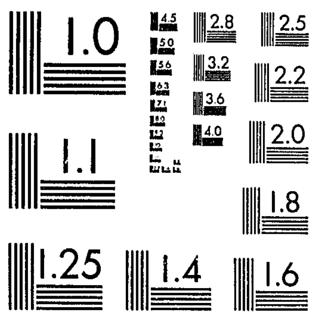

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National Institute of Justice
United States Department of Justice
Washington, D.C. 20531

4/29/83

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Community Collaboration

A Manual for Voluntary Sector Organizations prepared by The National Juvenile Justice Program Collaboration

AFL-CIO, Division of Community Services
American Red Cross
Association of Junior Leagues
Big Brothers/Big Sisters of America
Boy Scouts of America
Boys' Clubs of America
Camp Fire, Inc.
Girl Scouts of the USA
Girls Clubs of America, Inc.
JWB (Jewish Welfare Board)
National Conference of Catholic Charities
National Council of Jewish Women
National Council of Negro Women
National HomeCaring Council, Inc.
The National Network
The Salvation Army
Travelers Aid Association of America
United Neighborhood Centers of America
National Council YMCAs of the USA
National Board, YWCA of the USA

**A Task Force of
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Acknowledgements

This manual, developed as a collaborative effort of many, represents an outgrowth of the work of numerous individuals working in national organizations and local communities who gave their time and energy to operationalize "program collaboration."

We are especially grateful to the Board of Directors of The National Assembly for their staunch encouragement, the Board and staff of the national agencies participating in the National Juvenile Justice Program Collaboration Task Force for their leadership and support to the project effort, and the Board, staff, and volunteers of participating organizations in our demonstration sites, for their enthusiasm and hard work in establishing local collaborations and developing community-based programs for status offenders and youth at risk of becoming involved in the juvenile justice system. Without the creative and steadfast dedication of these individuals, program collaboration might well have remained an untested concept.

Robert Dye, first Chairperson of the Task Force, and Martha Bernstein, his successor, have provided energetic leadership, inspiration and unswerving enthusiasm to the total project effort, and to the evolution of this manual.

Members of the Task Force, local collaborations, and staff who served on the planning committee, and those who took the time to offer comments and suggestions during the manual's various stages, were essential to its development.

John Wood, in addition to providing staff leadership during his four and a half years as National Project Director, took on the arduous task of translating the planning committee's concepts into words, through three successive drafts. Marianna Page Glidden, current National Project Director, and Robert A. Murphy, Assistant Director, revised and wrote several additional sections and facilitated technical production.

For the often thankless but extremely important task of typing the many drafts and revisions, we are grateful to Phyllis Cohen and Eraida Chica, and to Jerilyn Collier for her supervision of this process.

To Robert Gemignani and Judy Seckler of the National Office for Social Responsibility, we owe gratitude, not only for their on-going technical assistance to the project, but especially for their help in assisting us to define and articulate the process, providing technical expertise and constant encouragement to our work.

We wish to thank the U.S. Department of Justice, LEAA, Office of Juvenile Justice and Delinquency Prevention for their financial support during the past five years enabling our work to go forward, and for the invaluable assistance they have provided along the way.

We also wish to acknowledge and thank the following individuals and organizations for contributing resource materials for the Appendix: Robert Cashel, William Ewald, Ronald Johnson, Association of Junior Leagues, Behavior Associates, Center for Informative Evaluation, Connecticut Justice for Children Collaboration, Girls Clubs of America, InterAgency Collaboration Effort, National Commission on Resources for Youth, National Office for Social Responsibility, Spokane Area Juvenile Justice Collaboration.

Contents

Introduction

In the early 1970s, a group of national youth-serving agencies and national advocacy organizations began to confer with members of Congress for passage of major legislation for juvenile justice. Their intent was to strengthen the impetus for reform of the juvenile justice system and to increase the number and quality of services available to youth as alternatives to the juvenile justice system. After several near misses and compromises, the goal was achieved with the passage of the Juvenile Justice and Delinquency Prevention Act of 1974.

A major component of the Act was the mandate to participating states to deinstitutionalize those youth labeled "status offenders" by the juvenile courts within two years. Status offenders are youth who have been referred to the juvenile courts for acts such as truancy, running away, breaking curfew, and incorrigibility. A tenet of the reform movement was the belief that status offenders often have serious social and family problems that are not appropriately treated in correctional settings, and therefore, should not be sent to such institutions.

Having achieved the kind of legislation and mandated federal programs for which they had long advocated, national youth-serving agencies realized that the task lay ahead—that of demonstrating the capability of the voluntary sector to serve youth at risk of institutionalization by providing community-based alternative services called for in the Act.

In response to this challenge, fourteen national youth-serving and advocacy agencies came together in 1974 under the sponsorship of The National Assembly of National Voluntary Health and Social Welfare Organizations, Inc. (The National Assembly) to form the Task Force on Juvenile Justice Program Collaboration. It was agreed that community-based alternative services for status offenders was a good issue on which to focus the initial attention of the Task Force in implementing program collaboration.

