properly planned project allows more time for dealing personally with the youth we are charged with serving.

MANAGEMENT TECHNIQUES AND SYSTEMS IN RUNAWAY PROGRAMS

Organizational survival is as important for runaways and other youth serving projects as it is for organizations with different missions. As runaway projects become more complex and their outreach and service capabilities expand, there is an increasing need for them to employ cogent management techniques to ensure survival and, more importantly, to maximize the efficiency and effectiveness of their service delivery mechanisms.

In the following article, Bob Walker examines some of the critical issues facing runaway projects whose tentacles are spreading into other areas. The article reviews three management tools that have particular relevance to runaway projects. The intent is not to exhaustively treat the management techniques described but rather to provide the reader with a basic understanding of the concepts that underly each. The hope is that the reader will use the annotated bibliography at the end of the article to further explore the range of possibilities each technique holds.

At the conclusion of the test, there is an exercise designed to "test" the administrative skills of project managers. A form of simulation known as an "in-basket" exercise, the model has been employed at staff training to give participants a sense of good timing, practice in decision-making, and other management skills (i.e., delegation, interpersonal relations, leadership, etc.).

....The Editors

MANAGEMENT TECHNIQUES AND SYSTEMS IN RUNAWAY PROGRAMS

Robert C. Walker

Introduction

Runaway projects are unique. They deal with a population that various segments of society refer to as delinquent, incorrigible, or in other negative appelations too numerous to mention. The young people who run away are neither the Huck Finns nor the Charlie Mansons - the one a fictional character, the other a media abberation. Youth on the run are forced, in many instances, to hit the road because of the complexities and influences of society, family life, and the institutions around them. In short, running away may be a young person's only available option - to absent him/herself in an effort to work things out. In the emotional swirl of the adolescent's "run," the projects that serve him or her must be sensitive, aware and truly committed to each individual. This "one-to-one" relationship offers support to the young person and helps her or him to deal with the causes (both known or unknown) that precipitated the act of running away.

There is absolutely no way for runaway projects to effectively address the concerns of their youthful charges unless they have their own "thing" together. Recognizing this fact, many projects have turned to management systems and techniques to maximize the efficiency of their delivery systems and to shore up the effectiveness of the services they provide. In one California project alone, the author was pleased to note that many of the staff members, already armed with degrees in social work and other behavioral sciences, were engaged in management courses at the local university. Other projects have designed interesting evaluation schemes and other organizational development techniques. Requests for technical assistance and training are no longer limited to program issues; management-related topics are requested as well.

These are all healthy signs. As projects that serve youth on the run expand, both in terms of size and the diversity of target populations, many are tempering their growth - managing it - to ensure that they do not lose their sensitivity.

A Place for Management Systems in Runaway Projects

The author has been asked, on numerous occasions, if the imposition of management systems on runaway project systems fosters institutionalization. As the reader can tell from the foregoing, sound management techniques, employed judiciously and artfully, have the effect of aiding such projects in the pursuit of their goals rather than impeding them.

There is a misconception that management systems or techniques are not sensitive to the needs of individuals - whether those individuals are workers or clients. Those who hold fast to this misconception point to the emphasis on productivity, competition and other humanity-denying end results. They point to work factor analyses, to time and motion studies and to matrices of production units, and the like. Management systems, they contend, are not people-oriented. Nothing could be further from the truth.

Ever since the "Hawthorne Experiments," conducted by Dr. Elton Mayo and others, the impetus behind the study of management and organizational theory has had a decided emphasis on human factors. Management, in fact, owes quite a bit to the behavioral sciences, so it is not at all unusual to find that the most prolific and respected writers in the field have backgrounds in sociology, psychology or anthropology (i.e., Abraham Maslow, Frederick Herzberg, Chris Argyris, Douglas McGregor, et. al.). The treatise, theories, principles, systems and techniques of these and other eminent authors and practitioners have established a more humanistic, less mechanistic, atmosphere for the practice of sound management.

The question of "institutionalization" is a complex one. Surely runaway projects do not want to consider themselves in the same light as the "institutions" they were established to contend with on behalf of youth in need. Nonetheless, runaway projects interface with institutions in the system every day. May we not argue that runaway projects are already institutions in their own communities; that they have an institutional identity, and a mission

that is particular and definable - distinguishable from others in the community? Is it beyond the pale to suggest that the phenomenon they treat arises from institutional neglect and as "boundary workers" (thank you, Anne Dosher) they must act in an institutional capacity as advocates for our youth?

If this author may be so presumptuous as to assume the reader will accept this line of reasoning, the question becomes "Are all institutions 'bad'?" Obviously not.

Projects do not become institutinalized by dint of management systems or management techniques. In fact, if practiced with the same sensitivity projects currently use, certain management techniques will aid them in the attainment of their objectives. Thus, the question should be put as: How do we stave off the organizational inertia that is responsible for the negative connotation that immediately comes to many minds when they think of institutions? Institutionalization is not, in itself, bad; it only becomes so when it loses sight of its mission, its "space" relative to other organizations, <u>its constituency, or its ability to respond</u> in an efficient fashion to internal and external stimuli.

Appropriate Management Techniques and Systems

Space does not allow for a rendering of all of the management techniques or systems that could be effectively applied to runaway projects. Recognizing this limitation, this paper shall discuss some of the more adaptable practices, offer the reader a basic understanding of the concepts involved and, hopefully, spur sufficient interest to explore further the appended references.

The techniques and systems that shall be discussed are management-by-objectives programs, participative planning and force field analysis.

A. *Management-by-Objectives (MBO)*

As perhaps the management tool most commonly employed by runaway projects, management-by-objectives offers a range of beneficial applications. Despite the ease with which it has been accepted in many circles, MBO is not what many perceive it to be. It is not just a planning instrument; not just a staff or organizational appraisal device; not just a way of ordering the activities of an enterprise. MBO, in the words of the man who coined the term, Peter Drucker, is "a philosophy of management."[1]

1 Drucker, Peter F., <u>Management: Tasks, Responsibilities Practices</u>, Harper & Row, New York, 1974, p. 442.

MBO has been referred to as "bottoms-up" planning. A quick review of its components may help to explain why. MBO is a program[2] that calls for the setting of general objectives and direction for the entire organization by the Board or the leadership of the project. These general objectives relate primarily to the mission of the organization and are couched in a fashion to set a framework for the subsequent delineation and planning of subordinate objectives.

These general objectives are communicated to the first tier of management directly below the leadership or Board. Using the general objectives, these managers identify their particular objectives and develop a plan for meeting them. In this instance they are not planning for the entire organization but rather are designing a plan that indicates their unit or division's contribution to the overall mission of the project.

After the first-tier managers complete the MBO for their unit, they meet with their immediate supervisor to discuss the goals and processes they have identified as realistic, attainable and in keeping with the unit's purview of responsibility, as well as the overall objectives of the organization. A process of negotiation ensues until both parties (first level management and their immediate supervisors) concur on the MBO plan as constituted.

This process continues until all management levels have had the opportunity to draw up MBO programs for their units with their immediate supervisors.

Figure 1 (see page 167) depicts a typical MBO program that can be used for runaway projects.

At a time mutually agreed upon by the manager preparing the MBO and her/his supervisor, an appraisal conference will be held. The purpose of this conference is to review the status of the objectives during an interim period. If circumstances require, the manager should modify the MBO to reflect any new or unexpected factors. Such interim conferences may be held as many times during the course of the period as may be deemed necessary.

2 The reader is referred to the earlier article, "Planning to Plan?"

MBO programs usually cover a year's activity. At the close of the period, managers meet with supervisors, at each level, to review the results achieved. If the objectives were not achieved, the person who drew up the MBO should explain why. After this final conference, the cycle begins again.

There have been a number of modifications of the basic MBO program - each designed to fit the requirements of the agency, organization or corporation. An important permutation of this basic system is the "operational planning system" or OPS.

The Department of Health, Education, and Welfare (DHEW) employs an OPS for the various programs under its aegis. This system, as practiced by DHEW (including the Division of Runaway Programs, OYD), has the following components:[3]

1. General guidance for the development of objectives
2. Development of objectives
3. Approval of objectives
4. Progress monitoring
5. Management conferences
6. Modification of objectives
7. Annual performance assessment
8. Procedures modification

Each of the above follows the same basic format discussed earlier. The OPS is time-phased to the more critical management milestones; triangles are used on a calendar background to denote when the activity should be completed (see Figure 2, page 170). As the milestones are met, the triangles are shaded; deviations are explained on a Problem and Variance Analysis form (see Figure 3, page 171).

3 Based upon "Operational Planning System Handbook," U. S. Department of Health, Education, and Welfare, March 1974, pp. 19-37.

This author recommends that runaway projects implement an OPS for their organizations, or some form of MBO. Adopting such a program will result in better planning, more objective staff appraisal, easier monitoring of progress toward stated goals, and a better interface with the OYD.

B. *Participative Planning*

Participative planning is relatively new on the management scene. Borrowing heavily from the MBO approach, participative planning is the only true "bottoms-up" planning technique.

The objectives of participative planning are (1) to engage as many people in the organization in goal-setting as possible (unlike MBO which is directed toward managerial planning); (2) to improve communications; and (3) to develop subsidiary plans for organizational units within the general framework of the organization's objectives.

Participative planning follows these major steps (again, this process may be modified to suit the configuration of the organization, the planning cycle and other considerations):

1. *Staff Appraisal of the Organization*

   At a particular point in time, a memorandum is circulated by each unit head to the staff members in the unit requesting their views on:[4]

   aa) What they like about the unit and the organization

   bb) What they dislike about the unit and the organization

   cc) What specific improvements should be made

2. *Analyze Appraisal Responses*

   The supervisors convene a meeting. The responses are grouped, by unit, and assigned to supervisors of different units. Each supervisor ranks the recommendations according to his/her perception

4 To ensure participants will be open and honest, this process is usually conducted by an outside consultant and the responses are made anonymously.

of their importance, their contribution to overall organizational goals, and their inter-divisional impact.

The supervisors are then assigned to three person groups. Each group receives the "winning" recommendations from different units according to the membership of the group. For example, if the supervisor of the counseling unit is in Group A, then the "winning" recommendations from the counseling unit would be assigned to Group A. The groups then review their sets of recommendations (with the appropriate unit supervisor providing background and direction on the feasibility and desirability of the recommendations from their unit). At the end of this stage of the process, the groups offer to a facilitator:

aa) The recommendations they deem most appropriate for follow-up, and

bb) Objective statements for each.

3. *Management Review Conference*

   The facilitator places the products of the above step into a suitable format and then convenes a meeting of all supervisors, including the Executive Director (and, when appropriate, Board Chairpersons). The recommendations are again analyzed - this time by the entire group acting in a plenary session. If the recommendations are acceptable, the Director assigns individual supervisors, or teams, the responsibility of devising programs for meeting the objective statements.

4. *Final Program Review*

   After the program plans have been completed, they are turned over to the Executive Director for inclusion in the organization's plan. The plan is drawn, circulated for review and comments, and then implemented.

This is, perhaps, the most "democratic" form of planning because it requires everyone in the organization to contribute his/her views on the objectives which should be reached. Accountability is assured by the process of supervisory review.

C. *Force Field Analysis*

Problems - they always seem to crop up. One of the most effective tools this author has found for dealing with problems that face an organization is Kurt Lewin's Force Field Analysis. It provides a structure for identifying, analyzing and solving the critical dimensions of a problem, and, in the process, offers appropriate options for planning purposes.

The process is predicated upon the observation that each problem is composed of forces that may be characterized as driving or restraining change; the problem itself is in a state of equilibrium or balance. By analyzing the nature of these forces and determining their relationships to one another, positive actions can be taken to upset the balance in favor of resolving the conflict. Thus, we find there are three major steps: specification of the problem; analysis of the problem; and development of strategies for the elimination of those forces (or strengthening others) that contribute to the problem.

Figures 4-6 (see pages 172 to 176) are facsimiles of the instruments used to implement a force field analysis. A modification of this process was used by the author in a runaway project this year, to devise a strategy for overcoming community opposition to a runaway shelter. (By the way, it worked!)

Name: _____
Project: _____
Unit: _____
Objectives Approved: _____

Figure 1

Management Objectives and Performance Appraisal

					Status of Objectives		
General Objective	Specific Results to be Achieved	Involvement		Performance Standards or Controls	Results Achieved by: (Date)	Action Planned	Related New Objectives
		Superior	Other				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

Figure 1-A

INSTRUCTIONS FOR COMPLETING EXHIBIT 1A

Column #	Column Heading	Instructions
1	General Objective	State, in concise terms, the general objective to be reached. The objective should be related to a) the overall goals and objectives of the organization; b) the contribution to the organization's goals expected from you and/or your unit; and c) your job description or the mission of your unit.
2	Specific Results to be Achieved	In order to reach an objective, it is sometimes necessary to have subobjectives. In this column, state in concise terms the results to be achieved, making sure they are quantified (if possible), attainable and measurable (noting the dates the subobjectives will be reached).
3	Involvement/ Superior	In achieving each objective and subobjective, some assistance or cooperation may be necessary from your superior. Using the following code, indicate the involvement of your superior in attaining your objectives: I - Important Role in accomplishment M - Moderate role in key situations, etc. L - Light role - mostly informational O - No role

Column #	Column Heading	Instructions
4	Involvement/ Others	Use the same code (I, M, L or O) to describe the involvement of others (not subordinates) in attaining your objectives.
5	Performance Standards or Controls	Identify the ways in which the results can be verified (i.e., reports to reviewed; actions, conditions or physical changes to be observed).
STATUS OF OBJECTIVES (To be completed at the time of performance reveiw)		
6	Results Achieved by	On a mutually agreed upon time, your supervisor will review the status of the objectives you listed. At that time, place the date at the head of the column in the parentheses provided. State the results achieved for each objective and subobjective originally listed. If there have been no results to date, state "No Results" next to the appropriate objective.
7	Action Planned	State the action(s) you intend to initiate if the initial objectives have not been realized.
8	Related New Objectives	State objectives arising out of the completion or non-completion of the original objectives.

Figure 2

OPERATIONAL PLANNING SYSTEM

ORGANIZATION: ASH/CDC

OBJECTIVE AND OPERATING PLAN
FISCAL YEAR 1974

RESOURCES REQUIRED:
Project Grants:
$50 million - XYZ Act
30 man years - Federal
1000 man years - State/local

OBJECTIVE NO. 1: DISEASE X CONTROL PROGRAM: Provide leadership to the national disease X control effort: (a) to assure that 3 million children are screened nationally for symptom A and that 90% of the children with positive symptoms are treated; (b) to strengthen disease X control components so that the annual increase in the disease is reduced from 4% to 2% by the end of FY 1975.

OVERALL EVALUATION: SATISFACTORY

STATUS REPORT FOR MONTHS OF July - August

MILESTONES	COMPLETION DATE											
	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE
1. Complete installation of Disease X Management Information System.	△											
2. Complete design of National Evaluation Plan.		△										
3. Identify areas to be targeted for special epidemiologic instruction			△									
a) Assist these areas in completing their specialized instruction and implementing their programs of intensified Disease X epidemiology.					△ a							
4. Determine that the indicated percentage of casefinding staff has received advanced epidemiologic training.						△ 4 25%			△ 4 45%			△ 4 70%
5. Determine that the indicated percentage of the 1500 laboratories involved in the national screening program are participating in the program of laboratory proficiency testing.						△ 5 50%				△ 5 100		
6. Determine that 3 million children are screened for Disease X during FY 1974.							△ 6 1M					△ 6 3M
7. Determine that 90% of the children (screened to date) with positive symptoms are treated.							△ 7					△ 7
8. Validate a 2% national reduction in the annual increase of Disease X (State Evaluation Reports)								△ 8 1%				△ 8 2%

Figure 3

PROBLEM AND VARIANCE ANALYSIS
for months of Nov. - Dec. FY 1974

Organization: ASH/CDC

Objective: #1: Disease X Control Program

Overall Evaluation

MINOR PROBLEM

Milestone(s)	Problem Description (including effect on objectives)	Action: Underway/Completed	Action: Recommended
3(a)	Technical assistance to the areas targeted for special epidemiology instruction will not be completed on schedule. The delay is primarily due to headquarters difficulties in getting the positions allocated for the 25 para-professionals who will participate on the special teams.	Priority has been given to accelerating the paraprofessional training program; 15 of the 25 personnel are now on board and their training will be completed by December 5.	We request that milestone 3(a) be moved from November to January. We are also asking C to expedite final approval of the additional 10 positions.
4	Due to the above delay, the teams will not have been on-site for a sufficient amount of time to evaluate the training of casefinding staff by the indicated dates. 5 of the 23 areas identified for special instruction have received preliminary assistance. However, actual instruction of casefinding staff will not commence until December. Despite the delay, the final outcome of the objective will not be affected.		We request that the determinations of 25% and 45% staff training be delayed until February and April respectively.

Figure 4

PROBLEM SPECIFICATION WORKSHEET

1. Specifically describe the problem:

_____

_____

_____

_____

_____

2. What are the factors (or forces) relevant to the problem?

3. Who are the people involved in the problem?

Figure 5

PROBLEM ANALYSIS

Directions

On the following sheets, analyze the problem specified by the group and you. Section A requires you to list those factors agreed upon by the group as forces driving toward change. This list should be written on the right side of the letters in the space provided.

In Section B, similarly, list those forces that inhibit change.

After the lists have been completed, use the numbers in the scale below to rate, on the left side of the letters, the intensity of the forces.

Force Scale

1. The force has almost nothing to do with the drive toward change in the problem.
2. The force is of moderate importance in the drive toward change in the problem.
3. The force is a major factor in the drive toward change in the problem.

Figure 5-A

PROBLEM ANALYSIS

Section A: Driving Toward Change

_____a. _____

_____b. _____

_____c. _____

_____d. _____

_____e. _____

_____f. _____

_____g. _____

_____h. _____

_____i. _____

_____j. _____

_____k. _____

_____l. _____

_____m. _____

_____n. _____

_____o. _____

_____p. _____

Figure 5-B

PROBLEM ANALYSIS

Section B: Restraining Change

_____a. _____

_____b. _____

_____c. _____

_____d. _____

_____e. _____

_____f. _____

_____g. _____

_____h. _____

_____i. _____

_____j. _____

_____k. _____

_____l. _____

_____m. _____

_____n. _____

_____o. _____

_____p. _____

Figure 6

CHANGE STRATEGY

1. Select the two or more restraining factors and devise strategies for eliminating or reducing their potency.

2. Select the two or more driving forces and devise strategies for increasing their potency.

(You may use additional paper, if necessary.)

Summary

Not only are management tools effective in alternative programs, they are increasingly vital to the maintenance of the organizations themselves. The three techniques and programs discussed in this paper were not arbitrarily picked; they have, in the eyes of this author, particular relevance to runaway projects. In addition, the reader might do well to explore other management systems and approaches. The tools are almost limitless; their applications generally adaptable to any organization.

The importance of managing well cannot be underscored enough. To assist the reader in an analysis of his/her management skills, we have attached an in-basket exercise developed by ESC for OYD programs (Attachment 1). The format of the exercise has been used by countless organizations, from major corporations to small government grantees. It allows participants the opportunity to test their skills in the major management functions. At your next staff meeting, administer this exercise, discuss it (there are no "right" answers, there are only desirable ways of doing things), and see how you rate as a manager.

Attachment 1

Splitsville Runaway Program

- an in-basket exercise

developed

for

OYD Grantees

by

esc

The following is an exercise developed by EDUCATIONAL SYSTEMS CORPORATION for use in management training for OFFICE OF YOUTH DEVELOPMENT/DHEW grantees.

For further information contact:

Mr. Robert Walker
c/o Eductional Systems Corporation
1710 N Street, N. W.
Washington, D. C. 20036
(202) 452-0811

February 1976

CASE STUDY

Your name is Peter Principle, the new Administrative Officer of the Splitsville Runaway Program. Your duties are to supervise the clerical staff, the records management program, report development and submissions, and generally handle all administrative matters for the program. This is your first day on the job - a job that you inherited when the Board Chairman, Dr. Walter Reed, offered it to you after the sudden death of your predecessor, Ms. Ima Foxxe.

You are in your office at 7:00 a.m. because you have to catch a plane at 8:30 a.m. this morning to attend a week-long conference in Chicago. Your attendance at this conference, a commitment made prior to your new appointment, is mandatory. The conference will be held in an inaccessible retreat, with no telephones or other means of getting in touch with your office. You are working diligently to clear up as many pieces of correspondence in your "in" box as possible before heading out to the airport.

You have not met any of the staff, nor are you familiar with the particular problems faced by the program since you were hired by Dr. Reed on the basis of successes you have had in other areas. From what Dr. Reed tells you, Ms. Foxxe ran a "one woman show" and that, in his opinion, is one of the reasons for the backup in paperwork and the breakdown in office procedures.