Through a grant to the National Juvenile Justice Program Collaboration from the Law Enforcement Assistance Administration, five local juvenile justice collaborations were established to demonstrate the capacity of the national agencies and their local affiliates to serve status offenders through collaboration. While the full impact of these collaborations cannot be assessed for many years, evaluation of the first two years confirmed that collaboration could be an effective mode to serve the needs of status offenders in communities.

Many learnings have occurred since the commencement of the first local collaboration in 1976. *What* Collaboration is, and *how* it occurs among agencies makes the difference. Collaboration is difficult and takes time, but it does pay off.

This manual outlines step-by-step how voluntary agencies and organizations can build successful collaborations to comprehensively serve the needs of youth in their communities. Although the National Juvenile Justice Program Collaboration is concerned specifically with youth, the process which is described can be used to develop collaborations for other purposes, such as services for the aging, family services, etc. Moreover, while we will generally refer to local communities and the development of community level collaborations, the following process is applicable to the development of regional, state-wide, or area-wide collaborations. See Appendix A for Model Collaboration Structures.

Glossary of Terms

Some Working Definitions

Collaboration

Collaboration is the process by which several agencies, organizations, or individuals make a formal commitment to work together on one or more identified problems or needs. Collaboration requires a formal commitment or contract to participate in goal activities, shared decision making and allocation of organizational resources to work on mutually identified goals.

To be effective, it is necessary to specify what the goals are to be, how they will be met, what each is expected to contribute, and what the style of work and interaction will be among the collaborators. Generally, by-laws or other written rules of procedure are prepared which specify the above, and agencies submit a resolution of their Board to participate.

Capacity-Building

Capacity-building consists of activities which are designed to develop the ability of agencies and organizations to be responsive to the needs of a specific client group or special community need. Capacity-building may itself be realized through efforts in service delivery and/or advocacy.

It may mean:

- new or modified services and activities for current clientele;
- existing services and activities for a new clientele, i.e. in a new area, with a group of previously unserved clients;
- new or modified services and activities for a new clientele.

Capacity-building is a planned process, which generally begins with an assessment of where the organization/agency currently is, where it hopes to go, and what it needs to do to get there. To be effective, some of the following steps are usually required:

- consciousness raising of Board members concerning the particular problem or need;
- action by the Board to approve or stimulate a move in new directions;
- reallocation of current resources and/or new funding development to meet the need;
- training of existing staff, Board members and volunteers, and in some cases, recruitment of specialized staff, Board members and volunteers;
- resource development—e.g., staff time, space, development of program materials;
- public information regarding agencies' activities directed towards members and the public-at-large;
- outreach to new or additional clients;
- ongoing evaluation.

Advocacy

Advocacy consists of those activities taken on behalf of others, or in support of a specific cause. Generally, the goal of advocacy is systems change, which produces results that are permanent and will benefit future users of the system. Advocacy can range from low key to intensely adversarial. It can support, suggest, educate, pressure, demand, or involve legal action.

Advocacy is usually recognized as falling into two categories: case or individual advocacy, and class or cause advocacy. In case advocacy, one concentrates on improving the conditions which affect a particular individual. Class advocacy focuses on changing conditions that affect groups or individuals in general. While the focus may be on a single issue, the outcome alleviates or resolves problems for larger numbers of persons. Generally, class advocacy concentrates on changing policies, regulations, procedures, laws that operate to the detriment of individuals. It can focus on attitudes and unwritten practices that deprive people of their rights and services.

Advocacy may be carried out by individuals, groups, or organizations and agencies, both public and private, separately or in collaboration.

Public/Private Cooperation

Public/private cooperation represents a style of work between the two sectors which is mutually supportive. Beneficial public/private relationships can occur when both sectors are committed to working together, rather than separately, on goal directed tasks. To be effective, an understanding of the structural and organizational differences between the sectors is important, as is a mutual respect for each other's unique contributions.

Ongoing dialogue between the sectors enables holistic community assessment and planning and diminishes duplication of services and resources.

Status Offenders

Status offenders are youth who have been referred to the juvenile courts for acts such as truancy, running away, breaking curfew, and incorrigibility. A tenet of the Juvenile Justice and Delinquency Prevention Act of 1974 was the belief that status offenders often have serious social and family problems that are not appropriately treated in correctional settings, and should not be sent to such institutions.

What Is Collaboration?

Collaboration—The Name of a Different Game

Many communities have had experience with different forms of interagency *cooperation* when they shared some resource or facility, planned joint programs, or met together to share information or discuss common concerns.

Many communities have had experience with different forms of *coalition* when individuals or agencies have joined together in common action on a specific, time-limited issue or agenda.

Few communities, however, have had experience with continuing *collaboration* among their voluntary non-profit organizations. Collaboration involves a more *formal and sustained commitment* than either cooperation or coalition. Collaboration builds on the conviction that, while retaining uniqueness and autonomy, voluntary organizations share so many values and goals that they must develop mechanisms for working together in their own and the community's best interests.

> *"Our mandate was not to let happen what all too often has happened in the past. That is, each organization scrambling for its own piece of the action, going its own way and tooting its own horn; seeing programs spring up unrelated to each other; continuing piecemeal planning that's not integrated, rather than working from a corporate plan that sees the community and its resources in full perspective; and perpetuating the terrible gaps between public and private sectors with each suspicious of the other."*
>
> *Robert Dye, Original Chairperson, National Juvenile Justice Program Collaboration*

Collaboration implies a *structure*, a formal mechanism by which organizational representatives decide how to plan and act together.

Collaboration implies a *style of work* in which agencies deliberately determine to do things together as a whole rather than atomistically, acting on their own initiative.

Collaboration implies a *world view* in which agencies see themselves and other voluntary organizations as complementary and mutually supportive contributors to the whole community and not as competitors.

Purpose of Collaboration

Collaboration is usually formed in response to an issue of *major concern*—an issue too large and too complex for any one agency to handle effectively on its own. One example of such an issue is the need to provide community-based services as alternatives for status offenders and other youth at risk of being institutionalized. Another issue is youth employment, youth unemployment, and the training-educational needs of youth.

To fully address either one of these issues requires a broad range of services—from remedial education to personal or family counseling, from information on sexuality, alcoholism, and drugs to training in job-related skills. Many of these activities and services may be offered by several organizations in the community, but no one organization can afford to offer all of them to all the youth in need.

Moreover, there is a growing recognition that *fragmented* services rarely prove to be *effective* services. Human beings come whole—in families and other social groupings, encompassing a variety of concerns and needs—and services for them are effective only to the degree that this wholeness is recognized. Collaboration enables agencies to respond more effectively to major issues in a *holistic* manner because it involves the participation of a variety of community organizations with a variety of interests.

Need for Youth Participation

An issue complex enough to demand interagency collaboration—and especially one profoundly affecting large numbers of youth within the community—requires, by definition, the active participation of youth themselves. They must help define as well as contribute to the design and implementation of strategies to address the problem.

In addition, such participation furthers the growth and development of youth, which is the ultimate goal of all youth programs. For any collaboration to provide services that are effective and responsive to the needs of youth, the information, ideas, cooperation, and leadership of the youth it serves are essential.

Therefore, throughout the development of a collaboration as described in this manual, the active participation of young people is assumed and encouraged at every stage. This is not tokenism or some other half-hearted approach to youth participation. It should be done right or not at all. Criteria for effective participation by youth appears in Appendix B.

Other Essential Participants

The strength of the voluntary sector resides in the commitment and energy of "ordinary" people who translate concern for their communities into active service in a rich variety of agencies. The health of voluntary agencies is directly related to that commitment and energy. Agencies should not be staff dominated with a facade of direction and involvement from their boards and committees.

Any interagency collaboration that does not tap this important resource will be less than what it might be. In the steps that follow, the active participation of key board members and lay volunteers is viewed as essential to the health of the collaborative process. It is recommended that each participating agency in the collaboration be represented by both a board member or key lay volunteer and a staff member. In selecting representatives, care should be exercised to assure that those chosen can speak for the agency and commit its resources. Generally the Executive Director or senior staff and an active Board member are selected for this purpose.

In every community there are organizations that are volunteer in nature, may have little or no staff, and may not provide direct services. Usually, their energies are directed to community service and change. As these volunteer organizations usually do not maintain buildings nor provide client services, their objectivity can bring insight and focus to a collaborative effort. The Association of Junior Leagues, the National Council of Jewish Women, the Department of Community Services of the AFL-CIO, the American Association of University Women, and the National Council of Negro Women have proved to be dedicated and skillful workers on behalf of community change.

What Can Be Achieved?

When agencies and organizations are considering collaboration, it is most appropriate to ask, "What can be achieved?" Those who have committed themselves to making collaboration work testify to its real achievements.

They have seen collaboration establish effective programs and services to meet important community needs where few or no services existed before.

They have seen organizations within a collaboration become advocates for a cause and a move out into creative new ventures, accomplishing things which they could not do alone, gaining courage and support from each other to take risks which they would hesitate to take singly.

They have seen collaboration marshal the unique resources of various agencies in complementary approaches to the needs of youth...serving young people and their families who had previously *fallen through the cracks.*

They have seen collaboration provide services based on a rational assessment of community needs and resources rather than on the basis of popularity or tradition.

They have seen collaboration enable precious funds and resources to be used in ways that build and extend rather than duplicate and mismatch. They have seen this "multiplier" effect gain respect from planning and funding bodies. Individual agencies now enjoy additional resources and expanded outreach as a result of their record of collaboration.

They believe that the time has come to provide the structures and the opportunities to bring together into *one* planning framework the private *and* the public organizations, and to enroll as partners the business, the corporations and the foundations who are committed to the solving of crucial societal issues.

They have seen collaboration as the direction of the future, since funders such as private foundations, United Way, and governmental agencies show mounting resistance to fragmented approaches and competing financial appeals.

They have been assured that through collaboration the unique contributions and particular values of the voluntary sector will be voiced with coherence and impact. They have seen the results when voluntary agencies speak and act on a common agenda to influence legislatures and policy making bodies.