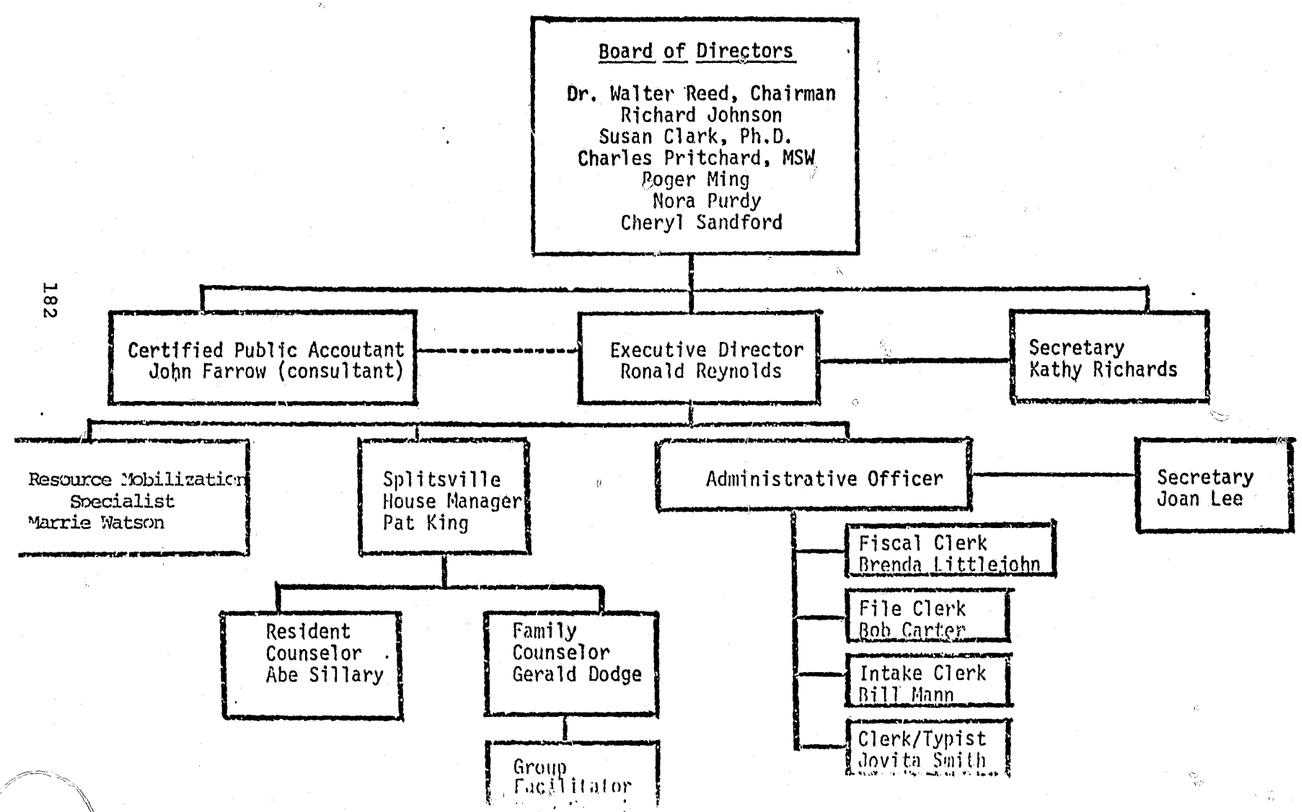
It is Monday, August 9, 1976 and you have less than an hour before you will have to leave for the airport. No one from the project staff will be in the office prior to your departure.

Handle all the materials in your "in" box as if you were Peter Principle. You may make notations directly on the material or you may use note paper. Remember, you will be gone for a week, the telephone switchboard is closed, your employees will not be in until after you leave, you will not be able to get in touch with anyone while you are gone, and YOU HATE A FULL IN-BASKET.

1976 AUGUST

SUN	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	
1	2	3	4	5	6	7
8	9	10 10 a.m. - Monday Staff Meeting	11	12	13 7 p.m. Executive Session - Board of Directors	14
15	16 9 a.m. Monthly Meeting - Board of Directors	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

Organizational Chart
SPLITSVILLE RUNAWAY PROGRAM



SPLITSVILLE RUNAWAY PROGRAM

Budget (January 1976-December 1976)

Income

Source	Amount
Government Grants	$125,000
Income From Services	40,000
Contributions	15,000
	$180,000

Expenses

Category	Amount Budgeted	Amount Spent (as of 1 August)
Personnel	$75,000	$42,000
Travel	5,000	4,500
Client Services	90,000	75,000
Equipment Purchase/ Lease/Maintenance	10,000	5,600

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

June 29, 1976

TO: Ms. Ima Foxxe

FROM: Mr. Bill Mann bm

SUBJECT: Performance Review

I have been with the runaway project now for 9 months and feel I should express some dissatisfaction with what has been going on. As you know, I am required to forward all of my daily intake log sheets to Mr. Carter for filing and he is supposed to return a duplicate with a file number on it. My work is backing up on me because Mr. Carter is always out - either on an errand (allegedly for you) or an extended lunch period. I have had to ask him several times for my copies with the file numbers instead of receiving them as a matter of course from him.

I find it very difficult to work under these conditions and I plan to leave the organization unless this problem is somehow straightened out by August 30, 1976. I have attempted to work this out with Mr. Carter several times rather than bring this subject to your attention. I want to continue to work for the project but under the present conditions it would be impossible and the two months notice I feel is more than fair. I know these feelings are shared by a number of other employees in our unit.

REGIS COUNTY POLICE DEPARTMENT

"Vigilance Forever"
County Square
Regis, Colorado 11111

July 13, 1976

Dr. Walter Reed
Chairman of the Board
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Dr. Reed:

It was great seeing you at the Policeman's Ball the other evening. There was something I meant to tell you but you left early and I was unable to capture your ear.

You have an intake clerk - his name is William Mann - who is an exceptional worker. He spoke at our "Community Open House" meeting the other day and was very well received by the audience. His knowledge of the phenomenon of runaway youth and the problems faced by the people "in blue" (having to enforce status offense statutes which need to be overhauled), showed an amazing empathy for his client population and the folks on the police force. We would like to have him as a member of our ad hoc "Youth Problems" committee.

Thank you for making the time of this outstanding young man available to us.

Sincerely,

Sgt Ponzi Phillips

Sergeant Ponzi Phillips
Director, Community Relations

JOHN'S MALE SHOP

415 3rd Ave. Regis, Colo. 11111

July 20, 1976

Ms. Ima Foxxe
Administrative Officer
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Ms. Foxxe:

We hate to write an employer complaining about the personal habits of an employee but in this case we feel there is no choice.

Mr. Robert Carter, an employee of yours, has been falling deeper and deeper in debt and all his promises about paying have not been fulfilled. The other day we received a check of his that bounced and we are perfectly willing to press charges if we do not receive immediate payment on his debt which now totals $1,050.

Mr. Carter listed you as his supervisor on his credit application. I hope you will speak to him as all our attempts to reconcile this matter have been to no avail. I regret sincerely having to take these drastic measures.

Sincerely,

Gregor Samsa

Gregor Samsa
Credit Manager

August 3, 1976

FROM THE DESK OF.....Kathy Richards

Ima -

Ron is really hot. He still wants your report on the Dr. Reed affair (see July 14 memo). He also wants a completed draft of the semi-annual report.

He wants both no later than Monday.

FROM THE DESK OF.....Ronald Reynolds

7/22

Ima-
Pls. pull the requested "stets". I will be meeting with Mr. Gables on the 17th at 3P. I want you and Carrie to attend. Let's get together at 3P on the 16th

Ron

Walter Reed, M. D.
Regis Hospital Center
Regis, Colorado 11111

July 6, 1976

Mr. Ronald Reynolds
Executive Director
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Ron:

A special commendation for Bob Carter on the fine work he is doing. I realize he is only a file clerk for now, but I am sure he is slated for bigger and better things in the project. Everytime I come into the office he is pleasant and cooperative. He is in special contrast to Bill Mann who is always too busy to talk.

I'll see you at the next board meeting.

Cordially,

Walt

Walter Reed, M.D.

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

2 August 1976

TO: All Unit Heads

FROM: Ronald Reynolds RR

SUBJECT: Semi-Annual Wage Review

It's time again to see who gets a raise and who doesn't. I would like you to conduct staff appraisals this week and make recommendations for appropriate salary adjustments by 13 August. I want to verbally make my recommendations to the Board.

When the performance ratings have been completed, send one copy to me and the other to Ima for filing.

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

July 12, 1976

TO: Ima Foxxe

FROM: Kathy Richards KR

SUBJECT: Review for Board Meeting

The semi-annual "Runaway Review Report" is due for the Board of Directors meeting on 16 August. Ron said the Board was pretty steamed up about the sketchy PROBLEM STATEMENT in the last report and that it must be beefed up.

If Joan needs any help in typing or collating, please let me know by the 9th of August so I can make arrangements for a temporary typist.

JOHN FARROW
CERTIFIED PUBLIC ACCOUNTANT

WORTH TOWER BUILDING
40 WORTH STREET
REGIS, COLORADO 11111

JUNE 29, 1976

MS. IMA FOXXE, ADMINISTRATIVE OFFICER
SPLITSVILLE RUNAWAY PROGRAM
777 7TH STREET
REGIS, COLORADO 11111

DEAR IMA:

I HATE TO GET INVOLVED IN THE RUNNING OF YOU UNIT BUT I FEEL YOU HAVE SOME PROBLEMS WHICH YOU MAY OR MAY NOT BE AWARE OF. SOME OF YOUR EMPLOYEES HAVE BEEN SEEN HEADING INTO BARS IN THIS SECTION OF TOWN DURING WORKING TIME. I DOUBT - BECAUSE OF THE FREQUENCY OF THESE VISITS AND THE PERSONS INVOLVED - THAT SUCH "STOOL SITTING" IS REQUIRED FOR THE BUSINESS OF THE RUNAWAY PROGRAM. THIS SETS A VERY POOR IMAGE IN THE COMMUNITY WHICH COULD AFFECT OUR CREDIBILITY. ALTHOUGH THE PERSONS I HAVE WITNESSED DO NOT COME INTO CONTACT (AS FAR AS I KNOW) WITH THE RUNAWAY YOUTH BEING SERVED BY THE PROJECT, THEY MAY BE EASILY IDENTIFIED WITH SPLITSVILLE.

I WON'T MENTION NAMES TO YOU BUT I'M SURE YOU CAN FIGURE OUT WHO IS CAUSING THE PROBLEM. I HAVE TO MEET WITH RON ON AUGUST 11TH. I'LL STOP UP AND GIVE YOU A MORE THOROUGH BRIEFING.

FONDEST REGARDS,

John

JOHN FARROW
BOARD OF DIRECTORS/SPLITSVILLE

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

3 August 1976

TO: Ima Foxxe

FROM: Carrie Watson C.W.

SUBJECT: Administrative Support Problems

I hate to bitch but I am not getting the type of support I need from your shop. I requested some files, several times last week, following the procedure you outlined. I gave the file requisition slips to Ms. Smith who was supposed to either get the requested files, if they were in her area, or forward the request to Mr. Carter. I don't know what the hell is going on but:

a. I requested twenty specific files and only received 12 - I was told they couldn't find the rest;

b. I asked for the daily intake logs for the first two weeks of July - I was told they were not "quite ready".

The inefficiency of the "centralized filing system" is affecting my own work, something I just can't deal with. I've rapped with Bill Mann and he tells me there is nothing he can do about it. I really don't want to take this up with Ron, but I will if something isn't done about generating the information I need to mobilize resources for the project.

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

July 29, 1976

TO: Ronald Reynolds

FROM: Ima Foxxe

SUBJECT: Staggered Hours

With the traffic problems that the new strip mining company has caused in the mornings, it might be helpful to allow for more flexible working hours for employees so that they could take maximum advantage of their schedules and geographical area. I have begun to use this system in my group and the employees are very satisfied.

Ima —
I have some problems with this! I'm going to be busy next week. Let's rap on the 9th. O.K. Ron

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

4 August 1976

TO: Ima Foxxe

FROM: Ronald Reynolds RR

SUBJECT: Administrative Unit's Hours

The other day, when you were out sick, a call came in from the Regional Office of OYD. I referred the call to your unit and nobody (except Bill Mann) was there. He obviously could not answer the questions the Regional representative had, nor was there anyone he could turn to.

I can't believe only one person would be in the office on time. The call came in at 9:50 a.m. - a time when everyone should be at their desks.

I expect a response detailing the actions you have taken to insure this problem is not repeated.

FROM THE DESK OF.....Bob Carter

8/6/76

Ima Foxxe:

I was wondering about my travel request. We have to let CSE know whether or not we will attend by the 10th.

B

FROM THE DESK OF.....Bob Carter

Dear Ima:

There's a conference coming up in San Francisco during that week. I don't know this man. Since you do, would you handle it for me?

Bob

SYNDICATED RUNAWAY PROJECTS
434 10th Street, N. W.
Washington, D. C. 20000

July 19, 1976

Dear Mr. Carter:

I was given you name by Ima Foxxe recently. She indicated you would be able to give me some statistics on the number of runaways who have been successfully reunited with their parents. As you may know, SRP is interested in such statistics because it intends to offer draft legislation to the Congress sometime in December.

I will be in Colorado the week of August 16. In keeping with our charter to help runaway projects, such as yours, obtain local matching monies, I will be accompanied, on my visit, by Foster Raleigh, head of the Community Chest Foundation, based in your state. Please notify me if any time during that week would be convenient.

Cordially,

Derrick Matthews
Derrick Matthews
Director/Public Information

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

July 14, 1976

TO: Ima Foxxe

FROM: Ronald Reynolds RR

SUBJECT: Statistical Summary Snafu

Okay, I'm upset. You promised to handle Dr. Reed's request but you blew it. I want a detailed explanation from you of what went wrong, how it went wrong, and why it went wrong. I expect you to tell, specifically, what you intend to do to insure it does not happen again. I would like that explanation, in writing, by next week.

Walter Reed, M. D.
Regis Hospital Center
Regis, Colorado 11111

July 12, 1976

Mr. Ronald Reynolds
Executive Director
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Ron:

I guess I don't have to repeat my disappointment in not getting draft materials I requested in my June 29th letter. I trust the information will somehow work its way into the semi-annual report.

Cordially,

Walt

Walter Reed, M. D.

UNO DIVERSION PROJECT
YOUTH PROBATION UNIT
Colorado State Department of Criminal Justice
Courthouse Square
Regis, Colorado 11111

July 30, 1976

Ms. Ima Foxxe
Administrative Officer
SPLITSVILLE RUNAWAY PROGRAM
777 7th Street
Regis, Colorado 11111

Dear Ms. Foxxe:

I find it difficult to deal with an organization in which key people do not come to the office at a reasonable time. When we entered into a contract with your agency, whereby you would conduct a survey for us and report on a timely basis, we expected a professional attitude, as well as professional work. Your reports have been late and, most recently, I have had trouble reaching anyone other than the intake cleark on most mornings.

When I have a problem, I need an answer right away. If your organization is not better equipped to respond with the statistics we require and if we are unable to reach the rest of your staff with our questions, we will have to seriously consider terminating our contract with you at the end of its term.

I would like to meet with you on Tuesday, August 10th. I will be bringing my supervisor, Mr. Spencer Williams, to that meeting.

Sincerely,

Frank Links

Frank Links
Project Director

cc: Spencer Williams
Ronald Reynolds

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

4 August 1976

TO: Ima Foxxe

FROM: Bob Carter BC

SUBJECT: Request to Attend a Conference

CSE, the technical assistance contractors for the State's Youth Authority, will be putting on a training conference on records management. The conference is scheduled for the entire week of 16 August and it is being held at the Percy House Inn in San Francisco. The entire course, including loding and meals, will cost only $200.

I believe it would be a good thing to have Jovita take the course as well for she will be playing a key role in the development of our new centralized filing system. If we have two people attend the conference, they knock off $50 per person, so the total would only be $300.

6 Aug. 1976

FROM THE DESK OF.....Brenda Littlejohn

Ima-

I don't think our budget can handle the cost for two people to travel to the Coast.

SPLITSVILLE RUNAWAY PROGRAM

Travel Authorization Form

Date:

Traveler: Bob Carter

Site to be Visited: Percy House Inn
San Francisco, Calif

Reason: To attend Records Management Conference

Date Leaving: 8/16/76 Date Returning: 8/20/76

Cost (if known): Conference for 1: $200
Conference for 2: $150 each

Supervisor Approves: Ima Foxxe Date: Aug. 6, 1976

Director Approves: _____ Date: _____

SPLITSVILLE RUNAWAY PROGRAM

Travel Authorization Form

Date:

Traveler: Jovita Smith

Site to be Visited: Percy House Inn
San Francisco, California

Reason: To attend Records Management Conferenc

Date Leaving: 8-16-76 Date Returning: 8-20-76

Cost (if known): Conference for 1: $200
Conference for 2: $150 each

Supervisor Approves: Ima Foxxe Date: Aug. 6, 1976

Director Approves: _____ Date: _____

July 1, 1976

FROM THE DESK OF.....Kathy Richards

Ima -

Ron wants you to follow up on this. He wants to look at the draft before you send it out. Please have it ready by next Monday.

Walter Reed, M. D.
Regis Hospital Center
Regis, Colorado 11111

June 29, 1976

Mr. Ronald Reynolds
Executive Director
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Ron:

Please make sure the statistical summary, particularly the part on the demographic features of runaway youth in our community, is ready for inclusion in the semi-annual Runaway Review Report. I would like to see a draft of the report by the 7th of next month in time for a major speech I have to make on the tenth before the Rotary Club. I talked to Bob Carter about it on the golf course last week and he indicated there would be no problem getting the summary to me on time.

Cordially,

Walt

Walter Reed, M. D.

P. S. Please do something about the typing - the statistical section of the last report was full of typos.

CONCERNED CITIZENS COALITION FUND
6301 Wisconsin Street
Phosphorus, Oklahoma 75512

July 19, 1976

Mr. Ronald Reynolds
Executive Director
Splitsville Runaway Program
777 7th Street
Regis, Colorado 11111

Dear Mr. Reynolds:

We plan to be available for a meeting with you on August 17, 1976 anytime at your convenience.

I regret having time only on that day but there are a great many organizations we will be meeting with during the next few months as the availability of community action funds increases.

I look forward to hearing from you as soon as possible so that we may arrange a time for our meeting. Please forward any information you may have about the incidence of "running away" in your community, as well as any other pertinent facts you may have.

Sincerely,

Godfrey Gables

Godfrey Gables
Funding Director

SPLITSVILLE RUNAWAY PROGRAM

777 7th Street
Regis, Colorado 11111

MEMORANDUM

August 6, 1976

TO: Ima Foxxe

FROM: Gerald Dodge GD

At 4:00 p.m., I received a call from Mrs. Ruth Nailer, the mother of Nancy Nailer, one of our recent kids. Mr. Nailer, as you no doubt know has been (and still is) one of our biggest contributors. We won him over three years ago after his eldest son split. Before that he was one of our most vocal critics. Since that time, he has personally raised, or contributed, over $20,000 per year.

All this background to tell you Mrs. Nailer was not pleased when she called. She called the House, said she wanted to speak to the person in charge and, when I was unable to reach Pat, agreed, reluctantly, to talk with me.

Mrs. Nailer was volunteering as a receptionist at the Holy Family Church last Friday when someone identified himself as a records specialist from our program and asked for some of her time to fill out some forms. According to Mrs. Nailer, he was rude and abusive when she informed him she could not spare the time but would be willing to meet him at her house when her husband was home. He is alledged to have told her she was "f---up" his schedule and if she would not take the time, immediately, he would not follow up, he would rather toss away the file. He was so vocal, according to Mrs. Nailer, that he created quite a scene in the church.

Mrs. Nailer wants an explanation and an apology from us immediately. I explained your situation and told her that you are not due back until next week. She said if she doesn't hear from you the first thing Monday morning, she is going to report the incident to her husband and our Board of Directors. She insisted that if the matter is not cleared up, she will see to it that her husband does no more fund raising for the program.

I don't know what to tell you, but I think you ought to check into it before Ron hears about it. By the way, she said it was obvious that the man had been drinking. From the description she gave, I believe it was Bob Carter.

In-Basket Self-Evaluation Form

In-Basket Self-Evaluation Form

Circle the number (1 or 5) of the descriptive statements that best describes your performance. If you wish, you may assign yourself a rating (2, 3 or 4) and write a brief description of your performance.

Approach to In-Basket (Planning and Organizing)

1 Reviewed all material; recognized time constraints and set priorities; made appropriate notes on calendar, met deadlines, handled time conflicts.

5 Started without a plan, handled things as they appeared; did not use calendar; had to go back and make changes as later items came up; did not finish in time.

Other _____

_____

_____

_____

_____

Directing and Controlling Functions (Leadership)

1 Clearly took charge; delegated assignments to others; set up meetings with staff; made necessary decisions; set up processes so I could monitor what was happening and take necessary action when I returned.

5 Tried not to rock the boat; went along with decisions of others; took a wait-and-see approach; would not know what had happened in my absence.

Other _____

_____

_____

_____

_____

Problem Solving Functions (Perception and Decision Making)

1 Used organization charts, budget data, and insights about various staff members to get broad-based understanding of the organization and its problems. Recognized the most pressing problems and acted to resolve them. Asked for data needed to make appropriate decisions.

5 Missed much of the data and its implications. Spent time trying to put out fires rather than getting a good feel for the real problems. Left pressing problems hanging with no real solutions until my return.

Other _____

_____

_____

_____

_____

Interpersonal Factors (Sensitivity and Flexibility)

1 Constantly aware of impact of my actions and decisions on others. Solicited their input until I could check things out for myself. Used various approaches depending on who was involved and the nature of the situation.

5 Was either too harsh or too easy; definitely made personal judgements about people and acted accordingly. Focused on getting the job done with little consideration of the people involved.