Potential Barriers to Success

Those who have worked at collaboration testify that there are barriers which must be overcome in order to succeed:

- Unclear purpose and mission
- Unclear roles and expectations
- Competition, turf, vested interests
- Inadequate leadership
- Fear of the loss of organizational identity
- Domination by stronger, more powerful agencies
- Insufficient time commitments

Collaboration Guidelines

Participants involved in collaborations have identified the following factors essential to successful collaboration:

- A *clearly defined mission or purpose*, which is mutually agreed upon by participants. That mission needs to be *highly focused.* A successful collaboration is one which avoids trying to be all things to all people. A focused agenda enables tangible planning with measurable objectives and activities.
- Active involvement of participants in the establishment of *goals, objectives and activities.* A collaboration which does not take the time for *active participation* and *involvement* of members in this critical process, is likely to produce goals and objectives which reflect the input of only a small minority of members. A likely result is that a significant portion of members may not be totally committed to the plans, causing a potential barrier to the collaboration's success. Generally, those members actively involved in planning, will be actively involved in carrying out the activities.
- Clearly defined *operating procedures* and clear *definitions of the roles* members are to play are essential. Members need to have a clear understanding of what the collaboration ground rules are, what is expected of them as collaboration members, what they can expect from the collaboration, what the role of the chairperson and other officers will be, and a delineation of staff and member roles.
- Discussion and resolve of *competition, vested interests* and *turf issues,* must not be avoided and needs to occur early in the process.
- The importance of *neutral turf.* Participants must feel that collaboration is their enterprise, not someone else's way of co-opting them around a private or hidden agenda. The very first organizing initiatives are as critical to this concern as anything and everything that may follow. Who calls the first meetings together, who is invited or overlooked and where the meetings are held, may telegraph much more than is ever intended or realized. . .and, set perceptions from which a collaboration may not recover. Neutral turf and neutral leadership are not always easy to identify, given the complex inter-relationships and history in any community, but its identification and enlistment is, in our view, the absolute *sine qua non* first step toward any successful collaborative venture.
- The enlistment of *key actors.* In any community, there are community leaders whose investment in a given enterprise provides additional assurance of likely success. These are individuals whose energies and networks of contacts provide the person-power and linkages behind a variety of community projects. They may be individuals who have taken some out-front, personal initiative on behalf of the very agendas which the new collaborative effort is preparing to pursue. They are likely to be individuals well known and with easy access to the community's decision-making and media centers. A new collaborative endeavor needs the leadership and influence such individuals can marshal and the credibility and visibility their participation brings to the collaborative effort.
- The need for *shared leadership.* While a core group of individuals may be responsible for organizing the collaboration and nurturing it through its developmental stages, it is important that the collaboration not remain the *purview* of one or two individuals. Collaboration represents shared planning, decision making and activities. To the extent that leadership can be shared and rotated at the end of defined terms, the collaboration will be strengthened.
- The recognition and reiteration of *commonality.* Agencies and organizations are different and should remain so. Collaboration is not a process of making all agencies alike. However, rather than focusing on the differences between agencies, it is more desirable for the collaboration to attend to the common agenda which brings agencies together. In this way, effective linkages can occur between "traditional" and "non-traditional" agencies, girl serving and boy serving agencies, direct service agencies and volunteer organizations, private and public sector agencies. From time-to-time it will be useful, if not critical, to articulate the commonalities in order to reinforce, refocus and re-energize the ongoing effort.
- The commitment of *time.* Time is perhaps the most obvious cost of developing collaboration—time taken from already busy days and overextended staff and committee involvement. Time spent (and, yes, sometimes seemingly "wasted") in a process of allowing people and agencies from a variety of backgrounds, specialities and priority agendas to come together and create something new. . .collaboration. There is the potential of time saved by the elimination of much wheel-spinning, duplication, inappropriate referrals and missed opportunities for effective service. More importantly, there is the recognition of time involved in holistic planning, with vastly greater potential for results and service effectiveness.
- *Staff support.* Staff support is essential to the success of the collaboration—especially during the developmental stages. There are many activities and plans which must be carried out if the collaboration is to develop and function effectively. Staff services can be loaned, volunteer or paid, full or part time. This will be discussed in more detail in Phase One.

Characteristics of Collaboration

How a collaboration will function or what it will mean to a community is something that will only be known along the way. Those who have worked in collaborations for some years articulate that what seems possible now is quite different from what they had imagined at the outset.

Nevertheless, an effective collaboration does have particular characteristics. Each characteristic listed below, represents an attainable preliminary goal in working toward a successful collaboration. The full meaning of these characteristics, however, may become apparent only in the course of the collaborative effort.

A Working Collaboration of Private, Voluntary Agencies:

- is "legitimatized" by the formal action of the boards of participating agencies and by regular participation in the collaborative decision-making process by high-level agency representatives (Board members or key lay volunteers and senior level staff) and youth;
- has an established structure (operating procedures, officers, committees, management systems, planning processes, and identified accountabilities);
- involves the widest possible range of local, voluntary community agencies with an interest in the issues around which the collaboration has decided to focus its efforts. (Agencies involved should include direct service agencies, membership organizations, and both traditional and non-traditional agencies. Consideration should also be given to the involvement of business sector representatives or organizations if they share the collaboration's interest);
- has provided supportive training for effective, sustained youth participation in all the planning and governing processes;
- has mutually defined and accepted:
  - —goals and objectives, based on a community needs assessment,
  - —an Action Plan with activities to which individual agencies identify and commit their specific skills and resources,
  - —procedures for continuing skills development and capacity-building among member agencies, and
  - —procedures for influencing community attitudes, public-policy funding, and service decisions through ongoing community education and advocacy efforts;
- has established linkages with appropriate public agencies and elected officials and maintains a continuing dialogue with the public sector concerning policy, planning, services, and other issues;
- has a realistic plan for assuring fiscal support of collaborative mechanisms and collaborative service programs administered through an established, accountable fiduciary agent; and
- will continue to provide a vehicle for holistic planning, community service coordination, skills development, and public education, with ongoing self-assessment.

In the chapters that follow, these characteristics will be discussed and the steps necessary to achieve them will be described. Additional material will be found in the Appendix.

Community Development Process: An Overview

Most readers of this manual will be familiar with developmental psychology in which maturation is seen as a process of mastering a series of developmental tasks, each of which prepares an individual for the next stage of development, and a new set of tasks. Tasks that are omitted or inadequately addressed, slow or distort subsequent maturation and retard the ability to handle later stages and tasks.

This insight also applies to the community development process, which is necessary to build effective collaboration. There are stages to be achieved and sets of tasks essential to each stage. Insufficient attention or accomplishment in the early stages of development will enfeeble the future well-being of the collaborative effort.

Some communities may approach the following material with the sense that they have been collaborating, or at least have already achieved certain stages of development. This may well be the case, but these communities are urged to test their perceptions before proceeding to the next stage of development. Collaborative efforts have been seriously thwarted by omission of one or more critical tasks. Collaborative efforts have also been rescued by a willingness to go back and address issues that had not been adequately confronted earlier.

Accordingly, the collaborative model described in the following sections starts at the beginning, laying out a series of *phases* and *tasks* that, if successfully accomplished, can lead to a working collaboration in a community.

Phase One: Exploration and Testing

Task I: Assess Community Interest in and Readiness for a Collaborative Effort

Task II: Identify and Enlist Key Community Members

Activities

1. Forming an Initiating Committee
2. Conducting a One-Day Orientation Session with Agency Representatives
3. Establishing a Planning Committee
4. Holding a Community Workshop

Phase One: Exploration and Testing

Phase One begins when one or more individuals, from one or more of the private, voluntary organizations active in the community, decide to *explore the possibility* of a collaborative approach to a particular issue of concern to their community. At this stage, the intention should be no more than an exploration around a particular issue—no grand design for instant community change and no grand design to be all things to all people.

At the outset, these individuals face their first "go/no go" decision. That is, they must ask themselves: Are there enough positive factors to warrant proceeding any further? There will be a series of such decisions throughout the developmental process. The process of building a collaboration is one in which individuals complete one step and then ask if they wish to go any further. The soundest of reasons can exist for deciding not to go on. There should be no guilt or judgment imposed on those who are honest enough to make that decision rather than render lip service to something they will end up not supporting. Further along, when a collaboration has taken shape and a specific plan of action is ready for review, individual commitments must be more binding and longer-ranged. In the early stages, it is essential to confront the question of proceeding at each "go/no go" point and make a rational decision based on current evidence. In this way, participants can consciously commit themselves to the next step of development or they can make a fully reasoned judgement that further steps are not possible at this time.

At this point, the individuals initially involved, based on their immediate knowledge, make their first "go/no go" decision. They must assess:

- Is there an important community issue that needs to be addressed?
- Is this issue recognized by several different voluntary organizations?
- Can a small group of individuals be identified who would be willing to invest time in exploring the possibility of collaborative planning and action among the community agencies in response to this issue?

If the answer to all of these questions is yes, the decision can be "go" and Phase One has now begun.

There are two developmental tasks to be accomplished in Phase One:

Task I: Assess community interest in and readiness for a collaborative effort, and

Task II: Enlist key community members necessary for success.

The following four activities are essential to completing these tasks.

Activity 1: Initiating Committee

The formation of an Initiating Committee represents the first major milestone in moving toward collaboration. The membership of this committee and the early decisions they make will signal the potential tone and substance of future collaboration, especially whether it will be an open, independent organization or dominated by a few organizations or individuals with preconceived agendas. Key issues, such as "turf," "ownership," and "leadership" need to be confronted by the Initiating Committee.

The individuals who make the first "go/no go" decision regarding collaboration will most likely constitute the core of the Initiating Committee, although some individuals may stand aside to enable the committee to include other individuals who could better guide the process through its earliest activities without making the group too large. An Initiating Committee of five or six members is best. The membership should reflect the following:

- a board officer from a potential member agency,
- a chief executive from a potential member agency,
- a representative from a direct-service provider agency,
- a representative from a volunteer service organization,
- a representative from a non-traditional community organization,
- at least one youth active in an agency program,
- at least one volunteer, a key citizen of the community.