Other _____

_____

_____

_____

_____

In-Basket Discussion Questions

1. What have you learned from this exercise about your management ability?

2. How would you transfer what you have learned back to your real job situation?

ANNOTATED BIBLIOGRAPHY

MANAGEMENT - GENERAL

Drucker, Peter F., Management: Tasks, Responsibilities and Practices, Harper & Row, New York, 1974.

An interesting book that offers insight from one of the most respected management writers in modern times. Although highly philosophical in tone, there are some very good discussions on management by objectives and the development of organizational strategies.

Kootnz, Harold and O'Donnell, Cyril, Principles of Management: An Analysis of Managerial Functions, Fourth Ed., McGraw-Hill, New York, 1968.

A classic graduate-level management text. Planning, organizing, staffing, directing and controlling are treated separately, in great detail, giving the reader an in-depth explanation of principles, techniques and practices. A great state-of-the-art book. Particularly important for runaway projects are the sections on planning and organizing.

PLANNING

Bard, Ray; Lauderdale, Michael, L., and Peterson, James, H. , Planning for Change, Education, Training and Research Sciences Corporation, Washington, D. C. 1971.

One of the few books written expressly for social services programs, it emphasizes planning as an activity that strengthens service delivery. Written simply, it is filled with examples of planning models, instruments and step-by-step instructions.

U. S. Department of Health, Education, and Welfare. "Operational Planning System Handbook," 1974.

One of several good publications on OPS published by DHEW. This booklet describes the philosophy, process and evaluation of this form of MBO.

ORGANIZING

Barnard, Chester I., The Functions of the Executive, Harvard University Press, Massachusetts, 1938.

Well worth the trip to the library to get this one! From the author renowned for his works on organizational theory, this early writing is heavily skewed toward economic organizations but has some interesting applications for runaway projects.

MANAGEMENT BY OBJECTIVES

Bell, Terrel H., A Performance Accountability System for School Administrators, Parker Publishing Co., 1974.

This book has been selected for inclusion in this bibliography because it clearly lays out MBO in a "13-step" method. Profusely (and sometimes, tediously) laden with examples, this book is an excellent "starter" for those interested in a practical guide for MBO programming.

National Industrial Conference Board, Managing By - and With - Objectives, Personnel Policy, No. 212, New York, 1970.

An excellent (and expensive) monograph, filled with case studies on how industrial giants sought to implement MBO programs. The charts alone are worth it!

Wilson, Vivian, Setting Precise Performance Objectives, Brandon Systems Press, 1969.

Although this book does not deal with MBO, it does offer, in a programmed instructional format, excellent practice in writing objectives. A good companion to the Bell book.

--- Strategies for Problem Solving, 1970.

A practical guide to problem solving in the same programmed instructional format as above. Also good for use with Bell's Performance Accountability book cited earlier.

STAFF DEVELOPMENT

National Industrial Conference Board. Behavioral Science: Concepts and Management Application. Personnel Policy, No. 216, New York, 1970.

Very good discussion on the contributions made by behavioral scientists to the field of management. Runaway projects may enjoy the section on "The Managerial Grid."

--- Job Design for Motivation. Conference Board Report, No. 515, New York, 1971.

"Burn-out" a problem? Check this book out. It discusses job rotation, job enlargement, job enrichment, work simplification and other techniques for enhancing work situations.

PLANNING

Planning is a dynamic process that must involve as many significant elements of the community as possible. The question of how one determines the concern of policymakers in the community, marshals the support of the community, and coordinates the implementation of derived plans, forms the basis for the following article by Geoffrey Birnbaum.

Mr. Birnbaum is the Coordinator of runaway youth services for the Youth Development Bureau of the state of Montana. This Bureau has evolved a unique strategy for serving youth in rural, low-density locales. Their strategy (which we believe has national implications) is the result of years of experimentation and study. The article reflects the perspective of the project as it attempts to combine the concern of their host communities with the need to serve youth on the run.

....The Editors

CONCERN: A MUST IN HUMAN SERVICES PLANNING

Geoffrey L. Birnbaum

Community Concern in the Planning Process

In human services, planning begins with concern. For runaway youth, Congress began with the concern that:

> The number of juveniles who leave and remain away from home without parental permission has increased to alarming proportions, creating a substantial law enforcement problem for the communities inundated, and significantly endangering the young people who are without resources and live on the street....

Planning is not neutral, at least not in social services programs, especially where youth in need are at stake. Planning must start with concern; it is this concern that sets the perimeter within which the planning process occurs. The planning process itself should be rational and designed to yield a course of action that efficiently, yet sensitively, deals with the objectives of serving youth.

For a runaway project to exist in a community environment, it must tap, or create, concern within its host community. This means the policy makers, elected or appointed to represent an identifiable constituency, must be aware, interested, and concerned enough to commit their talents and resources to serving the same goals as the runaway project. If these policy makers (mayors, county managers, school board members, United Way chairpersons, etc.) do not evidence the same type of concern about the problem in their midst, one may assume the community they represent is likewise apathetic (or simply does not have enough information upon which to base their concern).

It is important that communities understand the issues surrounding runaway youth. They should not fall prey to the "what-do-you-get-money-for-so-I-can-plan-to-apply-for-it" syndrome. This helps no one.

The resources of a community can only be marshalled for planning and operational support if the issues are well understood and there is a commitment to do something about the concerns that arise from the issues. Runaway projects must act as the catalyst for concern.

Once the community accedes to the specific concerns surrounding the runaway "problem," it is proper to pull it into the planning process, which shall plot what should be done, what goals should be set, and how they are to be achieved. This amounts to a statement, or statements, on what the community wants to do about the concerns they have. We have now entered a process of setting goals or outputs for the system we are to design.

Concerns and goals rarely change; these are the only two aspects of the process that should not. We may become happier with the results, but we maintain our concerns. Elimination of the problem limits our concern to a maintenance of effort rather than a developmental strategy. But even a maintenance of effort requires constant review, otherwise the dynamic of planning is stilted by tunnel vision which ignores changes in the world.

From this point, planning should be viewed as a dynamic process: nothing suggested should be considered the only way to achieve the desired result. The reader's own experiences should be incorporated into the general discussion of decision making and strategy designing that follows.

The Dynamics of Planning

We are concerned here with two types of planning: management planning, and staff planning. Another name for management planning is impact planning. Another name for staff planning is process planning. Management will be planning for direction and results. Staff will be deciding the way to get those results. When we speak of a process, we refer to "professional" decisions about services.

Management is represented in runaway youth services as a balance between administration and directing board. Management planning contains three phases or stages: (1) establish objectives; (2) direct the accomplishment of these objectives; and (3) measure the results.

In order to establish objectives, management must collect information relative to their concern. Some sources of information include information systems, consumers, service providers, and policymakers. Although it will not always be possible to obtain data or information from each of these sources, one must at least be aware of their existence and attempt to solicit from them.

There are many ways to obtain information. The purpose of this "input" process is to enable management to collect outside objective and subjective information relative to the concern. This will, hopefully, make the planning process more inclusive and insure a more open approach to decision making. What information is obtained and how much you get is based upon the perimeters of concern you set, the money available, and the time restraints.

Hard data serve to profile the runaway youth and the environment in which she/he developed. The former is gotten through runaway-related data, the latter from background data. What form these data take is only limited by the imagination of the researcher or planner. Most of the hard data are available through existing state, federal or local information systems. If the information does not already exist, the process of retrieving it can be quite costly and time consuming. Questioning service providers and getting their estimations of the data not available oftentimes serves as a reasonably "interim stop-gap" source. For future planning, efforts should be generated at upgrading existing, or developing, appropriate information systems. One other important step in data collection is to insure that the data are accurate. Verifying data is important because you will be making projections from this data and multiplying any mistake only increases the amount of error.

All of the information above is useful, but we are interested in measuring community concern. The opinion of policymakers was covered by asking them about their concerns. It is important to keep policymakers out of the realm of process decisions. Their chore is to set priorities, establish concerns, and determine direction and results. They should leave service providers (their community's professionals), the task of deciding methods. Later, these service providers will be asked to be

accountable to the results, and it is there that their process will be reviewed. The only review of process should be in terms of cost and if people are willing to put up with the process to get the results. (You can build a fence around your community to prevent runaways...) Are people willing to accept the costs, in money and in human effort, to accomplish the results?

Consumers, as well, should be asked about their concern. This can be done through community survey mechanisms. It is a good idea (if you are to do this often), to find other interested agencies and set up a permanent survey mechanism, perhaps through motor vehicle, county treasurer, local university, or school district.

Service providers also have opinions, and these should be taken into account in setting objectives. Literature searches are a quick and easy way to get a picture of the "state of the art." It can point to contemporary trends in the alternative (in this case, services) fields. It points to successful projects and painfully unravels sad, short histories.

Research is an indepth look for verification or rejection of certain assumptions. It can also be used to establish baseline data or establish cause and effect. It can do anything you might want it to do. Possible projects include a study of self-reported runaway incidents, a study of cause, a profile, etc. Much research has already been done, or you can bootleg it by attaching your questions to a broader topic.

After gathering the appropriate information, the planner needs to further identify the problem and analyze it. This would eventually look something like a "shopping list" of the generalized needs of runaway youth. These needs would then be set against what is already available. A resource inventory should be compiled, or pulled out of an existing inventory, regarding just what is available for the runaway youth.

It is important, at this point, to identify what part of the total youth serving system touches on the runaway youth. Depending upon your local system, this might include: law enforcement, detention, shelter care facilities, health services, intake services, etc. What is important is to glean what types and amounts of services are available. It is also important to look at the process that runaway youth take through your local system. If intervention is to be a result of your project, knowledge of the process is essential. A look at local agency policies, practices, and procedures will be enlightening and might suggest some additional strategies.

The planning now returns to the board or policymakers for formulation of the plan. This process entails taking the concern; adding to that a clearer picture of the problems; looking at ways other groups have approached similar problems; looking at what resources are already available; and deciding what to do about it. Results Management, a text written and published by Applied Management Corporation, defines objectives as "a definition of results that a program plan is intended to accomplish." It further defines program output as "in terms of objectives, measurable in qualitative and/or quantitative terms." Possible measurements can include quality, quantity, time and cost.

The concern and desired result set by policymakers, at whatever level, serve as goals. (Results Management... "a goal is a desired state of affairs that is timeless, in that, as achievement approaches, goals tend to be restated.") We are speaking in terms of higher management when we refer to policymakers in goal setting.

The objective, then, establishes what you intend to do about your concern within a specified length of time.

Now comes staff or process planning. They are to respond to the objectives set by management. If possible, it is good to involve other providers within this "ad-hoc sub-system for runaway youth" you defined earlier, and get them to commit themselves to the results being demanded of the process. Unless your project is totally responsible for the runaway problem, it will be difficult to attain many far reaching effects without other involvement. Tasks are assigned and commitments obtained. Responsibility is accepted and measures are adopted. It is now time for implementation.

Management, through administration, implements or directs the attaintment of objectives. Performances by service providers are monitored by a performance evaluation system. Are they accomplishing tasks? Are they on schedule? This is the true organizational development aspect of the management cycle. People are evaluated in order to make them more effective, and this in turn, furthers the efforts of the organization or system.

At some point in the cycle, evaluation or measurement of results begins. This measure of qualitative and quantitative success or failure then becomes part of the information bank. And the cycle begins again. Goals

are raised, objectives extended, methods redeveloped, new commitments and working relationships established. Planning has effectively become part of the service and can have a far greater positive affect on accomplishing results.

What has just been laid out is a planning process. There are four large questions that can never be ignored in planning. One has been partially answered here. The other three have to be individually answered. "Why?" when answered establishes a concern and a direction. The "Why?" of runaway youth services establishes a mission and defines the right to exist. "What?" asks (and we have started to answer that here) the necessary elements to establish a plan for action. "Who?" asks for responsibility for the various types, phases, processes and tasks of planning. "How?" asks how it will all happen and asks for a definition of structure.

Planning never ends. It is a dynamic existing on a cycle. It should be able to be adjusted to fit any change and should never serve to slow the system down. It should be rational. It should be inclusive. Most of all, it should serve to make a system more accountable, more effective, and better understood.

FINANCIAL MANAGEMENT

The following section is intended to provide general guidance in the specific areas of financial and administrative management, which will assist grantees in improving the internal administration of their programs. It is by no means all-inclusive or comprehensive, but rather a simple restatement of basic principles in the context of the OYD Youth Runaway Programs.

The information contained herein was prepared by Charles W.G. Walker, Director, Financial Management Systems, Educational Systems Corporation, Washington, D.C.

....The Editors

FINANCIAL MANAGEMENT

Charles W.G. Walker

Introduction

Too often, financial and administrative practices are considered only the "business" aspects of operations and their real importance in attaining program goals is minimized. The overall financial system is a valuable means of generating information for making managerial decisions.

The following discussion provides some financial management guidelines which will assist grantees in improving the internal administration of their programs.

Accounting Systems

The ultimate purpose of an accounting system is to record information for the prompt preparation of financial statements and reports which clearly disclose all significant financial facts about grantee operations and activities. The accounting system is the tool used by management to plan, control, and appraise operating performance. It is also the means to determine compliance with the fiscal requirements of the grant. It follows then that the system need not be any more sophisticated than to meet these basic standards. Accounting procedures may range from manual bookkeeping, through mechanization by devices and machines, to computerization. So long as it satisfies the minimum requirements for effective financial control, each grantee should adopt an accounting system to meet its own particular needs.

Even for a very small grantee, it is especially desirable that a complete accounting capability exist "in-house." Reliance upon an outside bookkeeping service often mitigates against the timely availability of financial data and records. Using the grantees' independent auditor to periodically close books and render statements is also undesirable. Having the same party involved in both the accounting and audit functions may be construed as a conflict-of-interest situation.

Project Directors must insist upon the complete accounting cycle being completed, i.e., the provision of financial statements and reports. It is suggested that a quarterly "balance sheet" and "income and expense statement," similar to commercial reporting, be prepared. In grant accounting, they will normally be titled, "Statement of Assets, Liabilities and Fund Balance," and "Statement of Revenues and Expenditures." On a monthly basis, a "Budget Status Report" should be required. It is extremely important that frequent comparisons by made between actual expenditures and budget authorizations, since grantee expenditures are restricted, within certain limitations, to amounts approved by program account and by object. This surveillance will detect any deviation from the approved financial plan which might necessitate a change in expenditure rate, or a budget revision, transfer or amendment.

Internal Control

Internal control, in principle, is a plan of organization under which employees' duties are so arranged and records and procedures are so designed as to make it possible to exercise effective accounting control over assets,liabilities, resources and expenditures. Its purpose is to protect the grantee's money and other assets against employee error or dishonesty. Complete control of a sequence of related functions by one individual presents opportunities for compromise. Therefore, work should be separated so that no one employee performs a complete cycle of operations.

Proper separation of duties and responsibilities should result in the creation of a chain of documentary evidence consisting of written approvals by key officials, for each transaction. For example, with a small grantee, the director may authorize purchases, the bookkeeper processes invoices for payment, and the treasurer signs the checks. The basis of strong

internal control lies in the separation of operating responsibilities including the acquisition, custody, and disposition of assets, from the accounting responsibility of recording and posting transactions.

Many common business practices are not considered related to internal control. However, the prenumbering of requisition forms, purchase orders, checks, receipt forms, and other documents, is a measure designed essentially to point up a missing document. Any technique or procedure which will provide for "checks and balances" should be explored.

Personnel Policies and Records

An effective personnel administration program requires the publication and distribution of approved personnel policies and procedures. Their coverage should be broad enough to provide for the resolution of any personnel-related problems that can be anticipated. However, priority attention needs to be given to those which have an impact on financial management. Personnel policies which govern job descriptions, salary scales, hours of employment, holidays, pay-periods, methods of payment, termination, travel, leave, and all other employee benefits, have a direct monetary effect. Since the major portion of grantee expenses is for personnel to carry out the programs, careful consideration of these matters is of paramount importance.

The maintenance of adequate personnel records also has immediate fiscal repercussions. All personnel transactions, from employment through termination, must be fully documented in order that the accounting system be complete. Pay-roll and associated records are essential in establishing entitlement and such matters as tax liability and withholding. The individual jacket files must contain the primary source documents for all personnel actions. Such records as Application for Employment, Notice of Appointment, Job Description, Personnel Action Notice, and Performance Evaluation all have a direct relationship to salary levels and administration.

Wage and Salary Administratio:

A great diversity in interpretation and implementation exists among grantees in the matter of wage and salary administration. The statutory provisions are rather clear and simple: persons shall not receive compensation at a rate which is in excess of the average rate paid in the area to persons providing substantially comparable services, nor less than the federal minimum wage rate.

Procurement

Strong procurement methods, procedures, and controls are vital to a sound grantee accounting system. The procurement of goods involves three major phases - requisitioning, ordering and receiving. The procurement of space or equipment on a rental basis is similar but usually involves an agreement covering a period of time. The procurement of contractual services may involve either a short or continuing period of time. All procurement, however, are similar in that the initial agreement or order must be properly authorized and processed. To provide the desirable central administration of purchasing, one person should be responsible for ordering on the basis of requests from operational elements.

The requisition form initiates the procurement-expenditure transaction. It is directed to the person responsible for ordering, and furnishes information as to what is wanted and when. It triggers the issuance of a purchase order to the vendor to make delivery. A combination purchase requisition and purchase order on one form which performs both functions may be used. Such forms should be prenumbered for control and identification. The requisitioner should retain a copy of his/her requisition and receive a copy of the purchase order, thereby notifying him/her that the order has been placed. The original purchase order, of course, goes to the vendor with a copy to accounting

personnel to be matched with an attached to the vendor's invoice. Another copy should be used as a receiving report, then forwarded to accounting for matching with the invoice and duplicate; together they make up the expenditure transaction file and will support disbursement when verified and approved. Small grantees may modify these procedures for simplicity. However, there must be documentation of the requisitioning/ordering and receiving processes.

Property and Supply Management

Grantees are responsible for the management, control, and use of property, and the maintenance of necessary records on all accountable personal property. Personal property may be classified as expendable property and non-expendable property. Expendable property usually consists of supplies and materials or that property which is consumed when used, or has a utilization life of less than one year. Non-expendable property, or that property having a service life in excess of one year, will be capitalized when the unit cost is $100 or more, or when the unit cost value is less than $100 if the quantity and utilization of the items (desks, office machines, etc.), make it desirable to exercise control over the property. Capitalized non-expendable property should be posted to the property ledger and a record card prepared with information regarding description, serial number, cost, ownership, location, etc., for each item.

Physical inventory taking, and the reconciliation of inventory results with the property record cards, must be performed at least annually prior to grant

refunding. Inventory forms should be completed by the person taking the physical inventory. Generally, this person should not be the individual who has the responsibility for the property record cards or the individual responsible for the custody of property.

ASSESSMENT GUIDE

The following section, also contributed by Charles Walker, contains a recommended financial/management assessment guide for small federal grants. It is intended to be used as a management tool to measure the adequacy of the financial/management records maintained by the grantee.

....The Editors

Recommended Program Assessment Guide

Yes	No	N/A	
			1. Administration
			A. General
			a. Staffing
___	___	___	1. Are all staff positions filled?
___	___	___	2. Are there formalized hiring and staffing procedures for the grantee?
___	___	___	3. Do job descriptions exist for key staff?
___	___	___	4. Does the project director have a copy of the grant and/or all the modifications on file?
			b. Goals
___	___	___	1. Are key staff aware of the program goals and standards?
___	___	___	2. Are established goals and standards being met?
___	___	___	3. Where goals and standards are not being met, has definite corrective action been taken?
			c. Reporting
___	___	___	1. Are required OYD reports submitted in a timely and accurate manner?
___	___	___	2. Does the reporting system permit monthly analysis of operational and output statistics for the project?
___	___	___	3. Does it permit comparison of the performance against the plan?
___	___	___	4. Has the grantee established an adequate internal system for collection of information?
___	___	___	5. Does the project maintain a current file of pertinent HEW/OYD directives and manuals?

Yes	No	N/A	
			d. Participant Records
___	___	___	1. Does the grantee maintain an individual folder for each participant in the program?
___	___	___	2. If so, does it contain a complete enrollment form containing personal identifying information, residence, poverty level, OYD status, etc.?
			3. Does the grantee maintain records of:
___	___	___	a. Total number of persons served since start of Program Year?
___	___	___	b. Total number of persons presently active in program?
			B. Fiscal Management

The Department is responsible for insuring only those standards for financial management systems specifically provided for in FMC circular 74-7 and the DHEW regulations covering the Administration of Grants (Federal Register, Volume 38, Number 181, Part II dated 9/19/73). However, the federal representative is encouraged to make suggestions and assist grantees in establishing or improving financial management systems when such assistance is needed or requested.

			a. Accounting
			1. Is the accounting maintained by:
___	___	___	a. Hand posted records?
___	___	___	b. Bookkeeping machines?
___	___	___	c. Computerized records?
___	___	___	2. Does the accounting system identify the receipt and disbursement of funds separately for each grant or funding source?
___	___	___	3. Does the accounting system provide for adequate budgetary control to preclude incurring obligations in excess of total funds available or other grant restrictions?
___	___	___	4. Are expenditures recorded in accordance with the the budget line-items in the grant?