The Initiating Committee will have the following responsibilities:

a. to articulate each member's individual assessment of the need for and possible interest in collaboration in the community with what particular focus,

b. to assess the wider community concern for the issues identified and community support for a collaborative response to these issues,

c. to review this manual to learn what will be involved in moving forward from this point,

d. to identify key agencies and individuals essential to the successful development of a collaboration, and

e. to canvass these agencies and individuals regarding their interest in this stage of exploration (no long-term commitment should be asked at this point).

Having carried out these first five responsibilities, the Initiating Committee should have a sense of support available for further exploration of the idea of collaboration. On the basis of this, the committee needs to make another "go/no go" decision. If the committee has met with reasonably positive response, it has grounds for a "go" decision and can proceed to its final responsibility:

f. to conduct a one-day session with the individuals identified in (d) above for a face-to-face discussion. This will require:

(1) establishing criteria to assure that essential participants are invited. For example, it may be decided that each agency should be represented by a board representative who is articulate on the issues, and a high-level staff executive with a blend of programmatic and administrative experience and responsibilities. It is important to solicit the participation of other individuals, key citizens and volunteers, who have been identified as important to potential community-wide support;

(2) planning the event itself, with particular attention to activities that will encourage participants to assess fully the interests and impediments that collaboration suggests to them and their agencies;

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(3) providing information to all participants regarding the purpose, preparation, and logistics for this day-long session;
(4) speaking with individuals personally to underscore the invitation to participants;
(5) coordinating the event (providing the facility, equipment, seating, refreshments, and so forth).

At the conclusion of this one-day session, the Initiating Committee will have fulfilled its responsibilities and, depending on the next "go/no go" decision, may be replaced by a more representative Planning Committee, which will be responsible for guiding the next stages of collaboration.

The work of the Initiating Committee may span a period of several weeks during which additional individuals may wish to join the effort. It is suggested that the committee hold open meetings, inviting the participation of anyone who will come and undertake specific assignments, without diffusing the accountability of the committee itself for carrying out the responsibilites outlined above.

Activity 2: One-Day Session with Representatives

The one-day session represents the second major milestone in the development of a collaboration. It is the occasion for a wider assessment of the idea of collaboration and an opportunity for more people to become involved in whatever further developments may occur. The session has several important goals. By the end of the day, participants should have had an opportunity to:

- understand the concepts and see the potential of collaboration,
- test the level of interest and commitment that would attend any subsequent effort,
- sense what collaboration might mean for their community, and
- make a "go/no go" decision about the next stage of the process.

To accomplish these goals, the Initiating Committee must design a program for the session that will include:

a. exercises in team building;
b. discussion and clarification of the following:
   (1) what the participants know about the services of the various agencies in the community,
   (2) what the participants think can be done to address the issues that have highest priority for their agencies,
   (3) what collaboration is, including its potential benefits in responding to these issues in the community and the forces compelling or impeding development of such a collaboration,
   (4) what the process for building a collaboration is;
c. exercises in building group consensus and trust. Sample group exercises and group "icebreakers" can be found in Appendix C.

If a "go" decision is reached at the end of this one-day session, the following steps are necessary to form a Planning Committee:

a. agreement on the criteria for membership on the Planning Committee, which will guide the next steps of collaboration;
b. identification of individuals and agencies not present at the one-day session who should be encouraged to become involved in the collaborative effort;
c. identification of individual interest skills, and areas of priority for activities in the immediate future, and
d. an assessment of the one-day session, including an evaluation of the decisions reached and a request for additional suggestions to be turned over to the Planning Committee. A sample evaluation form is included in Appendix D.

Activity 3: Planning Committee

The Planning Committee represents the third major milestone in the formation of a collaboration and will oversee the various stages of Phase Two. The Planning Committee will be responsible for:

a. identification of interim leadership and the establishment of its own internal working structure (for example, sub-committees, assignments, accountability);
b. preliminary statement of purpose, governing structure, delineation of focus for the collaborative effort, tentative plan of action, and assessment of the personnel and fiscal resources necessary to accomplish Phase Two;
c. planning and conducting a Community Workshop, the final activity in this first phase of collaboration;
d. directing the basic tasks of Phase Two; and
e. directing the support services necessary to carry out the responsibilities listed above.

For information on characteristics of a "good" chairperson, see Appendix E.

The Planning Committee must be large enough to assure that individuals and interests in the community are represented. It must also be large enough to provide a diversity of talent to carry forward the several activities for which it is responsible. The work and attitudes of the committee will affect the long-range future of Phase Two as well as the following six to eight months for which it is primarily responsible.

Movement toward collaboration must be managed with sensitivity to two critical realities. On the one hand, there must be *movement:* interest and commitment will wane if no results are seen early on. At the same time, it is important to guard against *premature closure:* the developmental process must be kept so that all participants feel their ideas and concerns have been taken into account.

The Planning Committee will need an immediate working organization—officers, perhaps a smaller steering group, and eventually subcommittees or other committees charged with specific assignments. To keep things open, it is wise to state at the outset that these assignments, including officers, are for an interim period of development (for example, "for six months" or "until the completion of Phase Two"). Open meetings should also be encouraged by the steering group or subcommittees to assure that no one feels excluded.

The Planning Committee must also have staff support for the activities of Phase Two. Each community must assess what is needed and what is possible within a range of options, including:

- loaned staff from one or another agency,
- part-time staff with clearly delineated functions,
- volunteer staff, or
- paid staff, if resources are available.

For information on the characteristics of a "good" staff coordinator, see Appendix E.

It is essential to understand that staff services will be necessary to accomplish Phase Two in a timely and satisfactory manner, even if the Planning Committee members end up doing that work. It is imperative that staff roles and accountability for assignments be made clear. (Committee members might come to a meeting not having done what they had agreed to do, but staff are rightly expected to account for their performance.) Staff must implement the decisions of the Planning Committee, manage the activities of Phase Two, serve as liaison to participating agencies and leadership, and provide for essential secretarial functions to enable committees to proceed.

It is likely that several rounds of meetings by the Planning Committee, including some solid work by subcommittees or special task groups, will be required to arrive at a preliminary definition of a collaboration (its purposes, governance, focus, possible plans of action, and so forth). When this point is reached, it is time to convene a Community Workshop to provide one more opportunity for testing and enlisting community support. Positive response in the workshop will assure that the Planning Committee's subsequent efforts are going in the right direction and that the committee can anticipate broad-based, continuing support.

Activity 4: Community Workshop

When the Planning Committee has developed a preliminary outline of the collaboration's proposed organization and activity, it will be useful—before investing the time and energy required for Phase Two—to test the proposed direction and to involve a wider range of individuals and agencies. The Community Workshop or community town hall provides an occasion for doing this.

a. *Audience* The workshop should include board members, staff, youth, volunteers from private, voluntary organizations, and key community leaders. For each organization represented on the Planning Committee or involved in the early effort toward collaboration, as many as five to ten other representatives may be invited to reach more of the leadership of these organizations. Other community voluntary organizations not yet involved in the process should also be solicited. This event may involve a hundred or more people. Leaders are important, however, not just numbers.
b. *Objectives* This workshop will:
   (1) create community-wide awareness of and interest in the possibility and potential benefits of collaboration;
   (2) provide an opportunity for the further development of the collaborative idea in the particular community through discussion and analysis of the preliminary work that has been done; and
   (3) provide a wider assessment of local needs, priorities, gaps in service, and issues of major concern to agencies and the community.
c. *Activities* The Community Workshop will include:
   (1) exercises in team-building;
   (2) introduction to collaboration and why it is being considered for the community, its potential benefits, and some possible impediments;
   (3) opportunity for small groups to react to the workshop and to "brainstorm" on possibilities for the community;
   (4) opportunity in small groups to assess gaps in service, community needs, and agency needs;
   (5) presentation by the Planning Committee of the preliminary work it has done toward defining what collaboration might achieve. The committee should make its presentation as flexible as possible to assure responsiveness from the participants;
   (6) opportunity for participants to react to the above and to provide additional data and direction for the revision of what has been presented; and
   (7) final remarks from the Planning Committee, responding briefly to the ideas that have been offered, presenting an outline of what may be expected next (Phase Two activities), and indicating how suggestions from this workshop will influence that process. There should be clear indication how this audience will have further opportunity to be informed about and involved in the next phase.
d. *Time* The Community Workshop should take one full day, preferably on a weekend when youth and lay participants are more likely to be able to attend. Breaks for lunch and other refreshments should be included. A simple box lunch, with a speaker or major presentation scheduled immediately thereafter, will help hold the audience. If it is possible to have the workshop hosted by the mayor, a community planning agency, or a public-spirited business, the credibility of the event will be greatly enhanced, attendance will be higher, and costs to participants will be lower.
e. *Setting* A comfortable facility in the community—a municipal building or university, for example—would be better than a facility closely identified with any one of the participating agencies.

A successful Community Workshop communicates to the community a sense of energy and progress toward collaboration. Moreover, the participation and encouragement of a wide circle of community and organizational leadership assure the Planning Committee that the activities of Phase Two will have the commitment and growing support of key leadership, without which a collaboration is not possible.

Although a "go/no go" decision is not asked for directly during the Community Workshop, the Planning Committee should evaluate the workshop and the data it generates to assess whether its preliminary work has been accurate. If the decision is still "go," the Exploration and Testing of Phase One is completed, and the community can enter Phase Two, Developing the Collaborative Framework. A sample evaluation form is included in Appendix D.

Phase Two: Developing the Collaborative Framework

Phase Two: Developing the Collaborative Framework

There are four developmental tasks necessary for the successful maturation of a collaboration:

Task I: Define and build the collaboration,
Task II: Develop the collaboration's plan of action,
Task III: Develop an accessible body of skills, and
Task IV: Establish linkages with key public sector agencies.