Yes	No	N/A	
___	___	___	5. Does the accounting system provide adequate information to permit the grantee to meet the financial reporting requirements prescribed in the OYD regulations?
___	___	___	6. Are the accounting records maintained in ink with a chart of accounts based on the grant budget - monthly cumulative and balance?
___	___	___	7. Does the grantee have supporting documentation for every expenditure made with OYD funds?
___	___	___	8. Are funds deposited in a bank with FDIC coverage?
___	___	___	9. Are all check signers covered by fidelity bond? (Blanket bond covering all staff involved in accounting or check signing up to $25,000 or 1/12th of grant whichever is the smaller.)
___	___	___	10. Do checks require more than one signature?
___	___	___	11. Are approvals by responsible persons required before checks are drawn?
___	___	___	12. Does the person signing the checks examine the supporting documents immediately prior to signature to assure accuracy and validity of payment?
___	___	___	13. Is the signing of checks in advance of their being completely filled out prohibited?
___	___	___	14. Is the supply of unused checks adequately safeguarded?
___	___	___	15. Are checks prenumbered?
___	___	___	16. Are spoiled and voided checks completely accounted for?
___	___	___	17. Are bank statement reconciliations performed immediately after receiving this information from the bank?
___	___	___	18. Is the bank reconciliation performed by a person who does not sign checks, handle or record cash in?
___	___	___	19. Except for petty cash expenditures, are other disbursements made by cash?

Yes	No	N/A	
___	___	___	20. Does the grantee have a Petty Cash Fund?
___	___	___	21. Are all petty cash funds on an imprest basis? (Cash on-hand plus outstanding vouchers is equal to a fixed number of dollars.)
___	___	___	22. Is the replenishment approved by a person other than the custodian upon inspection of the vouchers?
___	___	___	23. Are vouchers effectively cancelled at time of replenishment?
___	___	___	24. Are suprise cash counts made by employees other than the custodian?
			25. Are written authorizations required for all:
___	___	___	a. Employees added to payroll?
___	___	___	b. Changes in rate of pay?
___	___	___	c. Employees taken off the payroll?
___	___	___	26. Are time and attendance records used in the preparation of the payroll?
___	___	___	27 Are time and attendance forms required to be signed by the employee and supervisor?
___	___	___	28. Are payrolls approved by an authorized person?
___	___	___	29. Are individual earnings records maintained for each employee showing total earnings, deductions, and net pay for each employee per pay period?
___	___	___	30. Are all Federal and State payroll tax returns filed and current?
___	___	___	31. Are regular deposits made of federal payroll taxes as required by IRS?

Yes	No	N/A	
			b. Personnel
___	___	___	1. Does the grantee have an established annual and sick leave policy?
___	___	___	2. Do the leave regulations apply to all personnel?
___	___	___	3. Are leave records maintained for each employee?
___	___	___	4. Are employees covered by FICA?
___	___	___	5. Are employees covered under Workmen's Compensation?
___	___	___	6. Are employers covered under State Unemployment Compensation?
___	___	___	7. Are Personnel Files kept confidential? Under lock and key?
___	___	___	8. Has the grantee established personnel policies?
___	___	___	9. Is the staff aware of personnel policies? Have they been given a copy?
			10. Are there job descriptions and do they provide:
___	___	___	a. A general statement of the role of the position holder?
___	___	___	b. Detailed listings of specific duties, responsibility and authority?
___	___	___	c. A clear reporting responsibility?
___	___	___	d. Qualifications required?
			11. How complete and up-to-date are the grantee's personnel records? Do they contain the following information:
___	___	___	a. Record of personnel criteria?
___	___	___	b. Letter of appointment?
___	___	___	c. Job description?
___	___	___	d. Reference check?

Yes	No	N/A	
___	___	___	e. Application?
___	___	___	f. Personnel Action Notice?
___	___	___	g. Authorization for pay increases or promotion?
___	___	___	h. Staff training records?
___	___	___	i. Leave records?
___	___	___	j. W-2?
___	___	___	k. Verification of previous employment?
___	___	___	l. Verification of previous salary?
___	___	___	m. Evaluations?
___	___	___	n. Disciplinary actions?
___	___	___	o. Letters of appreciation/commendation?
			c. Property Management
___	___	___	1. Does the grantee adhere to the procurement standards in attachment O of FMC 74-7?
___	___	___	2. Are leases on file for all property rented?
___	___	___	3. Is the documentation of purchase transactions sufficiently complete to assure that goods or services received correspond with order placed and expenditures made?
___	___	___	4. Is the government property correctly identified?
___	___	___	5. Are proper records set-up to account for the use of government property?

Yes	No	N/A	
			d. Travel
			1. Does the grantee have formal written travel policies?
			2. Do travel regulations or policies require:
			a. travel authorization prior to travel?
			b. receipts for meals and lodging?
			c. odometer readings for mileage?
			3. Is per diem paid in lieu of expenses?
			e. Insurance
			1. Does insurance coverage provide for:
			a. Public liability?
			b. Fire?
			c. Theft?
			f. Nepotism
			Has the grantee hired or permitted the hiring of any person who is a member of the immediate family of any person employed by the grantee in an administrative capacity?

Additional Comments:

EVALUATION

In the management scheme of things, evaluation is a critical component. Essentially a control device, a substantive evaluation provides managers with timely information on the progress of the organization (and its various subsystems) toward predetermined goals.

Despite this rather obvious benefit, too often people in the social services are suspicious of the intent, the process and even the results of evaluations. Stories abound about "evaluators" and the untruths they spread. Who can truly evaluate the spirit of a runaway project? What type of evaluation instrument can ferret out the intangibles inherent in organizational or staff development? In short, why bother with evaluations if the staff is doing its job, the project seems on-target and the kids seem happy?

Elaine Duxbury responds to these and other questions with an insightful article on the benefits of well-planned and executed evaluations. In the process of de-mystifying some of the old myths surrounding evaluations, she offers some practical guidance on how runaway projects can structure assessments that will yield the type of data necessary to improve services.

....The Editors

EVALUATION

INFORMATION FOR IMPROVING RUNAWAY YOUTH PROGRAMS

Elaine Duxbury

People working in runaway youth programs and other social programs often think of evaluation as something mystifying or threatening. It needn't be.

Evaluation can provide information for action. In this sense, information from evaluation can be power - power to improve runaway youth programs, for example.

Evaluation means many things to dfferent people. In this paper, evaluation is defined as the process of determining the efficiency or effectiveness of something for the purpose of making decisions. Evaluation refers to making judgments - making them as accurately and objectively as possible.

Efficiency refers to how many, how much, how quickly. Effectiveness refers to how successfully or how well.

Why evaluate a runaway youth program? When a program's staff is dealing with human crises, with young people who are hurting and parents who are upset, evaluation may seem like a low priority. But, evaluating a program can lead to providing better services for young people in your community.

For example, program staff sometimes wonder, "Are we doing any good?" Evaluation, based on goals and objectives reflecting their values, can help answer this question.

All too often the question, "Why evaluate?" is not specifically asked or answered. Yet, a clear answer to this question sets the framework for the evaluation design and the kinds of information to be obtained from the evaluation.

Specific answers to three questions will help program staff decide why (and whether and eventually how) to evaluate their runaway youth program. These three questions are:

- If you were to evaluate your runaway youth program, who would be the primary user or users of this evaluation? (Staff? Funding source? Community? Others?)

- What information would the user need from the evaluation? (What kinds? How accurate? How objective?)

- What decision or decisions will this information be used for? (Policy decisions? Day-to-day service decisions?)

The possibilities for evaluating runaway youth programs are infinite. However, the resources are limited. Nevertheless, the evaluation possibilities and the limited resources can be reconciled by answering the above questions about the evaluation's users, the information needed and the decisions to be made. These questions are all too often overlooked in planning an evaluation.

Clear answers to these questions will help pinpoint the improvements the program may be able to make as a result of evaluating it. Moreover, clear answers to these questions will help shape what the evaluation's objectives will be, the kinds of questions which need to be asked, who needs to be asked the questions, and how much accuracy the evaluation methods need to have.

These few pages are not a formula or a panacea for evaluating your runaway youth program. They are not intended to be a crash course in questionnaire design, sampling, data processing, statistical analysis of data, or other evaluation research specialties. Special knowledge or skills may be needed to evaluate your program if you are looking for a high degree of accuracy and objectivity.

Nevertheless, runaway program staff, particularly staff with managerial or administrative duties, can enhance their programs a great deal if:

1. They creatively involve program staff in designing and conducting simplified evaluations within the skills and resources available at the program;

2. They can articulate to outside evaluators, before they contract with them, why the program wants to evaluate and what information for whose decision

making is necessary - in other words, specifying the product which the runaway youth program is ordering.

Whether a runaway youth program is planning to conduct an evaluation itself or to have a research analyst do it, the basic steps in evaluating a runaway youth program or activity are the same. These basic steps, along with some examples of questions to be answered in each step are:

1. *Define the Problem or Need*

   Why do you want to evaluate?

2. *Determine the Evaluation Objective or Objectives*

   What kind of change do you expect to make as a result of this program or activity? Is the objective measurable? Is it specific?

3. *Set the Criteria for Measuring the Objectives*

   What information will you use to determine how well you have met your objective?

4. *Determine the Methods of Gathering the Data*

   Are there existing records where you can obtain the information? If not, from what population or group of people can you obtain the information? How will people within this group be selected? Will these people be interviewed (if so, in person or by telephone?) or complete a questionnaire? What questions need to be asked in order to obtain the information listed in the criteria for measurement? (Are you getting information that's merely interesting? Can it pass the "so what" test?)

5. *Gather the Data*

   Is it being done consistently? Systematically? With a minimum of bias?

6. *Tabulate the Results*

   Do you plan to group similar types of comments or other results into codes? Will you count your replies by hand, or do you need to keypunch your results and use a computer to tabulate them? (If so, a chat with your friendly keypuncher and your other computer folks while you are designing your data-gathering methods in Step 4 is definitely recommended.)

7. *Analyze and Interpret the Results*

   How do they compare with your evaluation objectives? Do the results differ for different groups (of clients or staff or services, for example)?

8. *Report the Results*

   How can your primary user best make use of the information? A summary? Detailed tables? Graphs?

Now - with the results available, what decisions are going to be made and action taken to improve your program? Once these decisions to change are made, it may be time to start the evaluation process at Step 1 again.

Ideally, evaluating a runaway youth program is an ongoing process, providing periodic feedback of results so that the program can be improved. It is - or should be - one of the management functions of a runaway youth program, with specialized help brought in if necessary.

All too often, program staff decide to evaluate after an activity has been launched and completed. When that happens, some of the best information is lost because it wasn't planned for in advance and gathered while the activity was underway. Planning each of the evaulation steps along with the program planning can prevent this from happening.

Planning each of the evaluating steps will also reduce the unnecessary information that is collected. It will also allow program staff to estimate the resources needed to tabulate the data and analyze and interpret it. If the resources aren't likely to be available, the untabulated data may just sit unused in the corner. And that's not information for action.

If you are interested in reading more, here are a few books that may be helpful.

Weiss, Carol H., Evaluation Research: Methods for Assessing Program Effectiveness, Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1972.

Suchman, Edward A., Evaluation Research: Principles and Practice in Public Service and Social Action Programs. New York: Russell Sage Foundation, 1967.

Babbie, Earl R., Survey Research Methods. Belmont, California: Wadsworth Publishing Company, Inc., 1973

EVALUATION

In our travels this past year, we have noticed the parlance of management creeping into runaway projects. Terms like "systems accountability," "organizational development," "management-by-objectives," and the like, have comfortably taken their places alongside the social services vocabulary used at many projects. Looking Glass, in Eugene, Oregon, is an example of how well management systems can be integrated into a full social service program impacting on the project in a positive way. Looking Glass provides individual crisis counseling, short-term shelter care (the only such facility in Eugene), family counseling, legal, educational and vocational counseling, and referral and follow-up services. An integral part of their service package is evaluation, as may be discerned from the following article authored by Jim Forbes, the Director, and William Sheppard, a consultant with Looking Glass. In their article they describe the evaluation system employed by their project and offer facsimiles of forms used in the process.

....The Editors

LOOKING GLASS EVALUATION SYSTEM

Jim Forbes
William Sheppard

I. Introduction

Looking Glass was established in May of 1970 in order to better meet the needs of runaways and other adolescents facing family-related problems within the Eugene/Springfield area.

Like many other "runaway centers," Looking Glass has evolved from a small, quite naive agency to a more sophisticated and mature organization. As the agency expanded its services, budget and influence, the demands placed upon the agency from both external and internal sources also increased: funding sources needed social statistics on our clientele in order to get a clearer view of the runaway programs; the administrators of the agency needed information about the quality of services provided and the competency level of the staff members; the Board of Directors needed cost-effectiveness data; and so on.

It soon became apparent that those procedures developed to give needed information to the decision-makers of the agency during Looking Glass's infancy were either incomplete or outdated. No longer could the agency survive on the assumption that "the services we provided must be good because we are good and well-intentioned people." The terms "systems accountability" and "service accountability" quickly entered into Looking Glass's vocabulary. We had to, and wanted to, become more accountable to our clients, our community, and our funding sources. This led to the development of our present evaluative system in the first months of 1975.

The following article offers a brief overview of the evaluation system which has been in effect at Looking Glass for more than a year. It is not intended as a quickie course on how to develop a comprehensive evaluation course, as the evaluative needs of each agency differ greatly. The questions we needed answered may have nothing to do with the information

you need to know. Each evaluative system must be tailor-made to best suit the needs of those who will be using it. In order for Looking Glass to develop an alternative system, we had to know:

1. Who the users of the information would be

2. What we would be evaluating

3. What decisions would be based on the information obtained from this process

These steps are important and cannot be overlooked. They should be asked when looking at each component of an evaluative system. For goodness sake, do not develop an evaluative system for the sole purpose of having an evaluative system.

The following is a description of the various components of the Looking Glass evaluation system. It should be stressed that the system is both comprehensive and continuous. It should also be noted that the system may soon be changed as we have been chosen by California Youth Authority (CYA) to participate as a test-site for the evaluation design they are testing under contract to the Office of Youth Development.

II. Components of Looking Glass Evaluation System

A. Clients

1. Client Attitude Survey

An attitude assessment measure, which allows clients an opportunity to provide staff with weekly feedback, has been utilized at Looking Glass for the past fifteen months. (See page 253; Form A.) This feedback mechanism has proven to be extremely valuable in tracking the clients' attitudes toward the following program components:

House: Fairness of rules, Food, Clients' behavior, Overall Atmosphere

Personal Relations Between Yourself and: Buckstopper, Other Staff, Other Clients

Counseling: Helpfulness, Availability

The client attitude survey both lets us know how the program is affecting clients and provides a basis for programmatic changes. It is viewed as an invaluable tool to assess the impact of changes in program and to guide weekly decision-making concerning program operation and emphasis.

2. Statistical Summary of Services Provided

Looking Glass began keeping comprehensive records of all of the services it provided in 1974. Each Client Service Worker records, daily, the number of counseling sessions conducted, the number of crisis calls or situations, and the number of speaking engagements to students for preventive education.

In addition, social data is collected from each client who receives direct service from Looking Glass. This information is originally recorded on the Client Intake Sheet; it is then coded, and computer processed. We now receive monthly, quarterly, and yearly summaries. (See page 254, Form B, Client Statistics: July-September 1975.)

B. Staff

1. Staff Selection and Training

a. Job Description

In considering the needs of the agency, we developed the following job description for the position of Client Service Worker:

The job will consist of forty hours per week, most of which will fall in the afternoon, evening, and weekends. The duties of the job include:

1. Supervision of resident teenagers.

2. Handling crisis situations.

3. Performing intake interviews: primarily with teenagers.

4. Making referrals to appropriate agencies or services.

5. Attending weekly staff meetings.

The qualifications for these positions are:

1. A bachelor's degree in one of the social science fields would be preferred but is not required.

2. Experience working with teenagers in a residential setting.

3. A background in crisis intervention techniques and procedures would be helpful.

4. Must have an outgoing personality and must be willing to take on responsibility.

b. *Application Procedure*

The positions were advertised in the local paper, and listed with the State Employment Office. Applicants were asked to call Looking Glass, at which time the job description, qualifications, and application procedures were more fully described. At this time, the individual was asked, "Given this information, are you interested in applying for the position?"

This simple self-selection process resulted in approximately half of the individuals disqualifying themselves from further consideration for these positions. Those individuals who indicated an interest in formally applying for the positions were scheduled for a personal interview and were asked to bring a written resume.

c. *Interview*

Personal interviews were conducted by the same two staff members. Each interview lasted approximately one hour. During the interview, an objective evaluation form

was filled out by each of the interviewers (see Form C, page 256). Following the interview, narrative subjective evaluations were written by each interviewer. At the end of the interview, the applicant was asked to call Looking Glass on Monday of the following week to find out if he/she was one of the five applicants chosen to come back for a second interview.

d. *Decision Making*

After all of the interviews were completed, copies of each applicant's resume and the interviewers' evaluation forms were made available to Looking Glass staff members for review. The staff then met as a whole to discuss each applicant and to narrow the field to five finalists. In making this decision, each interviewer's evaluation form was given a qualitative rating, on a scale from one to ten, based upon the following objective factors:

1. Training and experience

2. Personality

3. Meeting the needs of Looking Glass

The staff then reviewed each individual applicant, considering the objective and subjective evaluations and resume. Through this process, the five outstanding applicants were identified. Each of these individuals was then asked to meet individually with all of the Looking Glass staff for final consideration. During these meetings, the ability of the individual to interact with each of the staff members, their interest in the program, and his/her flexibility to respond to program needs were assessed. All of the staff participated in the final selection process, taking all of the information regarding each applicant into account. All of the applicants were notified concerning the final decision.

e. *Training*

The staff training program includes, basically, the following components:

1. A specification of the primary areas of staff participation and responsibility. These are Staff/shift duty, Intake, and Buckstopper.

2. A job analysis of the actual tasks to be performed, the prerequisite skills required, and the training procedures utilized (see page 257, Form D - Looking Glass Staff Competency Levels).

3. Determination of the entering skill levels of each trainee.

4. Delivery of the training program.

The training program utilizes current program staff to train new staff members. This is a four-stage process: First, the trainees study specific written, audio, and video-taped materials. After demonstrating their understanding of the material presented through an oral examination, the trainees move on to step two. This is the beginning of the on-the-job training. At this point, the trainees simply observe current program staff performing such tasks as intake or counseling. The third step pairs each trainee with a current staff member and they jointly carry out program roles. The final step in the training program is supervised individual job performance. Since part of the Looking Glass philosophy is that job training is a continuing process which does not end, all staff operate at this level of supervised job performance.

During job training, each trainee's progress is monitored and recorded. Each component of the training program includes a specific list of performance objectives specifying the behaviors to be acquired, the settings

in which the behaviors are to be performed, and criteria for acceptable performance. When a trainee completes a component of the training program, his/her performance is assessed by the trainer. A detailed record of each trainee's performance is compiled by recording the date each objective is reached. (See page 259, Form E - Trainee Progress Sheet.) The current program staff members also evaluate the trainee's performance (See page 260, Form F - Staff Evaluation of Trainee's Performance). In addition, the trainee evaluates the training program (See page 261, Form G - Trainee's Evaluation of Looking Glass's Training Program).

2. *Staff Performance*

Each staff member meets with their supervisor once a month to discuss the staff member's performance, the relationship between the staff member and the supervisor, and the overall program. Special emphasis is placed upon reviewing the intakes carried out by the staff member, their counseling activities, and their relationships with clients and other staff (See page 262, Form H - Staff Evaluation's Guide These sessions are viewed as an opportunity to provide positive feedback and maintain good communication. A written summary of each staff member's performance is entered in their file each month.

C. *Administration*

1. *Case Management Procedures*

Specific case management procedures have been developed at Looking Glass to insure consistent, high quality delivery of direct services to our clients. Regular evaluation of each client's status and progress in the program is an essential component of our direct services system. A staff meeting is held each week to review each resident client. At this meeting, new intakes are reviewed; case plans and objectives

are discussed; progress in educational, employment and/or independent living programs is reported; client behavior during the week is discussed; and future plans and placements are described. Detailed written records are maintained in each client's file concerning their progress at Looking Glass.

2. *Organizational Management*

Evaluation is a necessary feature of operational decision making such as generating future plans, setting program objectives, monitoring program progress, and allocating financial resources. In brief, Looking Glass utilizes a management-by-objectives (MBO) format in keeping with OYD requirements. In addition, Looking Glass has specific program management and financial management evaluation systems that provide up-to-date, continuous information for use in decision making.

D. *Evaluation Components That Need to be Developed*

1. *Follow-up*

Our current priority is the development of a system for collecting follow-up information to assess the long-range impact of the services that we provide.

2. *Cost-benefit analysis*

Ideally, we would like to be able to justify the services that we provide to the community on the basis of a hard, dollar and cents cost-benefit analysis. We are currently exploring the possibility of devising such a system.

FORM A

DATE_____

Looking Glass Client Attitude Survey

Please rate Looking Glass on each of the scales below. You do not need to sign your name. Please be as accurate and honest as possible. This information will help us to improve the Looking Glass program.

House:

Fairness of Rules

_____ Very fair
_____ Fair
_____ Somewhat fair
_____ Neutral
_____ Somewhat unfair
_____ Unfair
_____ Very unfair

Food:

_____ Very good
_____ Good
_____ Moderately good
_____ Neutral
_____ Moderately poor
_____ Poor
_____ Very poor

Clients' Behavior

_____ Very considerate
_____ Considerate
_____ Somewhat considerate
_____ Neutral
_____ Somewhat inconsiderate
_____ Inconsiderate
_____ Very inconsiderate

Overall Atmosphere

_____ Very pleasant
_____ Pleasant
_____ Somewhat pleasant
_____ Neutral
_____ Somewhat unpleasant
_____ Unpleasant
_____ Very unpleasant

Personal Relations Between Yourself and _____:

Buckstopper

_____ Very positive
_____ Positive
_____ Somewhat positive
_____ Neutral
_____ Somewhat negative
_____ Negative
_____ Very negative

Other Staff

_____ Very positive
_____ Positive
_____ Somewhat positive
_____ Neutral
_____ Somewhat negative
_____ Negative
_____ Very negative

Other Clients

_____ Very positive
_____ Positive
_____ Somewhat positive
_____ Neutral
_____ Somewhat negative
_____ Negative
_____ Very negative

Counseling:

Helpfulness

_____ Very helpful
_____ Helpful
_____ Somewhat helpful
_____ Neutral
_____ Somewhat useless
_____ Useless
_____ Very useless

Availability

_____ Very available
_____ Available
_____ Somewhat available
_____ Neutral
_____ Somewhat hard to get
_____ Hard to get
_____ Very hard to get

Other Comments:

FORM B

CLIENT STATISTICS: JULY-SEPTEMBER 1975

	#	%
Number of clients	58	
Sex of client		
Male	22	37.9
Female	36	62.1
Age of client		
9	0	0
10	0	0
11	0	0
12	0	0
13	4	6.9
14	10	17.2
15	15	25.8
16	15	25.8
17	11	18.9
18	0	0
No report	3	5.4
Average Age		15.6
Ethnic group		
Caucasian	53	91.3
American Indian	3	5.4
No report	2	3.4
Area of residence		
Eugene	33	56.9
Springfield	5	8.6
Lane County	5	8.6
Oregon	9	15.1
Out of State	3	5.4
No report	3	5.4
In school?		
No	17	29.3
Yes	38	65.3
No report	3	5.4
Grade		10.2
Arrest record		
None	20	34.4
Juvenile offenses	23	39.6
Criminal offenses	6	10.3
Both	6	10.3
No report	3	5.4

	#	%
Looking Glass resident?		
No	13	22.5
Yes	45	77.5
Days in residence		7.9
Disposition		
Home	19	32.7
Foster Home	3	5.4
Group Home	0	0
Institution	5	8.6
Relative	2	3.4
Friends	7	12.0
On own	8	13.7
On run	1	1.7
Don't know	13	22.5
Type of client		
Other/no report	9	15.4
Runaway	16	27.7
Counseling	4	6.9
Emancipated	1	1.7
Placement	14	24.1
Kickout	9	15.5
Runaway/Placement	5	8.6
Ward of court?		
No	41	70.6
Yes	17	29.4
No report	0	0
Referred by		
No referral/other	5	8.6
Self	11	18.9
Friends	8	13.7
Family	7	12.0
CSD	18	31.0
Juvenile justice	6	10.4
Police	0	0
School	0	0
No report	3	5.4

FORM B (continued)

	#	%
Previous living situation		
None	1	1.7
Other	2	3.4
Home	26	44.8
Shelter care	2	3.4
Foster care	6	10.3
Group home	6	10.3
Skipworth	4	6.7
Institution	0	0
Relatives	5	8.6
Friends	3	5.4
No report	3	5.4
Broken home?		
No	14	24.2
Yes	40	68.9
No report	4	6.9
Family income		
Less than $5,000	7	12.4
$5,000 - $7,500	12	20.6
$7,500 - $10,000	8	13.7
$10,000 - $15,000	13	22.4
$15,000 - $20,000	2	3.4
More than $20,000	1	1.7
No report	15	25.8
Did client run away?		
No	31	53.4
Yes	24	41.2
No report	3	5.4
Run before?		
No	16	27.5
Yes	34	58.8
No report	8	13.7
Distance Ran		
City (0-10)	12	20.6
County (10-50)	1	1.7
In state (50-300)	3	5.4
Out of state (300+)	7	12.0
No report	35	60.3
Running how long?	192 (days)	

	#	%
Number of parents	22	
Sex of parent		
Male	6	27.3
Female	16	72.7
Ethnic group		
Caucasian	19	86.3
American Indian	3	13.7
Afro-American	0	0
No report	0	0
Area of residence		
Eugene	21	95.4
Springfield	0	0
Lane County	1	4.6
Oregon	0	0
Out of State	0	0
No report	0	0

FORM C

Interviewer _____

Applicant's Name _____ Date _____

Address _____ Sex _____ Age _____

Educational Background:

High School _____
Some College _____
Associate's Degree _____
Bachelor's Degree _____ in _____
Master's Degree _____ in _____
Doctorate _____ in _____

Experience in Similar Agencies:

Very much _____
Fair amount _____
Neutral _____
Not much _____
None _____

Interest in This Job:

High _____
Medium _____
Low _____

Personality:

Very pleasant _____
Somewhat pleasant _____
Neutral _____
Somewhat unpleasant _____
Turns me off _____

Other Training: _____

Experience with Teenagers:

Very much _____
Fair amount _____
Neutral _____
Not much _____
None _____

Hours available:

Weekdays _____
Weeknights _____
Weekends _____
Weekend-nights _____

Other Skills which would be of benefit to Looking Glass or its clients:

_____

OVERALL RATING

1 2 3 4 5 6 7 8 9 10

POOR EXCELLENT

FORM D

LOOKING GLASS STAFF COMPETENCY LEVELS

I. Shift Duty - Prerequisites A. Demonstrate understanding of material in L. G. training manual (L. G. history, philosophy, functions). B. Received training in phone operations and procedures. 1. Answering the phone 2. Confidential information not to be given out. 3. Taking messages 4. Knowledge and use of community resource manual 5. Location of important phone numbers 6. Familiarity with desk area and forms C. Knowledge of staff responsibilities while on shift duty D. Knowledge of staff prohibitions 1. No romance with clients 2. No drugs or alcohol furnished to clients 3. No communication of confidential information outside of staff E. Received basic crisis intervention training 1. Runaways 2. Suicides 3. Drug bummers F. Knowledge of L. G. policies 1. Rules of the house 2. Specific objectives of the program 3. School attendance 4. Commitment of residents	Shift Duty - Training Procedures A. Read training manual. Pass on oral examination over the key content. B. Listen to audio tapes presenting examples of proper phone operations and procedures. Role play responding on the phone to a variety of situations presented by the instructor. Pass an oral examination over phone operations and procedures. C. & D. Read training manual. Discussions with instructor. E. Read training manuals. View video tapes of experienced counselors handling crisis intervention situations. Role play crisis intervention procedures. F. Read training manual. Discuss policies with instructor. Pass an oral examination over L. G. policies.	Shift Duty - Rules 1. Do a shift alone. 2. Answer the phone. 3. Interact with the clients. 4. Refer inappropriate cases to other agencies. 5. Solicit donated materials. 6. Receive additional training.

FORM D (continued)

II. Intake Duty - Prerequisites
- A. Knowledge of intake procedures.
- B. Receive training in intake skills.
- C. Knowledge of appropraite cases for L. G.
- D. Knowledge of youth alternatives.
  1. Youth laws
  2. Community agencies
  3. Police role in runaways
  4. Clients' and parents' rights
  5. Educational and employment resources and alternatives
  6. Alternative living arrangements

Intake Duty - Training Procedures
- A. Read training manual. Pass an oral examination over the content.
- B. View video tapes of interviews. Role play intakes with the instructor. Sit in on enough intakes until comfortable to do it alone.
- C. Read training manual. Pass an oral examination over the content.
- D. Read training manual. View video tapes of presentations by agency representatives. Discussion with instructor. Pass an oral examination over youth alternatives.

Intake Duty - Roles
1. Do intake alone.
2. Be an assistant buckstopper to a client.
3. Become involved in the following committees
   - a. Speakers bureau
   - b. Job assistance
   - c. Educational assistance
   - d. Recreation
4. Receive additional training

III. Buckstopper - Prerequisites
- A. Been an assistant buckstopper to at least three clients.
- B. Participated in briefings with the buckstopper and client services coordinator concerning each case.
- C. Extensive working knowledge of relevant community agencies (Childrens Services Division, Juvenile Department, foster homes).

Buckstopper - Training Procedures
- A., B., & C. Direct apprenticeship experience with L. G. counselors and client services coordinator.

Buckstopper - Roles
1. Can serve as a buckstopper to one or more clients.
2. Serve on shift duty four times a week.
3. Be an individual counselor to a client.
4. Screen foster homes.
5. Serve as chairperson on a L. G. committee.

FORM E

I. Shift Duty - Prerequisites

____A. Demonstrate understanding of material in L. G. training manual (L. G. history, philosophy, functions).

____B. Received training in phone operations and procedures.

_____1. Answering the phone.

_____2. Confidential information not to be given out.

_____3. Taking messages.

_____4. Knowledge and use of community resource manual.

_____5. Location of important phone numbers.

_____6. Familiarity with desk area and forms.

____C. Knowledge of staff responsibilities while on shift duty.

____D. Knowledge of staff prohibitions.

_____1. No romances with clients.

_____2. No drugs or alcohol furnished to clients.

_____3. No communication of confidential information outside of staff

____E. Received basic crisis intervention training

_____1. Runaways

_____2. Suicides

_____3. Drug bummers

F. Knowledge of L. G. policies

_____1. Rules of the house

_____2. Specific objectives of the program

_____3. School attendance

_____4. Commitment of residents

II. Intake Duty - Prerequisites

____A. Knowledge of intake procedures.

____B. Receive training in intake skills.

____C. Knowledge of appropriate cases for L. G.

____D. Knowledge of youth alternatives

_____1. Youth laws

_____2. Community agencies

_____3. Police role in runaways

_____4. Clients' and parents' rights

_____5. Educational and employment resources and alternatives

_____6. Alternative living arrangements

III. Buckstopper - Prerequisites

_____A. Been an assistant buckstopper to at least three clients.

_____B. Participated in briefings with the buckstopper and client services coordinator concerning each case.

_____C. Extensive working knowledge of relevant community agencies (Childrens Services Division, Juvenile Department, foster homes).

ADDITIONAL COMMENTS:

CONTINUED

3 OF 4

FORM F

Looking Glass
Staff Evaluation of Trainee's Performance

Trainee's Name_____ Level_____

Evaluator's Name_____

Knowledge of L. G. Procedures

_____ Very knowledgeable
_____ Knowledgeable
_____ Somewhat knowledgeable
_____ Neutral
_____ Somewhat uninformed
_____ Uninformed
_____ Very uninformed

Personal Interactions with Clients

_____ Very positive
_____ Positive
_____ Somewhat positive
_____ Neutral
_____ Somewhat negative
_____ Negative
_____ Very negative

Personal Interactions with Staff

_____ Very positive
_____ Positive
_____ Somewhat positive
_____ Neutral
_____ Somewhat negative
_____ Negative
_____ Very negative

Contribution to L. G. Program

_____ Very strong
_____ Strong
_____ Somewhat strong
_____ Neutral
_____ Somewhat weak
_____ Weak
_____ Very weak

Overall Performance

_____ Excellent
_____ Very good
_____ Good
_____ Neutral
_____ Poor
_____ Very poor
_____ Terrible

FORM G

Trainee's Evaluation
of Looking Glass' Training Program

Please rate the Looking Glass training program you have participated in on each of the scales below. This information will help us to improve future training programs.

Usefulness of Information Presented

_____ Very useful
_____ Useful
_____ Somewhat useful
_____ Neutral
_____ Somewhat useless
_____ Useless

Interest Level of Sessions

_____ Very interesting
_____ Interesting
_____ Somewhat interesting
_____ Neutral
_____ Somewhat dull
_____ Dull
_____ Very dull

Difficulty of Training Program

_____ Far too advanced
_____ Too advanced
_____ A little too advanced
_____ About right
_____ A little too simple
_____ Too simple
_____ Far too simple

Time Spent in Training Program

_____ Far too long
_____ Too long
_____ A little too long
_____ About right
_____ A little too short
_____ Too short
_____ Far too short

Clarity of Training

_____ Very clear
_____ Clear
_____ Somewhat clear
_____ Neutral
_____ Somewhat confusing
_____ Confusing
_____ Very confusing

Effectiveness of Training Program

_____ Very effective
_____ Effective
_____ Somewhat effective
_____ Neutral
_____ Somewhat ineffective
_____ Ineffective
_____ Very ineffective

Overall Evaluation of Training Program

_____ Excellent
_____ Very good
_____ Moderately good
_____ Neutral
_____ Moderately poor
_____ Very poor
_____ Terrible

ADDITIONAL COMMENTS:

FORM H

STAFF EVALUATION GUIDE

TRAINING

—Needs, Priorities, Action Plan, Activities and Dates

—Review training Sessions

—Discuss applicability of training to job

RECORD KEEPING

—Review intake forms, Case folders, Shift log

—Stress need for accurate, complete, and consistent record keeping

PROGRAM DEVELOPMENT

—Exchange ideas and options for program development

PERFORMANCE FEEDBACK

__Performance with clients

—Performance with staff

—Performance with parents

—Performance with agency personel

—Counseling

—House functioning

COMMENTS

COMMUNITY ISSUES

It was not so long ago, that many runaway projects regarded themselves as beleagured outposts in a threatening world; safe havens where young people could find the support, and respect denied them "out there." This was a scenario in which "the good-guys and the bad-guys" were clearly distinguishable. On one side we had community institutions: schools, police, families, courts, social service agencies, uncaring, pernicious and destructive. And on the other, were the young people and project staff, struggling to create a free, open and creative life-space. Like all myths, there was some validity to this world-view, yet undoubtedly, it contributed to furthering this dialectic of mutual anger and mistrust. Ultimately, however, this proved to be a false and short-sighted image, and one which did not further the interests of the runaways.

But perhaps we have overstated our point. The first runaway centers were created during a time of great turmoil and unrest; during years when intergenerational warfare seemed at hand. To open a runaway project in those days was to take a risk; to risk harrassment, arrest and even physical attack. To establish a runaway project in those days was to take a political stance; to stand with young people and attempt to help them wrest some power over their lives from a society which appeared, at best, indifferent.

Fortunately, this situation has begun to change. As the projects gained in experience and self-confidence, as staff members developed their analysis of why young people run and how to best assist them, and as the social climate in America has changed, runaway centers have moved away from a position of righteous isolation. And with this change has come a similar movement on the part of other community agencies and institutions which effect the lives of young people. The articles in this section speak to this issue; the way in which runaway centers can impact change and utilize the institutions and resources of the community on behalf of their client populations.

Effective work in the community must begin with a solid effort at community relations. Such a program not only serves to effect education and change within the community, but also enables the project to develop smooth and effective linkages with other agencies, and to harness substantial community resources and support. In his article on community relations, Carl Boaz, of Casa de los Amigos in Dallas, presents a guide for the development of such a program, and pinpoints the pitfalls and problem areas in community relations work. Working within the community also means moving to change those institutions, policies and procedures which oppress young people. In his article on Institutional Change, John Wedemeyer of the Bridge in San Diego, discusses the philosophical underpinings of such a strategy and its relationship to direct service work. He then goes to to describe, in detail, the successful efforts of the San Diego Community Congress to organize the community and develop the political clout necessary to prevent the building of a new juvenile lock-up in the county. In our opinion, this represents an outstanding model of progressive advocacy, and one which merits careful study by youth workers.

You cannot visit any runaway project for very long, without finding the discussion turning towards the issue of relations with the police. In many ways, police can come to be seen by projects as the most visible and threatening agents of the society; the arch-villians in the struggle to service youth rights. John Sarb, draws on his experience at FOCUS, in Las Vegas, to present a sound, realistic and humane view of how a project can learn to work with local police departments. We believe this to be a valuable article.

This section on community issues ends with two articles on schools. In the first, Kay Wickett Ostensen describes the activities of the Odyssey project in establishing linkages and a viable outreach and prevention program in the local school systems. This is followed by June Bucy and Lynne Nita Pope's description of a unique in-house school program developed at the Youth Shelter in Galveston, Texas.

We have included, as an Addendum to this section, "The Case of Ann," a training exercise developed by The National Council on Crime and Delinquency Training Center. The NCCD trainers have found this exercise to be helpful in raising the issue of services for runaways with community groups, and is of particular value in working with juvenile justice personnel. "The Case of Ann" could be utilized in projects' community relations and advocacy efforts, and may be changed or amended in keeping with the situation in each locality.

COMMUNITY RELATIONS

Case de los Amigos is the first program of its kind in Dallas, Texas. Although the program has only been operational for one year, it has successfully developed local linkages and community support through a comprehensive community relations program.

In his article, "How to Establish an Effective Community Relations Program," Carl Boaz, Administrator of Case de los Amigos, discusses the elements of the program's community relations program.

....The Editors

HOW TO ESTABLISH AN EFFECTIVE COMMUNITY RELATIONS PROGRAM

Carl Boaz

Because the causes of runaway behavior are so complex and pervasive, often reaching deeply into the very heart of our local communities, effective community relations for runaway services are imperative. It is virtually impossible for any single angency to offer all, or even most, of the services and programs needed by a typical cross-section of runaway youth and their families. Somehow, it must be the community, itself, which addresses the problems of these people through a variety of agencies.

Although every community is unique and has its own personality, character, strong points, and weak points, there are several major factors which can lead you to an effective community relations program.

1. *Establish and utilize a board or committee.* Putting together this board is very important. Using a board spreads out your visibility and increases your power. If you select these people carefully, it can give you access to places you could never reach on your own. Having a school board member or high administrative official on your board can give you access to juvenile probation statistics and officers. Having a local governmental official can give you access to law enforcement statistics, procedures, etc. These door operners can save valuable time and energy.

   Ask power people to be on your board, even if they may hold different philosophies about juvenile justice or youth advocacy. Their viewpoints are probably representative of many other people in the community and will help you know how to gain support from the bulk of the community. And, when you demonstrate the effectiveness of your services to them, they can sell the rest of the community. If they are turned off by helping kids, they probably won't join the board, so the people you do get on your board will be a power force for helpful services and community change.

Get at least one person skilled in media to be on your board or at least active in some way with your program. Frequently, especially in large communities, this is the only way you can become known to a large portion of the community.

2. *Know what is going on in the community.* Without knowing the extent of the problem you are addressing, you cannot get to first base. Your board can be extremely helpful here. Without knowing what existing youth services in your community are doing, you cannot know exactly what you need to provide. Without knowing how the formal juvenile justice system operates in your community, you cannot determine the style of operation for your services.

   In analyzing the community, you and your board must determine:

   a. *The extent of the problem*
   b. *The services presently being provided*
   c. *The attitudes of the community toward the problem*

   Among other things, you need to know-

   1. How many runaways are coming to the attention of the police

   2. What the rate of referral is to the courts

   3. How the juvenile code is enforced and what it says about runaways

   4. What happens to the arrested youth as he/she goes through the juvenile justice system

3. *Establish your objectives and set priorities.* Now that you can prove a problem exists, you must be able to tell the community what you can do about it. The following criteria are helpful in doing this.

   a. *Severity of need*
   b. *Degree of appropriateness to your agency or organization's purpose and capabilities*
   c. *Funds available*
   d. *Perceived community support*

It is vitally important for you to be able to state these objectives clearly and persuasively. Since the agencies and individuals you want as supporters and collaborators are already very busy, they will decide either to work with you or reject you on the basis of your ability to demonstrate an impressive grasp of the facts about youth in crisis in the community and a thoroughly thought-out response through your programs.

4. *Identify potential resources in the community and develop ways to make them sources of support.* The following five categories of potential supports should be carefully considered:

   a. *Material Support.* This may take the form of a donation of goods, a loan, or a greatly reduced price. Since the costs of providing services may decide whether you disappear after a grant is over or continue to provide services, you need all of this kind of support you can get.

   b. *Informational Support.* In order for you to continue to provide the best services possible to the most people, you constantly need to have new information on events and trends which affect youth services. In effect, you need to have your fingers firmly on the pulse of the community from which the youth come.

   Without regular meetings with other youth serving agencies and people, duplication and inefficiency will certainly develop and, possibly, even worse, hostility, professional jealousy, and conflicting policies, enabling youth to play one against another. Individual reports can also help in the process. For instance, the probation officer who alerts you to a new drug circulating in the community, a teacher who learns of a summer job opening and calls to see if a runaway might be interested, or a local politician who lets you know, in advance, about some new legislation or funding source.

   Bear in mind, too, that if you expect to get such information, you have got to be willing to share it with others. Be sure to send regular reports on your work to the people who count. Make

them brief, but include succinct statistics, descriptions of special events, and newly developed services. Sharing information is the best guarantee of receiving information from others.

If your reports are in a newsletter style, be sure to pat other people on the back instead of yourself. (Praise others but describe yourself.)

Don't be afraid of honesty in your information sharing. Everyone knows you can't be the "Great Savior of the Society." But when you do miss your goal or make a mistake, be sure you know why and have a plan worked out for coping with it in order to avoid making the same mistake twice.

c. *Referral Support.* Unless you have an extremely unusual and comprehensive system of services and programs, it will be necessary to look to other community agencies to meet those needs of individual youth and their families which are outside the scope of your efforts and competencies. You need to make personal visits to those agencies which have the potential to provide the additional services. Referrals based simply on a selected phone number or on second-hand information should not be made. While the great majority of agencies and groups providing services to youth and their families are competent and reliable, there are a significant number of poorly planned and inadequately staffed operations that can be very detrimental not only to your program services but also to your image. Whenver you make a referral, you are endorsing the services to be offered and must be willing to take responsibility for the consequences.

d. *Volunteer Support.* A well-planned volunteer program which gives the volunteers significant tasks to do, provides appropriate rewards, and gives them satisfaction in their participation, will provide you with a tremendous force for positive community relations. Volunteers who are happy to work in your program will soon spread the word about the good work you are doing. They provide the grass-roots constituency that "moves mountains" with local governmental structures and massess of citizens who might otherwise oppose you or, at least, ignore you.

e. *Financial Support.* Financial backing of your services is really the result of garnering the supports mentioned above. Once you have achieved these endorsements, you are well on your way to financial stability from local funding of your services.

5. *Establish productive collaborative relationships.* Whereas support is a somewhat passive role, collaboration invites other agencies or groups to share in the control of the project. Collaboration implies a joint leadership and some surrender of sovereignty wherein others participate directly in the goals development, policy setting, and the administration of the project. Since this means giving up some of your control over the project, you must approach these relationships with caution and clarity. Unless all parties are deeply committed, the issues well defined and mutually understood, and the ultimate goals seen as extremely important, the collaborative relationship will probably not work. The following guidelines (taken from the National Board of YMCAs' Research and Development Committee) may prove beneficial:

a. *Identify Objectives, Goals, and Needs:*

1. The project must be of a nature such that the outcome will be enhanced by collaboration.

2. Objectives must be clearly and specifically stated, and distinguished from goals.

3. Each participating agency must identify its objectives within the project.

4. Participants must be satisfied as to the legitimacy of each other's goals.

5. Be prepared to modify your own objectives in order to achieve major community objectives.

6. Do not give in on basic goals or compromise the integrity of your organization.

7. Keep emphasis on clients' needs, not on structure.

8. Have clarity about duration of relationship. Make long-term commitments gradually.

b. *Clarify working relationships and expectations among collaborators:*

1. Be modest about your organization's competence.

2. Be sensitive to others' fears (e.g., of domination).

3. Aim to increase level of trust, to develop confidence in the collaborative process.

4. Recognize that institutional protection is natural and not necessarily a sign of anything but caution.

5. Focus on task and keep the process related to it.

6. If prospective collaborators are members of national organizations, be aware of issues related to these bodies (e.g., are they on good terms, are they working nationally on the same issues you are locally, etc.).

7. Establish a good climate for open discussion and exploration.

c. *Organization:*

1. If possible, begin with everyone to be involved in the act.

2. Avoid duplication of existing programs.

3. Identify the director for the program and his or her authority and accountability.

4. Check for fundamental prohibitions in charter or constitution of any participating agency.

5. Avoid forced relationships. Allow for comfortable withdrawal from negotiations.

6. Develop an organization or designate one of the group as administrative agent for the program.

7. Document all development carefully.

6. *Remember with whom you need to maintain credibility.* Careful prioritizing of these may help you when a specific issue or problem arises. The following list may not be in order of your own priority but should be included in your listing.

a. *Consumers of your services*

b. *Board of Directors*

c. *Referring Agencies*

d. *Other Youth-Serving Agencies*

e. *Funding and Accrediting Sources*

f. *Neighborhood*

7. *Establish a style and characteristics which will enhance community relations.*

a. *Official sanction.* Receiving the imprimatur of local authorities is bound to carry some weight with lots of segments of the community.

b. *Fiscal stability.* Demonstrate that your funding is secure for at least one year, so that the community can see you have some hope of fulfilling your promises.

c. *Effective management style.* Management by objectives is probably the easiest style to sell to the community what you are about. Although it requires lots of work at the beginning, it is time well spent because it forces you to build a thorough road map of where you intend to go.

d. *Staff credentials.* Although we all know that credentials don't insure competent delivery of services to youth, not all of your community will accept that. Some people out there have to see degrees and experience in order to trust you. Even though credentials may not mean much to you personally, you should display all of the staff credentials you can find so the public's mind can be put to ease.

e. *Facility standards.* Most states have established some minimum standards for facilities providing residential services for youth. It is important to fulfill those standards so you can tell the community your facility is fully approved. It is certainly possible that excellent quality services can be delivered to youth in run-down, poor quality facilities, but it won't take long for some parent or state official to close your program completely down if you allow that to take place.

f. *Regular accountability.* The more you try to hide, the more suspicious someone will become. It is often hard enough to find good means for serving the needs of youth in crisis. When you have to take time out from that to ward off investigations and destructive allegations based on rumors or some suspicions, the quality of your care will suffer and so will the future of your project.

g. *Agency track record.* Obviously, if you are a new organization, you have no track record. Older organizations and services which are part of a bigger network should use whatever track record they can assemble to demonstrate stability and competence to the community. Those two factors produce trust, which produces support. Newer organizations must begin to build their track record immediately. Careful documentation of all your work is the key to building it.

h. *Collaborative stance.* Your willingness to share power with others will immediately build trust and tear down walls of suspicion and jealousy. With careful choosing of your alignments and well-planned invitations, you can win over the allegiance of huge portions of the community.

In summary, community relations is an essential ingredient in the success of any service agency or organization. It does not mean you won't step on someone else's toes or avoid alienating someone at all costs. It does mean you will attempt a strategy of community relations where you can choose whose toes to step on and not have it happen accidentally. It also means that you can decide who can be alienated without destroying your program, since major changes and major decisions are bound to alienate someone.

Community relations building requires lots of strategy, lots of thinking, lots of risks, and lots of work, but it is all worth the effort if you really want to stay around and help people significantly.

INSTITUTIONAL ADVOCACY

The Bridge Runaway Service Project was founded in 1970, the first of five programs for runaways currently operating in the San Diego metropolitan area.

In addition to providing youth services, The Bridge Program is well-known and respected, both locally and nationally, for its work in community development and training. The Bridge staff members have played a key role in assisting in the development of other runaway projects, the founding of the National Netwrok, and a highly sophisticated program of community organization.

John Wedemeyer, who is the contributor of the following article, is currently the Chairperson of the National Network. His article details an impressive program of institutional advocacy.

....The Editors

A CLASS ADVOCACY EFFORT IN SAN DIEGO

John Wedemeyer

Most of us involved with the provision of services to runaways and other consumer populations initially became invested in this effort due to our concern for individual human beings and the quality of existence provided for humans in our culture. In essence, most of us began our efforts by identifying a needed service in our communities and attempting to bail out an endless number of individuals who were facing similar situations. After a point in time, many of us began to wonder why there were so many individuals with similar problems; many such problems were more related to antiquated policies of our principal community institutions (schools, law enforcement, welfare, probation, etc.) than to the direct personal problems of the individuals we were seeing. The situation we found ourselves facing was akin to the story frequently told by one of the former staffpersons of the California legislature. The story goes:

> While sitting alongside a river one day a man saw a drowning person floating down the river. The man immediately jumped in the river, swam out, and rescued the drowning person. Just as he had finished administering artificial respiration to the victim, the man heard another cry for help in the river. It was another drowning person. The man jumped in the river, swam out and saved the second victim. As he as administering artificial respiration, the man heard another cry for help. This situation repeated itself until the man had saved over ten individuals and was himself exhausted.
>
> Another man was watching this happening from a hill overlooking the river valley. From this vantage point the observer could see upstream around the bend in the river where there was another man on the bridge throwing people into the river. The observer on the hill rounded up three or four other people in the vicinity and together they constrained the man on the bridge who was throwing people into the river.

The second man in the story was like many of us in the field of human services. He had the same concern for people, but he also had perspective and was in a position to more accurately assess what was happening. By addressing the problem at its source, the second man was able to make the needed change in the situation which would stop the problem from re-occurring, and which would not completely exhaust his own energies in the process. The first man was involved in a helpful capacity which is similar to "direct service," the second man was involved in a helpful capacity which many of us would see as similar to "indirect service." In reality both foci are direct. However, each address different parts of the problem.

The role of the second man in the story was close to the role of a "community developer," a "social change agent," a "community organizer," an "advocacy planner," or a "community broker." Each of these terms are often used to describe similar functions on the part of the individual performing the role. Such a role requires good assessment abilities in regard to both individuals and systems. Such a role tends to focus more on updating antiquated policies of our social institutions and social system than it does on salvaging the victims of such antiquated policies. A person in such a role focuses his/her advocacy efforts on assisting a whole "class" of individuals as opposed to assisting each person in the "class" individually. This paper is an attempt to describe the process and outcomes of a recent advocacy effort in San Diego County.

I think the most significant change I have been involved with in San Diego has been the County Juvenile Justice Reform during the period January 1974 through December 1975. The efforts of concerned community people during this two year period resulted in:

1. A self-examination on the part of the San Diego County Probation Department.

2. An approximately forty percent reduction in the population of San Diego County's Juvenile Hall.

3. The development of detailed goals, objectives, and a Five-Year Plan for the juvenile justice system in San Diego County.

4. A County Probation Department "detention control policy" which in essence deinstitutionalized juvenile status offenders approximately two years ahead of any other county in California (and perhaps in the country).

5. The stoppage of a Probation Department plan to expand the local Juvenile Hall by approximately 100 beds.

6. The stoppage of a County Probation Department plan to construct a $30 million, 160-bed "Youth Development Center" as an "alternative" to the present 120-bed county boys "ranch" named Rancho del Campo.

7. The establishment of an ongoing Juvenile Justice Planning/Advisory Committee (JJP/AC) according to the guidelines set out in the Juvenile Justice Delinquency Prevention Act of 1974 for State Planning Agencies.

Before I go further, it is important to provide some basic information about San Diego. Its population of approximately 1.7 million makes San Diego the third largest county in California. The largest city in the county is San Diego with a population of roughly 700,000. The land area of the county is 100 miles square; more land than that of the state of Rhode Island. The annual budget of the County of San Diego is over $450 million. The youth population of the county, ages 0-17, totals 434,191 according to the 1970 Federal census data.

The juvenile justice reform began as an offshoot of another task force of the Community Congress of San Diego, the County Budget Task Force. The task force was initiated in order to develop community input to the County of San Diego regarding the 1974-75 proposed budget. This analysis revealed that the County Probation Department was intending to allocate approximately $8 million toward the expansion of Juvenile Hall (from approximately 205 beds to roughly 300 beds). At the same time the Probation Department was talking about how it was interested in a "community-based" approach in dealing with juveniles. However, the budget analysis revealed in quite concrete fashion that the local probation department was not matching its rhetoric with cash. This was the essence of the testimony which members of the Community Congress Juvenile Justice Task Force presented to the County Board of Supervisors in late January 1974. As a result of this budget testimony, the chief administrative officer of the county convened a conference between county staff officials and community leaders. County staff attending this conference included the chief administrative officer, the chief probation officer, the judge of the juvenile court, and

others. Community leaders present included representatives from the Chicano Foundation, the Community Congress, the Black Federation, and representatives of ten to fifteen other community groups.

At this meeting, county officials solicited from community leaders the rationale behind their opposition to the construction of additional bed space at Juvenile Hall. Community leaders indicated that they were most concerned with what services were provided to juveniles after they left Juvenile Hall. It was pointed out to county officials that there were many methods available to the Probation Department which would reduce overcrowding in Juvenile Hall, and that the overcrowding problem could only be dealt with effectively via a thorough analysis of the juvenile processing system in San Diego County. Community leaders also suggested at this meeting that the county officials continue meeting with community leaders in order to undertake a cooperative county/community planning process to improve services for all juveniles in San Diego. A second meeting time was established. At the second meeting (approximately one month later), community leaders presented a basic system for planning.

This system for planning called for the following:

1. Identify and analyze the problems inherent in the existing juvenile justice system;

2. Identify existing resources which could be mobilized to address the problems identified;

3. Synthesize data compiled; and

4. Develop a comprehensive youth services system approach.

This general outline was accepted by the group on March 22, 1974.

Until the outline for planning had been adopted by the group, things had been moving rather slowly. It appeared as though the county officials had hoped to "take the wind out of the sails" of community representatives by holding meetings only once a month and by keeping the focus on "officially sanctioned membership of the County Task Force." Consequently,

during the period of January through April, there had only been about three meetings of the County Juvenile Justice Task Force. However, by May, most of the membership problems were being resolved, the outline for planning had been accepted, and the frequency of meetings had increased to two per month.

In addition, there was reluctance on the part of county officials to adopt the name "San Diego County Juvenile Justice Task Force." County officials preferred the name "Committee to Study Detention Needs" or something along this order. The name issue was not resolved until much later.

All of the above issues were mixed together during the first three months of the County Juvenile Justice Task Force. Also, during this time, the Community Congress Juvenile Justice Task Force was meeting weekly. This task force was typical of other task forces of the Community Congress. It was composed of five to ten individuals who had specific interests in the area of juvenile justice. These individuals, in essence, were the community experts. Because the Community Congress Juvenile Justice Task Force was probably the best informed group in the County, it generally took the lead in the overall planning process. During the entire duration of the San Diego County Juvenile Justice Task Force, the Community Congress Juvenile Justice Task Force assumed responsibility for keeping the key issues alive and for maintaining communications with the various other juvenile justice task forces which had developed. (Chicano Federation, Juvenile Justice Task Force and Balck Community Juvenile Justice Task Force.)

The Community Congress Juvenile Justice Task Force presented a position statement at the County Juvenile Justice Task Force meeting of April 19, 1974 which outlined the major problems of the juvenile justice system. It was this paper that defined some of the critical issues and the operational objectives of the County Juvenile Justice Task Force. The test of this position statement follows:

> After reviewing some of the major problems in the present juvenile justice system, as expressed by administrative staff of the Probation Department and representatives of the community; the Community Congress Juvenile Justice Task Force has identified

the following problems as being...central to the resolution of other juvenile justice problems:

1. Limitations of the Juvenile Court create a bottleneck in the processing of juveniles.

2. Currently there is minimal community involvement in the juvenile justice process.

3. There is considerable question as to whether current juvenile facilities and processes utilized by the County Probation Department insure the humane, caring concerned treatment of juveniles.

4. Policies and practices of our large public agencies tend to be unaccepting of individual human differences.

5. There are currently very few alternatives to the formal juvenile justice system (in terms of the number of families and children/youth needing service).

6. There is little or no evidence (and there is no existing system for providing such evidence) that indicates whether or not juveniles under the supervision of the court are being appropriately detained and appropriately placed.

7. The present juvenile justice system is not adequately addressing the family as a source of juvenile behavioral problems.

8. There is considerable question on the part of community people regarding the lack of respect on the part of the Juvenile Court for the needs and rights of juveniles.

The Community Congress Juvenile Task Force has determined that any plan for detention, diversion, rehabilitation, or prevention of

juvenile problems must include solutions which address the aforementioned eight pivotal problem areas. All decisions dealing with the issue of detention must be made in the context of a plan for the entire juvenile justice system. This would necessitate a review of the existing and proposed plans for the entire juvenile justice system.

In brief, the question with which we are faced is "how will the detention system we are currently designing work to foster effectiveness throughout the entire juvenile justice system?" Advocates of any specific plan should be prepared to defend their plan in relation to this question. Consequently, the Community Congress Juvenile Justice Task Force proposes that the County...Juvenile Justice Task Force adopt the following goals which any/all plans for detention, diversion, rehabilitation and prevention projects should address:

1. Insure rapid (pre-judicial)* judical (and post-judicial) processing.

2. Enchance community involvement in the juvenile justice process.

3. Insure humane, caring, therapeutically effective treatment of all juveniles (delinquent and nondelinquent).

4. Develop an acceptant attitude on the part of public institutions and the broader community for areas of individual difference.

5. Insure additional alternatives to the juvenile justice system.

6. Insure appropriate placement and detention of juveniles.

7. Develop a family-focused, neighborhood-focused prevention system.

8. Insure Court respect for the needs and rights of juveniles in San Diego County.

*These terms were added into later working drafts because they better expressed the intent of the statement.

In essence, these goals are in accordance with the goals mandated by California State Law (Section 502 of the Welfare and Institutions Code). Consequently, we assume they will be acceptable to the Juvenile Court and the Probation Department.

Concurrence on the nature of problems and on the proposed goals had been secured from other community representatives prior to formal submission to the County Juvenile Justice Task Force. Eventually, the suggested goals, with minor modification, ended up in the final San Diego County Juvenile Justice Task Force Report.

The presentation of the problems and goals listed above led to some distress on the part of Probation Department administrators. This distress stemmed from three identifiable factors. First, two of the problems/goals addressed the Court directly. Probation officials were afraid that such statements might offend the juvenile judge. Second, most of the goals suggested that the approach presently utilized by the Probation Department was, perhaps, inappropriate. In addition, the Probation Department Officials were not comfortable with the noncorrectional terminology employed. For example, Probation Department staff had not previously acknowledged any direct responsibility for "therapeutically effective treatment." Therapy was the responsibility of County Mental Health Services. Third, the problems and goals identified were highly accurate, given the situation. If Probation Department officials acknowledged such things publicly, it could have made the Probation Department politically vulnerable.

Nevertheless, the problems identified by the Community Congress Juvenile Justice Task Force were accepted in principle along with the initial goals. The next step was to identify the various additional tasks which had to be accomplished in order to develop an appropriate plan for reducing the population of Juvenile Hall. The identified tasks included:

1. The development of detailed goals and objectives and a comprehensive Five-Year Plan.

2. An in-depth analysis of the youth being served by Juvenile Hall.

3. An assessment of the community capacity to house and care for the status offender youth population of Juvenile Hall.

Committees were established by the County Juvenile Justice Task Force to accomplish each of the tasks indicated above. Each committee included representatives from both the county (public sector) and the community (private sector). The chronicles of each committee are stories in themselves. However, suffice it to say that community leaders were responsible for contributing the major creative input to each committee. A side effect of the committee work was the development of considerable respect on the part of public officials for community representatives and vice versa.

Clearly, one of the overriding concerns of community representatives was the limited approach to problem solving being used by public officials. This limited approach was reflected in the solutions proposed by public officials to the space problems in Juvenile Hall. Probation Department officials "knew in their hearts" that bed capacity was "the answer." The extensive discussions pursued in each committee obviously impacted Probation Department policy. In August 1974, well before the County Juvenile Justice Task Force had issued its final report, the Probation Department issued its "detention control policy." This policy, in essence, stated that juvenile status offenders would no longer be detained in Juvenile Hall. This policy alone brought the daily population of Juvenile Hall down to well below its existing capacity. By August, the Probation Department and other County Officials had been convinced that there was no substantial justification for expanding the size of Juvenile Hall.

Undoubtedly, one of the most convincing arguments against the construction of additional bed space at Juvenile Hall came as a result of the analysis of the Juvenile Hall population done by the Committee on Juvenile Hall Data Collection. This committee did a thorough trace of the Juvenile Hall population for the month of March 1974: where the individuals came from, the ethnicity and sex of each youth, how long they stayed at the hall, the time span between each decision making juncture in the judicial and prejudicial process, and where each youth went following his/her stay at the hall. This necessitated a trace of over 900 youth flowing through the probation system during the related period. This one-month data analysis involved a comprehensive systems analysis of both the population served by the Probation Department and the related Probation Department recordkeeping systems.

The study required the identification and linkage of seven discrete manual data collection systems operational in the Probation Department. Also, it necessitated the development of computer programs which could tabulate the essential data, along with the manual transfer of much information from manual logging systems to IBM cards. This process could not have been completed without the consent and cooperation of the public officials involved. Probation Department staff cooperated willingly in this process. However, the bulk of the credit for this brilliant system must go to Randy Mechan, a community representative on this committee. In addition to the analytic design, Randy mobilized twenty community volunteers to assist in the manual work. The entire process involved well over 1000 hours of volunteered time.

The analysis of Juvenile Hall's population verified that approximately forty percent of the Hall's population were status offenders. It also revealed that there was a disproportionately high black population in Juvenile Hall during that period in comparison to overall population averages. The data committee analyzed other alleged offenses by category of offense, thereby identifying additional questions which might be appropriately addressed at a later time.

Other Complications

One complicating element of the Juvenile Justice Task Force process was the identification of another questionable plan being pursued by the Probation Department. The discussion of overcrowding in Juvenile Hall led to discussions of other residential facilities operated by the Probation Department. Such discussions pointed out that in addition to expanding the Juvenile Hall (estimated cost $8 million), the Probation Department officials indicated their hope that the Youth Development Center would replace Rancho del Campo, the existing 120-bed boys ranch. Needless to say, community representatives were greatly distressed with this plan. As many community representatives pointed out, the money utilized to pay off the proposed thirty-year mortgage for the proposed building could supply dramatically increased community-based services to juveniles. It rapidly became obvious to all that there was minimal justification for the expenditure of $1 million per year when this expenditure would result in no substantial difference in service to the youth population.

While the proposed Youth Development Center initially came up as a side issue in the discussion surrounding increased capacity in Juvenile Hall, it rapidly became a second major issue. Many other community groups mobilized around this proposed facility.

In September 1974, both the final County Juvenile Justice Task Force Report and the Youth Development Center proposal came before the County Board of Supervisors. The result of that meeting was a tabling of the issue by the board until December 1974.

The issues were brought before the Board of Supervisors again in December 1974. Over 100 concerned community citizens were in the audience when the Board refused to take community testimony on the Youth Development Center and approved construction of the facility. Over 100 community citizens were incensed at the blatant disregard for community input demonstrated by the Board. Over 100 community citizens pledged to come back again when the Youth Development Center was to be reviewed once more for an environmental impact study. This review came in April 1975. As a result of the increased citizen opposition to construction of the Youth Development Center between December 1974 and April 1975, the Board of Supervisors reversed its prior decision. To those of us interested in the future of juveniles in this County, this was a landmark victory.

A second major complication in the Juvenile Justice Task Force Process, was "what would happen with the goals, objectives and Five-Year Plan" once they had been reported to the Board of Supervisors and the Human Resources Administrator (the person second to the chief administrative officer in the chain of command). The life of the Juvenile Justice Task Force was limited. It was, from the beginning, scheduled to terminate in August 1974, with the submission of the County Juvenile Task Force Report. Community representatives determined that the best way to keep alive the goals, objectives, and Five-Year Plan developed by the Juvenile Justice Task Force was to initiate an ongoing Juvenile Justice Planning/Advisory Committee. Work on the development of this community-based committee was begun in January 1975. Community representatives knew that it was just a matter of time before such a board or committee

would be required by the State of California as a logical planning extension of the requirements mandated by the Juvenile Justice and Delinquency Prevention Act (passed in August 1974). Consequently, community leaders developed the Juvenile Justice Planning/Advisory Committee along with guidelines mandated by the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415). After seven months of work, this new, ongoing planning and advisory committee was officially constituted by the San Diego County Board of Supervisors. This action took place in August 1975.

Naturally, the initiation of a new committee reopened the issues of membership, purpose, and function which had been resolved previously by the Juvenile Justice Task Force. The membership issue took approximately six months to resolve this second time, because a greater number of community people had become invested in juvenile justice issues. In both situations, most principal players attempted to insure that the body dealt with content issues along with the membership and process issues. While this is a difficult task, it is absolutely essential if the group is to maintain its sense of mission and accomplishment. While the balance between these two spheres was many times quite tenuous, it was maintained adequately so that the membership concerns did not completely stop committee planning and input activities.

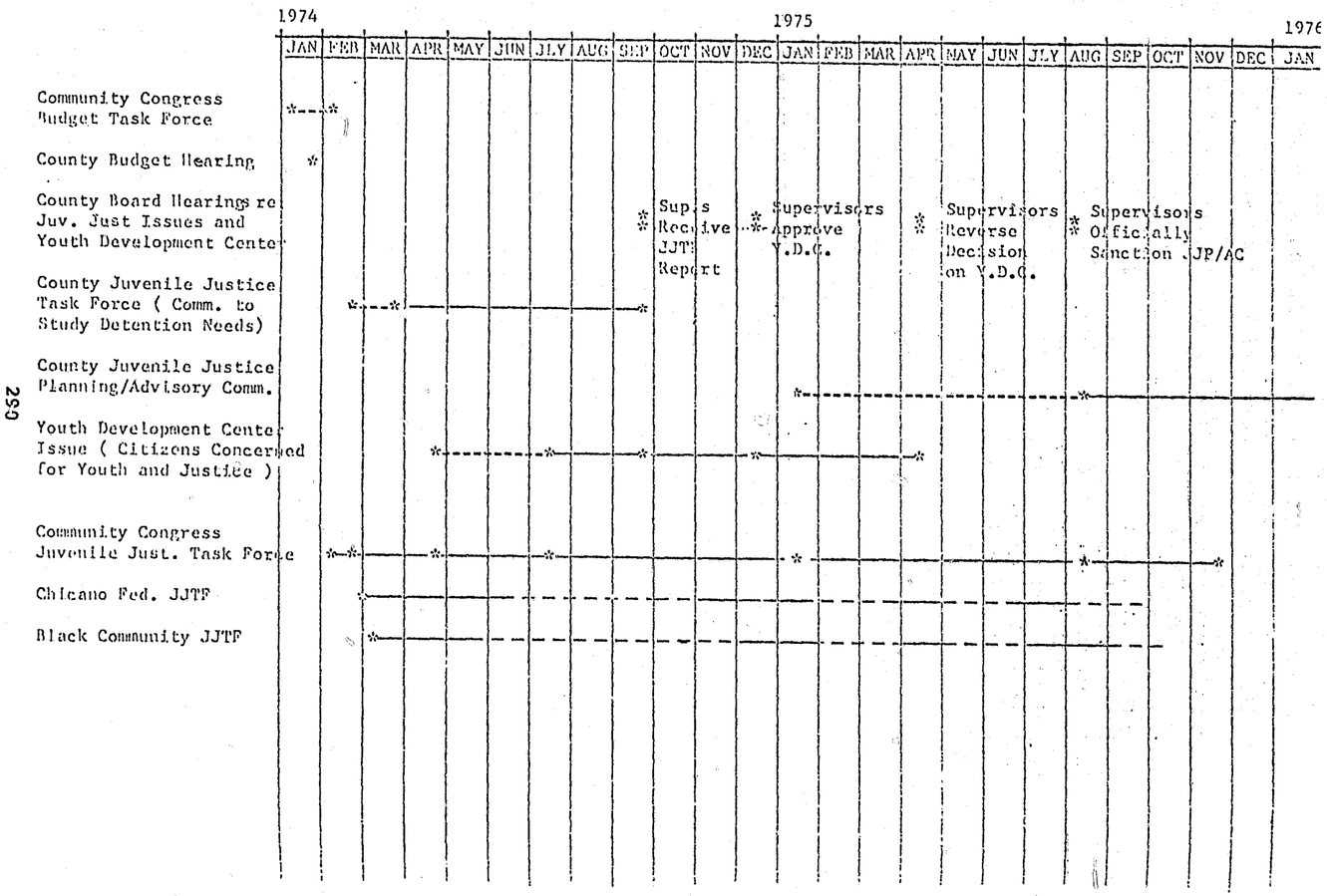
Benefits of the Reform Process

The benefits of the juvenile justice reforms in San Diego are difficult to sort. Certainly, the regular meeting of community representatives, community service providers, and county administrators, has greatly increased the overall information base of all people involved. It has pulled the best thinkers in the area of juvenile issues together with some of the most action-oriented doers. The Juvenile Justice Planning Advisory Committee has enabled thirty representatives from the community and public agencies to keep tabs on pertinent legislation, to effectively schedule input to our local board of supervisors, and to begin collaboratively to design the juvenile service system, which hopefully, will insure that juvenile status offenders are assisted outside of the law enforcement and corrections system. Further, it is the hope of many that the service system

which evolves will enable juveniles with other "delinquent" labels to also stay outside of the law enforcement and corrections systems.

Nevertheless, at this point in time, all of us can only guess.

TIMELINE OF
JUVENILE JUSTICE EVENTS



POLICE RELATIONS

John Sarb was formerly Supervisor of the runaway program at FOCUS Youth Services in Las Vegas, Nevada. He is currently Southern Nevada Coordinator for the Region IX Demonstration Project for Child Abuse and Neglect. In his article, Mr. Sarb discusses the development of the police relations element in the FOCUS program. FOCUS has developed a good working relationship with law enforcement, and Mr. Sarb's article spells out how the project viewed such relations and how the linkage came about.

....The Editors

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POLICE RELATIONS

John Sarb

The Police. "The Man." "Pigs." "The Heat." "They bust kids and they hassle them - that's their job." Any time people from runaway projects get together, the stories can be told of police sitting down the street in unmarked cars watching for suspicious activity, or of late night drug raids. This forms part of the traditional mindset about police that many people in alternative human care programs have. Indeed, the concept of alternative human care services says that the old ways don't work and there is a need for better ways of dealing with people than the system provides. There is no more obvious symbol of the system than the police. Why then should you try to work with them? If you even want to, how is it possible? What kind of problems can you expect? What effect will active involvement with the police have on your project? These are the questions that this article will address.

The question of whether or not you should work with the police has been answered for you. Police officers in most communities have a statutory responsibility to handle runaways, and other status offenders, that make up your client population. At some point, you will find youself dealing with police officers over the fate of a kid. Will that interaction be a cooperative one, cr will there be a conflict? It is to your advantage to make it a positive, cooperative interaction. After all, police officers do not have to deal with you, and your job is to help kids, not fight with the police.

Why should the police cooperate with you? This can be an even larger question. The answer is that it is in their self-interest to do so. Most juvenile bureau police officers I have spoken with say that status offenders are the most difficult cases for them. Trained to fight crime, the police officer is frequently out of his/her element dealing with those juveniles and their parents. The only harm done is that the young person is not where he or she is supposed to be. If you can show police that you can make their job easier, you are likely to have cooperation.

How do you begin to form this alliance? The first step should be yours. You have the most to gain or lose. Do your homework. Find out who the ranking juvenile officer is in your local police department, and get an appointment with him or her. Be prepared to talk about other cities where the police and runaway houses work together. Know how many youth ran away in your city last year. Now, sit down and lay it out for the officer. Let him or her know what you want to do and how you propose to do it. Does he/she have any suggestions? Does he/she see drug problems? Chances are you are talking to someone with an extensive background of dealing with juveniles and who has had considerable training. Be open to what he/she might say, and be willing to involve him/her in your plans. You have something to offer and he/she can recognize that.

If you have this officer's sanction, you are ready to go to work on the troops. Spend some time in the Juvenile Bureau Squad room learning how they operate. Talk to the people, and let them get to know you. These are the people with whom you will be having day-to-day contact. For them, runaways are only a part of their job. They also see juvenile burglars, car thieves, and rapists, and understanding that point of view will be important to you. But, they also see the juvenile victims of adult crime, and appreciating that will be important to you. Ask to ride a shift in a patrol car, or follow a juvenile detective for a day. This experience should give you a good understanding of their role with juveniles and should give them some idea of where you are at.

One of the things you may find out is that you do not get along with some, maybe even most, of the police officers. This is the chance you take. If this is the case, don't view it negatively. You didn't set out to win a popularity contest. Your goal is to gain police support for your runaway project on your terms, tempered by an understanding of where the police are coming from. It will still be good business for them to utilize your project, and maybe you can win them over in the future. At the same time, you may have found some officers who are supportive of what you are trying to do. They are all you really need. They correspond to the one or two contact people you cultivate

in any other social service agency you interface with in your community. They are the people you can call on to wade through the red tape and get things done in their agency for you. Having someone like that in the police department can be very helpful.

Once you have these informal linkages, don't forget the formal ones. It doesn't matter which you form first. Whatever works best for you is fine. Just remember to get both informal and formal linkages because they serve different functions. One effective formal linkage is to form a Law Enforcement Advisory Committee. A group like this can lend respectability to your project, it is good public relations, and they can be patent allies in solving system problems for you. By forming this committee, you let law enforcement know you are not trying to hide from them and that you are serious about helping kids. Pick the people you want to have on your committee. Try to get representatives from all branches of law enforcement, not just police. Police, probation, and juvenile court personnel don't always agree among themselves, so get all their views. Your committee can be a forum in which they can identify and solve problems. Don't forget to include those police officers you identify as your informal links on your committee. This can be their payoff for supporting you informally, and they can help you officially on the committee. Also, when you pick your police representatives, try to get line officers, detectives, and top brass. They all have different functions in the department, so they can all give you different feedback and do different things for you. Top brass can set policy for reluctant line officers that will mandate them to cooperate with you.

Another formal relationship you might form with your police department is that of trainer for cadets in the academy. Police training programs usually have an orientation to community resources for prospective officers or for the continuing education of experienced officers. Try to get someone from your project included in the curriculum to explain the runaway scene and the role of your project. This is a good way to reach a lot of "street cops" who often have contact with runaway kids even before juvenile bureau detectives do.

Open houses and a standing invitation to "drop by for coffee" can be successful methods of opening communication with the police. Be aware that walking through your front door for a friendly visit can be a big risk for a police officer. Make him or her feel comfortable and welcome; your good karma will come back.

If you have sought an active, cooperative relationship with your police department you need to look at the effect this has had on your project. Any time a linkage is formed, both parties are changed. Change does not necessarily mean compromise. You entered into a relationship with the police to enlist their support for your goals and your style of dealing with young people and their families. Police entered the relationship for the same reasons, but they may have different goals.

How can this relationship acknowledge your conflicts and goals, and be a positive experience for both your project and the police? One thing that helps is to discuss your shared experiences in positive terms. If, out of every hundred kids who come to your project, ten of them leave to become future police problems, don't let it be said, by either of you, that you failed ten percent of the time. Rather, you should emphasize that you prevented ninety police problems. Now you and the police can look at those ten kids from the standpoint of improving a good thing. You may never agree on how to handle those ten, but no one is going to suggest ending your relationship because of them.

Having an active, cooperative relationship with your police department is going to affect the internal operation of your project. You are not an island unto yourselves. You have admitted a very potent element of the outside world. How is this going to affect the staff, the kids, and their parents? It can be a threatening experience for them, or it can be a positive one. If any of them are threatened, it can strain your linkages. How then, do you make their experiences with the police positive?

Having the whole staff behind the idea of cooperating with police is crucial. Ideally, they should be involved in negotiations and meetings with police. They should be part of any decisions on formal agreements your project has with the police department. Sometimes this is not possible. Not everyone can attend meetings, and staff turnover means new people inherit polices and procedures. Whatever procedures you work out for handling requests from police or summoning them for assistance, need to be written down for everyone to understand. How much information you can give to police without breaching confidentiality should be known by all staff. If there is some doubt about a specific request, staff should know to refer it to a supervisor. It may seem like bureaucratic formality in the midst of a relaxed project, but it can save some staff member from being embarrassed because he or she did not know what to do when the police showed up. If a staff member is threatened, that insecurity is going to be transmitted to the kids.

What about the kids? How can you get them to react positively to the project's involvement with police? After all, many of them have strong negative feelings about police, sometimes with good reason. Yet, if a police officer shows up at your door to say hello and rap with kids and gets a cold reception and maybe some insults, he/she is going to leave with hurt feelings and less willingness to help the next kid he/she sees in trouble. Is it possible to offer a place for kids to come to that they will trust and still have you reach out to cooperate with police? I think it is a mistake to view the issue as a dilemma. An incident that occurred at FOCUS (Las Vegas, Nevada) one night illustrates this. Two detectives came to the door unannounced. (They usually called first.) They came in, located a youth they were looking for, handcuffed him, and led him away. They offered no explanation. It happens. Anger and panic beset the whole house. Counselors and kids alike were cursing all police officers. Two hours later the mood was still sullen when a police cruiser pulled up in front and two uniformed officers got out. Kids took cover anywhere they could. Counselors were grim in anticipation. The officers came through the door struggling under several big buckets of fried chicken. They seemed to take no notice of the evident fear and anger. They sat down and started eating as if they were having a picnic. Slowly and cautiously kids and counselors moved closer to check this out. Each in turn was offered chicken; there was plenty for everyone. Distrust was running high but hunger won out. In twenty minutes we did have

a picnic with fifteen kids, a couple of counselors and two cops jammed around a table eating chicken and throwing the bones in the middle. The discussion that followed went on all night. Fifteen kids, confused and looking for answers, wrestled with their confusion. They started out blaming all police and the two officers didn't defend themselves. Then they started blaming the two officers who had pulled out their friend, but that held no satisfaction. Then they looked at their own reactions and how they had stereotyped all police. Maybe, the first two cops had done the same thing with kids. Maybe, they were scared too. Maybe, if someone reached out to the first officers like the second set of officers had reached out to the kids, they wouldn't act like that. Maybe, if they reached out to their parents there wouldn't be so many hassles at home. Maybe, maybe - yeah, but - hell you gotta try.

Nothing that we, as a project, could have done would have prevented the first incident. The police were operating within the letter of the law. Nothing we, as counselors, could have done would have inspired the fervor of that discussion. It took two police officers to do that. What could have been a disaster became a positive learning experience because of previous risks taken by project staff and police get together.

Another area where cooperative relationship with police can enhance your service delivery is your dealings with parents. It sometime happens that parents are not going to listen to your reasons why their son or daughter should be allowed to stay in your house. They know their rights and they demand to either take the child or call the police. At that point we would tell them okay. In fact, we offered to call the police for them. Many phone calls became unnecessary at that point. When we did have to call, the police usually gave us their stamp of approval and the parents let their kid stay. If the parents still insisted, most often, police officers transported the youth to juvenile court and placed him or her in protective custody. A charge being filed against the youth was avoided.

Occasionally, there were parents whom we had reason to believe posed a physical threat. We never hesitated to call police for this. That's their job. On one such occasion a uniformed officer was dispatched to FOCUS where throughout a 2-1/2 hour family session, he sat

outside the room and drank coffee. No violence erupted even though the irate stepfather never knew the officer was there. The only casualty was the officer, who must have gotten heartburn from drinking that much of our coffee.

Now that you are cozy with the police, how is this going to affect your project's reputation and effectiveness as a youth advocate? You have already seen a number of examples of how kids can get a better shake in the system because police will cooperate with you. What about the tough ones, though, when you really have to buck the system? Suppose someone requesting admission reveals to a counselor that he or she is being sought for some serious delinquency offense? Do you report him or her? Do you tell him or her to get out? Do you house him or her and hope nobody finds out? Whatever the policy of your project may be, a strong relationship with your police department can help. If you can count on police support, you have more options you can present to the young person. If the youth elects to take off and try it on the streets, the police are no worse off in terms of their duty to apprehend him or her than they were before

He/she came to you. If police know you, they might be angry but they are less likely to interpret your actions as a disregard for the law. You will have already let them know you are not equipped to forcibly detain anyone. If the youth elects to give himself/herself up because he/she has no place left to run to, you are going to be in a better position to fill him/her in on what he/she can expect from the authorities. If you can transport him/her to the police, his/her voluntary surrender can only help him/her, and often you can walk through the process with him/her to soften the blow.

Even in the most cooperative of arrangements, there are going to be heated confrontations. Be ready for these. Police always write down and keep records of everything. (You should do the same thing.) Any time you have an official interaction with police officers, no matter how amiable things may be, find out the officers' names and badge numbers. Record the time and place, who was present, who said what, what was the tone of the conversation, and, what came out of it.

Don't embellish or try to look good. Just get the facts. This goes for phone conversations as well. If you have several police agencies serving your area, make sure you know which one you are dealing with. Problems may develop later and it could be days or weeks before your advisory committee, or the formal linkage meeting, takes place to discuss the incident. Then, unless you have it in writing, it is going to be your memory against their detailed records. The credibility of your project can be damaged and a kid may have to go through unjustified turmoil.

This article is intended to show that a positive, cooperative relationship with police is not only possible, it is desirable. The positive vibes put into such a relationship will permeate every aspect of your project and enhance your service delivery. It makes your project a working model of the kind of relationship building you try to teach kids. The suggestions offered for getting it on are not guaranteed. They are certainly not the only ones. They have worked before and the results were good. Invent your own ways of making it happen - and pass them on to someone else. You can't keep it if you don't give it away.

OUTREACH IN THE SCHOOLS

The school system remains one of the major institutions impacting upon the lives of young people in America today. Given the importance of the schools, how can runaway projects establish linkages with school systems to provide more comprehensive services for young people in their community? In the following article, Kay Wickett Ostensen, Senior Family Counselor with the Odyssey Runaway Program, Fullerton, California describes Odyssey's outreach efforts in the Orange County school system. Kay discusses outreach activities with school administrators, counselors, teachers and young people; highlights potential problem areas; and describes Odyssey's efforts at prevention - reaching those elusive young people who are often labeled "pre-runaway."

....The Editors

OUTREACH IN THE SCHOOLS

Kay Wickett Ostensen

Two years ago, at the inception of the Odyssey Program, a survey of school personnel would have shown that less than ten persons knew of our existence. A normal day at the program now would include a call from a school counselor, worried that a freshman girl is planning to run away, a visit from a student who brings in a runaway friend, and a call from a vice-principal who doesn't want to re-admit a suspended student until he begins counseling in one of our groups. Referrals are received from over 25 different high schools and junior highs each month.

How did the news about Odyssey get around? It has been our feeling that the school system, being the one unifying factor for all teenagers, is a key ingredient in accessibility of the program. Several steps have been taken to insure that school people, at administrative, counseling, teaching, and student levels, are aware of the program and how it might help them. This article will attempt to summarize the steps we have taken, as well as provide a candid evaluation of how effective they may have been.

School Administration

The Odyssey program for runaways is one of six programs for youth at the Teenage Resource Center (TRC) in Fullerton, California. The Center was developed four years ago through the cooperative efforts of the North Orange County YMCA and several other community agencies. The Fullerton Union High School District was particularly instrumental in providing input as to a needs assessment for youth in the area. Key administrators at the district level, who joined staff in developing grants, currently participate actively on the TRC Board of Managers.

Since our beginnings the Resource Center has held periodic tours and information-sharing meetings for school, law enforcement and social service personnel. At these meetings, short descriptions of program activities are given by each director followed by an informal time during which the community members can walk through each of the programs and talk with staff. Often, exchanges are made concerning recent referrals and the progress of the individual student in a program.

School Counselors

After receiving funding for the Odyssey program, hiring staff, and completing program implementation, visits were made to the counseling departments of each of the area high schools and junior highs. Contacts were made with a counselor known to one of our staff members, who was asked to set up a meeting with all counselors at which time our brochures were passed out and our program ideas shared. At each campus we took time to let the counselors know us individually and as a team, sharing with them our educational background and previous experience within the school system. The counseling and placement model of the Odyssey program was clearly described, as well as the initial intake procedure of TRC. The referral steps were explained and cards were given to each counselor for handing out to families in need of our services. We acknowledged the fact that most school counselors have an overwhelming caseload, and that our individualized services should be of help in relieving some of their burden. We also recognized the fact that many school counselors make agency referrals and are never given any feedback as to the progress of the student. To meet this need, we presented copies of our follow-up form, which all referring agencies are sent after a referral. We stressed our availability on an on-call basis. Since these informal talks, we have often been called to handle crisis situations on the school campuses. Other situations have arisen where school counselors have asked us to attend family conferences, feeling that having an outside person involved would facilitate the effectiveness of the conference.

Teachers

The relationships with teachers have developed gradually. As a team we have provided workshops with numerous high schools and alternative schools. We have found that what students want to hear about most is runaways and the services provided for them. The workshops have included a class discussion of the profile of a runaway, opportunities to discuss problem kids they have known, as well as role playing a family therapy session.

The Teenage Resource Center, as a whole, has expanded its youth advocacy role through providing an off-campus educational setting for emotionally handicapped students. Two full-time teachers and two aides from our local high school district teach here daily, providing unique experiences for 20 students who, historically, have been unable to function on the regular school campus. Our counseling services support the academic growth made by these young people.

Lectures are also given frequently at the community college and state university levels here in Fullerton. The relationship with instructors and students at the college level stimulates interest in internships, with these persons later applying for fieldwork placements here at TRC.

Students

Word travels quickly at the student level. While our first year referrals were almost exclusively from other agencies, we now talk daily with kids who have been referred by previous Odyssey clients. Prevention becomes more feasible at this level; our on-call staff receive many calls from youth contemplating running and needing services.

The Student Advisory Committee here at the Teenage Resource Center is currently concentrating on better ways to spread the news about runaway services. One of the kids is working on a school assembly, whereby we would come as a staff and describe the Odyssey program. Another idea involves a student "runaway rep" on each local high school campus, who could provide information and referral sources to those needing services.

Naturally, there are some problems in school liaisons. Confidentiality is an issue that must be dealt with early in the game, explaining carefully what will and what will not be discussed about a client's progress. Truancy is also a heavy concern for school personnel, who may need reassuring that the runaway program is not a "hang out" for kids who should be in class. From the teenager's point of view, a highly visible tie-in with the school may be threatening. A 13-year-old, straight-A

student, is a case in point. During the initial interview, he described his desperation about his alcoholic mother. A temporary placement was made in the Odyssey program and since we knew his school counselor, we mentioned that we would let her know in case he had any problems. He absolutely refused, fearing that in some unforeseen way, it would get into his records, barring him from getting into college.

A final factor inherent in a close relationship with schools is that, as the word travels, the workload increases. At times it is hard to find the energy to continually meet the needs of the already over-burdened school counselors. The rewards, however, far outweigh the problems as a fully reciprocal relationship may be developed. In this way, the needs of the community can best be met and <u>that</u> is what we are all about.

AN IN-HOUSE SCHOOL PROGRAM

One of the major strengths of the runaway house movement is its diversity. In every region, runaway projects have experimented with and instituted innovative program models which may be adapted for use in other centers. In the following article, June Bucy, Project Director of the Youth Shelter of Galveston, Texas and Lynne Nita Pope, Project's Teacher, describe the philosophy, goals and workings of one such unique program: a school within the runaway house! Although some readers may disagree with the program's use of diagnostic testing and assessment, the Youth Shelter's experience with the program has been overwhelmingly successful, and merits careful consideration.

....The Editors

AN IN-HOUSE SCHOOL PROGRAM

Lynne Nita Pope
June Bucy

"School at the runaway house! Ridiculous--the kids ran off to get away from school."

This has been the response of several runaway program folk when they hear that the Youth Shelter of Galveston has a school program. Let us explain why we see the education component as one of our most important functions.

Research data indicates that a large percentage of the runaways are kids whose school careers have been less than satisfactory. Many youth are already drop outs, most are behind grade level, and almost none are able to cope financially with independent living because they don't have the educational or vocational skills to get and hold a good paying job.

Poor records in school may be the result of physical or emotional factors. Often the youth has never had the individual attention in school that resulted in a good understanding of those factors. Our first goal in having a school program is to provide the diagnostic techniques that will bring more self-understanding and planning for change. Hearing and vision tests are administered and referrals can be made for deficiency correction. Emotional problems or cultural deprivation may be indicated by an appropriate battery of tests. These include diagnostic data, psychological tests and instruments which measure achievement. (See Appendix page 310.) Runaway program counselors can use this information in assessing the alternatives for a runaway.

Not all of the tests are given to all residents. The initial battery consists of a diagnostic math survey. This is an informal, teacher-made instrument which covers most of the specific skills taught in the 1st-10th grades. Computation skills from simple addition through algebra fundamentals are included.

Also included in the initial test battery is the Sullivan Diagnostic Reading. Problems in visual closure, visual reception and spelling can be uncovered.

After a student has been in residence for five days, a Slosson Intelligence Test, a Wide Range Achievement Test, and a Slosson Oral Reading Test are administered and our teacher proceeds to develop an educational plan for the student. She implements this plan in the program and can send it to the home district if that seems feasible.

Some residents in the Shelter program stay the full thirty days allowed by program rules. The educational plan can be implemented for these students. They have a chance to work with the teacher to overcome the blockages that had prevented their success in school. They also have attendance days that will transfer - often making the difference between passing and failing for the year. They can learn prevocational skills and take field trips to work situations that increase their conception of reality.

Most of our residents do not stay this many days in the program. For some of them these are days when they are "getting their heads together" thinking through their relationships, attitudes, and behavior. They are days of decision. For them the hours spent on fractions or spelling may seem beside the point. The task of getting up and being ready for school work at 8:30 a.m. may seem a real drag. A youth suffering from depression or shock may not be able to profit much from the content of the lessons.

In these situations, our contention is that the experience of disorientation that often accompanies crisis situations is overcome best by a rhythm of freedom and structure. Time can hang very weightly upon a youngster who does not know where he/she will be next week. The relationships with older runaways and program staff can be areas of tension. One's self image needs support when all of one's individual rituals and accustomed turf are suddenly changed.

We feel that the very fact that we have school, and that's what you do each weekday morning says something important to these young people in limbo. Through school, stability and consistency are provided. Two years experience tells us they get the message!

As for the rebellious runaway who is hostile to his/her parents, the law, the whole scene - an individualized but regular school program says, "Yes, we know you are angry and tired of the hassle, but we want to help you see that the values of our society can be presented in ways that allow for that anger. We think you have a lot to contribute, and we want to help you develop your potential." Again, our experience tells us that most of the kids get the point - even when they'd rather sleep all morning.

We also have some youth who were removed from their home by protective service workers or kids who are tired of running. For them, the opportunity to work toward keeping up, or catching up, with their grade level or to prepare for the GED is welcome. They add to the morale of the classroom in a fantastic way.

Those are the whys. Now for a few hows. In Galveston, we have been very fortunate. The Galveston Independent School District wrote a grant to the Texas Education Agency for a special education teacher and an aide. GISD supplies all diagnostic and teaching materials. The class is designated as a class for students with a Language Learning Disability. State audit folders have to be developed for that category of special education. That gets to be a big job that absorbs a lot of the teacher's time.

We look forward to the day when "child in crisis" can be an education category, and funds will be available to teach these children without legally identifying them as emotionally or educationally deficient. State legislatures and educational associations should be aware of our runaway data and be challenged to provide this needed service to emergency shelters, children in group homes outside their home districts, and detention centers. Our runaway networks need to gear up a lobbying effort on this issue.

In the meantime, there are other education models. Before we got a teacher we scrounged materials from the schools and used them ourselves. Sometimes volunteers helped with school - one home economics teacher was fabulous. She had the students working with newspaper grocery and rent ads turning them into household budgets. (It sure cut down on the marriage-at-fourteen fantasies our kids were enjoying about that time.)

Programs could also pay a teacher for a few hours each day. Some very good teachers are available on that basis. Check your substitute teacher rolls or the mothers of kindergarten children for starters in finding one. In communities where there is a university you should be able to work out a deal where your kids become one of their learning projects.

One warning! The heart of the runaway program is the warm accepting atmosphere where the youth feels his needs are understood. Don't let a school system or a rigid person lose sight of this primary concern.

But if your teacher is skilled and flexible, you'll find school at the runaway house to be a valuable experience for the residents. Try it - you'll like it.

Appendix

Diagnostic data can be obtained from a math survey (informal, teacher-made) instruments appropriate for assessing reading skills (Sullivan Reading Tests, EDL Lab materials, Durrell Analysis of Reading Difficulty), and materials which will yield perceptual difficulties (WISK, WISK-R, ITPA, Stanford-Binet or a Slosson Intelligence Test).

Psychological testing may reveal individual learning styles, the extent to which emotional or social problems are present and facilitate the assignment of materials designed to remediate the deficits. Some of the psychological tests included in our test battery are WISK-R, Stanford-Binet and the Slosson Intelligence Test.

Achievement tests which can be utilized effectively for diagnosing learning disabilities are a Key math, a Slosson Oral Reading Test, a Wide Range Achievement Test, the Detroit Tests of Learning Aptitude, and a psychological check-out list which consists of a hierarchy of developmental skills. This check list was developed by a nearby university.

THE CASE OF ANN
A COMMUNITY TRAINING EXERCISE[1]

National Council on Crime and Delinquency Training Center

Many projects and youth organizations have developed exercises for program staff training and development. Loren Ranton, Director of Training for the National Council on Crime and Delinquency (NCCD), and Lucie Doree, Assistant Director, have created "The Case of Ann" as a means of working with community members to raise issues and stimulate discussion on the community's treatment system for runaways and other status offenders. They have found this exercise to be particularly effective in working with juvenile justice professionals - police, probation officers, judges, youth workers in lock-ups, and training schools and court social workers.

The Case of Ann is based on the actual case-history of a young person in a Northeastern state. The case history is divided into six sections, which trace Ann's progression through "the system." The exercise is conducted by asking each participant to read the first section and write-down what they believe to be the proper and most effective procedure to be followed. The group then discusses this section and then reads the actual outcome, on the following page. This process is continued through each of the six sections. The NCCD training staff have found that as community members follow Ann's experience and compare it with their own views of how this young person might have been helped, there is generated a great deal of interest, concern and emotional involvement with the plight of runaways in the community.

1. "The Case of Ann" is used with permission of the National Council on Crime and Delinquency Training Center (copyright pending).

SECTION I

THE CASE OF ANN

Ann is the youngest of seven children, born on June 11, 1957. Her father and mother separated in 1958. Since the separation, the mother has had five additional children. The father paid $15 per week for support of his seven children until 1967 when he was admitted to the hospital for tuberculosis. He and the children visit regularly.

Ann's first contact with the police was 1½ months after her eleventh birthday. She had run away from home on her birthday and was located on July 22, 1968, hitch-hiking to Philadelphia. The woman who picked her up took her to the Penny Hill Police Station.

THE CASE OF ANN

SECTION II

The police took Ann to the detention home where she was detained for 0 days, during which time it was learned that she had been truant from school 4½ days in the 67-68 school year and had run away from home on two previous ccasions. Ann stated that she did not want to return home because everyone picked" on her, and her mother was never home. A petition for neglect against ne mother was processed by the Juvenile Court.

The school counselor indicated that the home situation had deteriorated ipidly during this school year and that the younger children in the family ire in need of supervision.

On August 22, the Public Welfare Department was granted custody of Ann d four of her siblings. They were placed in separate foster homes. At is time the Welfare Department requested that the mother be sterilized Court order.

Ann is a small child who seeks attention from adults. She can be helpful d cooperative at one moment and throw a tantrum the next. She stated that ad learned her lesson, and that all she wanted was to be a "good girl" l go home to her mother.

While in the foster home, Ann attended school, but only sporadically. ran away from the foster home three times in the next two months. Ann ited that she was unhappy in the foster home and wanted to be with her her. Each time she left the foster home, she would go to stay with her her.

THE CASE OF ANN

SECTION III

On October 20, 1968, the Welfare Department filed a petition of "uncontrolled" and took out a warrant for her apprehension. She was picked up by the city police on Halloween night at her mother's home and was placed in the detention home.

The Juvenile Court judge detained her for psychological evaluation. The report of the court psychologist indicated dull normal intelligence, with reading ability of 3rd grade/8 months. Ann was in the 6th grade.

According to the report, Ann would experience an almost "constant sense of frustration" attempting any reading equivalent to 6th grade work, as it was beyond her capability.

The report also indicated that Ann's sense of inferiority was "grossly exaggerated," her frustration level low, and that she felt, "lonely, isolated, frequently picked-on and basically inadequate." Treatment was recommended with: 1) placement at the Community Mental Health Center; 2) Neurological evaluation; 3) placement at the training school if the Mental Health Center placement was not possible; and 4) use of medication in treatment if necessary.

The Court ordered her custody transferred from Welfare to the Division of Mental Health for placement at the Community Mental Health Center. She was detained in the detention home for placement but escaped from there on January 11, 1969, age 11½, one day before she was to be transferred to the Community Mental Health Center.

Ann was next picked up by the police on March 26, 1969. On that day, she shoplifted a blouse, stole a pocketbook from a parked car, and hindered a police officer in that she urged her companions to run and hide to avoid questioning.

THE CASE OF ANN

SECTION IV

A petition alleging delinquency was filed against Ann, and the Juvenile Court judge found her to be delinquent, transferring her custody from the Division of Mental Health to the Division of Juvenile Corrections for placement at the training school for girls.

During the next twelve months, Ann escaped from the training school five times and was returned to its custody five times. On March 3, 1971, while on home pass from the school, she was apprehended for shoplifting four pantsuits, one topcoat, and one sweater from Main Street Dry Goods. Ann was returned to the Division of Juvenile Corrections, and the training school, by a Juvenile Court judge.

She ran away from the training school on the Fourth of July weekend, 1971, and was taken into custody by the county police on July 19, 1971 for stealing two blouses.

THE CASE OF ANN

SECTION V

She was detained at the detention home overnight and returned to the training school the next day, where she remained for the next year and a half.

On December 26, 1972, at age 15, she ran away from her mother's home while on Christmas pass. During the next three months, sworn complaints were taken out against her on five occasions:

January 25, 1973	Shoplifting clothing from Main Street Dry Goods.
February 14, 1973	Shoplifting a pants suit from Johnson's Apparel, giving false name and address to the police, and assault and battery on the security guard in that she hit him with a leather belt and bit his arm.
March 2, 1973	Grand larceny from Pomeroy's Department Store.
March 8, 1973	Shoplifting cosmetics and soap from Right Aid Discount Drug Store.
March 13, 1973	Shoplifting clothing from Main Street Dry Goods.

After each incident, she was taken into custody by the police, detained in the detention home, appeared before Juvenile Court on the next court day, was remanded to the training school, and escaped either while being transferred, on the way to the pre-natal clinic, or home on weekend pass.

On April 18, 1973, she failed to appear in Juvenile Court for a hearing on the above matters though she had received notice. A warrant was issued for her apprehension and bail set at $500.

On July 2, 1973, Ann was taken into custody by the police for the following incident at a shopping mall:

> She obtained a Pomeroy's shopping bag, took the bag to K-Mart and was filling it with clothing until a clerk ordered her to stop. She threw the articles on the floor, yelled "take your hands off me," and ran out of the store. Later in the day, she was found with pants and blouses which had Pomeroy tags, two mens' shirts with Chess King tags, and no sales receipt. When the security guard from Concord Mall attempted to physically escort her to the Mall Office, she burned his right arm with a cigarette, and bit and scratched his left arm. She used loud and abusive language to the police officer who was called to the scene.

THE CASE OF ANN

SECTION VI

She was detained at the detention home overnight, and brought to Juvenile Court the next day. The intake officer preparing the preliminary report recommended that an amenability hearing be held, and that she be transferred to Adult Court. The judge released Ann pending trial on August 1, 1973, and referred her case to the Public Depfender. She was seven months pregnant at the time. She did not appear on August 1, 1973, and was reported to be living in New Jersey, then in Atlanta, married and in a tuberculosis sanitarium. All outstanding charges were dismissed, and she was placed on probation without staff until she reached 18.

On September 5, 1974, a warrant was issued for her apprehension in connection with stealing two men's shirts from Tip Top Ties and miscellaneous clothing from Sears. The warrant is outstanding.

USE OF TECHNICAL ASSISTANCE

From July 1975 through the end of June 1976, ESC provided Technical Assistance (T/A) to the twenty-six OYD-funded runaway projects in the Western regions and to a number of projects without OYD funding. From the start, it was our belief that technical assistance must be based upon each project's assessment of its own needs; that no set formula can be helpful to all projects. Our experience has confirmed this. Although many programs are grappling with similar problems or growing pains, each project is unique. Successful technical assistance must be flexible, responsive and individualized.

The technical assistance consultant performs three functions. The first is the "expert:" providing advice, experience and information. The technical assistance staff must include individuals with expertise in the various areas of project operations and with the ability to adapt their knowledge to fit circumstances at the different programs. The second role which the consultant plays is that of a "messenger" who passes suggestions, ideas and experiences from project to project and facilitates direct linkages between programs. Lastly, the consultant is a "catalyst" - creating an atmosphere in which the project can mobilize its own skills, experiences and sensitivity to meet its needs for problem-resolution and growth.

In the following article, Jim Carmany and Ray ben David, Project Directors for the Western Technical Assistance contract, provide a consultant's view of the technical assistance project. Their perspective can help the projects to make the best of the available technical assistance resources.

USING TECHNICAL ASSISTANCE CONTRACTORS: OR THE RELUCTANT CONSULTANT

Jim Carmany
Ray ben David

Anyone who has ever stayed at a hotel should have a pretty good picture of how to use technical assistance. We're talking, of course, about a good place and not the "No-tel Mo-tel" where you have to run out in your underwear for some ice - because they don't have room service - or where the room clerk says, "That's not my job, man," as you drippingly ask for more towels. In other words, technical assistants (consultants) should be viewed as bellhops who respond to your needs by bringing you the towels and ice, or going out for that bottle of peach brandy you need while doing whatever you're doing in a "dry" state (like Kansas for instance). The consultants know where the towels and the ice are, and have a pretty good connection for the brandy.

What happens instead, at least from the viewpoint of the uninitiated, is that consultants are looked upon as all-knowing, aloof, probably spies for funding sources, and anything but instruments designed to help the agency through their own expertise or by way of resources at their fingertips. People are reluctant to "look bad" by airing their linen. Because of this reluctance, deep rooted problems within the organization are not surfaced for solution and a "bone" in the form of some "mickey mouse" issue is thrown onto the table and is addressed - while the hidden agenda gnaws at everyone's vitals and precludes any meaningful discussion. Like the director of a project, whose fiscal situation is approaching disaster proportions, wants to talk about follow-up and aftercare when there ain't gonna be no project around to worry about follow-up and aftercare if the money thing isn't addressed. Meanwhile, the staff members (who know something is wrong even if they don't know what it is) sit in the workshop wall-eyed, inattentive and looking for a way to get at the critical issue. Consultants who care would recognize such a state of affairs but find themselves in a dilemma. What should they do? Prick the boil? Or deliver what is asked

for and be back in the hotel in time for Walter Cronkite. The reluctant consultants are unable to open the issue (unless, of course, they are well-known, and enjoy a close relationship with the project) because they are unaware as to the depth of that particular "Pandora's Box."

The noise (title) "technical assistance" often causes problems. It conjures up an image of a guy running around with a slide rule or impressive looking charts and, as a consequence, a limit is placed on how he can be used. We have seen situations where the director assumed that the consultants couldn't help with a serious problem within staff. The issue was of human dimensions and therefore, by assumption, out of the realm of "technical" assistance. Or the director who apologizes for not being able to attend the workshop because he has "this pressing problem with the police to be dealt with" and is surprised when the consultants volunteer the information that they can help with that area(s). Our point being that the consultants must be alert to offhand references to problems instead of expecting to be asked if they can help with them.

It should be mentioned, at this point, that when we speak of technical assistance we are referring to ongoing consultation as per a contract rather than a one-shot deal where an expert is brought in for a training session that is cut and dried. But in the case of ongoing technical assistance, it is advisable that a close relationship be established; a relationship based on mutual trust that recognizes and is nonjudgmental toward human frailities.

Get to know these "bellhops" who are going to work for you and allow them to know you. Spend some time at the outset learning about each other before you even think about approaching problem areas. Find out if they are:

1. Concerned about their work and yours.
2. Have some experience and expertise in the field.
3. Able to relate to people.
4. Willing to take risks.
5. Backed up with available resources.
6. People of substance rather than rhetoric.
7. Willing to learn.

In other words, approach them as you would a prospective staff member who has to work with the rest of the team. And if they don't meet the above requirements...then they are simply not appropriate and you are under no obligation to work with them.

Ideally, you should have a say in who will be providing ongoing technical assistance for your project. Given the way the system works, that luxury is not always available to you, but there are ways that you can have input as far as the content of your technical assistance is concerned. Contracts are awarded to organizations on the basis of proposals submitted in response to requests. Get a copy of that proposal so that you may familiarize yourself with the contractor's overall design for service delivery. In that way you can become acquainted with what is due your project and then, working closely with the contractor, develop how, and in what form, your service will be delivered.

To our way of thinking, technical assistance should not work out your problems for you. It is our role to help you locate the answers. In order to do that, as many project people as possible should be involved in problem solving sessions: people ranging from the newest runaway kid in the door to board members, volunteers, and anyone else in the community who is interested. There is a great deal of energy and expertise in a room full of people which only needs to be harnessed and kept within the confines of the issue at hand in order to arrive at a conclusion. That is the job of the technical assistants. They stimulate the environment that will release information stored in the minds of those present. In addition, these participants feel that they have made a contribution, an investment in the project instead of being handed solutions that do not belong to them. We have seen quite a few staff people rise in the ranks, and new programs instituted, on the basis of what was said and done in workshops designed for the answers to come from within.

☆U.S. GOVERNMENT PRINTING OFFICE: 1978-260-923/5056