These tasks are complex, involving many interrelated activities that must be coordinated and carried out over the six to eight months of this phase. Some activities must be completed before additional activities from other tasks can be undertaken. The chart on page 12 suggests certain sequences, although they are not intended to be rigid, but rather to indicate whether a given activity occurs near the beginning, middle, or end of Phase Two and to show which activities precede others.

The complexity of Phase Two requires that the Planning Committee be organized in a manner to assure a successful management of multiple activities. Some assignments will require a single group working on successive stages over the span of Phase Two. Other assignments are short-term responsibilities that will require intensive attention for a short period only. The Planning Committee must consider the particular skills, interests, and availability of its members to match persons and responsibilities effectively. There is no single ideal pattern of organization. Phase Two requires sensitive but accountable management to assure complex development within a realistic but limited time span. If some activities are neglected, or if the overall time frame is not maintained, the well-being of the collaboration will suffer.

Task I: Define and Build the Collaboration

Activity 1: Obtaining individual agency commitments to the collaborative effort

This activity is the heart of Task I. The early conversations that lead up to the first meeting of agency representatives and the Community Workshop begin to lay the foundation for commitments from individual agencies. In Phase Two, especially as the collaborative framework takes shape, these conversations should intensify.

For the most part, this activity must take place *within* the individual organizations, and group support of this activity must take into account the decision-making process unique to each group. Representatives on the Planning Committee must assess what is required within their own agencies to obtain formal commitment to the collaborative effort. These individual agency realities must be balanced with the collaboration's need for progress within a limited time frame.

This activity can be supported through such steps as:

a. individual conversations in which a key volunteer, board member, youth, or executive discusses the implications of collaboration with influential individuals who will be involved in an organization's decision on commitment;

b. drawing on the experience of a similar organization that has had some collaborative involvement and can share this experience;

c. arranging for officers of the collaboration's Planning Committee to meet with the boards, planning groups, or staff councils of individual agencies to discuss what is being attempted, why, and what it may mean for the community; and

d. assuring that the Planning Committee's style of operation, while goal oriented, is nevertheless open, flexible, and accessible.

This activity will be successful in organizations in which a key individual, perhaps joined by one or two others, consciously works to assure that the organization's leaders understand the possibilities of collaboration fully. Although the Planning Committee cannot manage this activity, the committee will want to know regularly that it is being carried forward. The committee should arrange its other activities to provide maximum support to individual organizations assessing their commitment to collaboration.

Activity 2: Creating a Statement of Purpose and Rules of Procedure

Agencies and individuals who are assessing their possible commitment to collaboration will want some statement of purpose from the collaboration, why it proposes to come into being, and how it will function. The objective of this activity is to produce such a document, in whatever form, that is reasonably brief, clear and—although providing stability and structure—open to change as collaborative trust and experience grow.

The draft document should state clearly the purpose of the collaboration and how it will operate. The document should allow individual agencies to reflect their interests, concerns, and further suggestions. Collaboration is a growing process. The draft should not seek the impossible and yet not foreclose a broader commitment later on. Model By-Laws and Rules of Procedure are included in Appendix F.

Activity 3: Establishing Criteria for Membership

Criteria for membership may be included in the document discussed above, but it is sufficiently important to deserve separate discussion.

A collaboration needs some focus. Early success on a limited agenda can provide a basis for tackling bigger challenges later on. The initial membership should focus on organizations for which the collaboration's proposed agenda is, or should be, a major concern. Organizations that do not have a stake in the central issue will not contribute fully.

At the same time, it is important to guard against recreating a comfortable in-group. This will not be a real collaboration and it may not even include some organizations with the greatest stake or widest experience in dealing with an identified issue. It is necessary and clearly rewarding to strive for a mixture of agencies that normally may not talk—much less work—together.

It is important that the criteria not be seen as exclusionary but rather as a means to identify the *focus* of the proposed collaborative effort and the *level of commitment* (for example, formal board action) required to claim membership. The criteria can also identifiy the standards of participation expected from agencies (for example, regular attendance, level of staff required as representatives, fiscal responsibility), although some collaborations have deemed it wiser to define such

Phase Two: Developing the Collaborative Framework

(Time Frame: 6 to 8 months)

TASK I: Define and Build the Collaboration	• Statement of Purpose • Rules of Procedure • Criteria for Membership	• Newsletter → • Agency Commitments → • Recruit/Expand Membership →	• Formalizing Individual Agency Action →			
TASK II: Develop a Collaborative Plan of Action		• Needs Assessment	• Identify Key Issues	• Collaboration Plan of Action Goals & Objectives	• Organizational Participation in Action Plan	• Revising Plan of Action →
TASK III: Develop and Share Necessary Skills		• Ongoing Workshops and Training Events →				
TASK IV: Develop Public-Private Linkages			• Identify Key Public Leaders • Introduction Letter • Add to Newsletter Mailings		• Individual Meetings →	• Public-Private Meeting

standards after a certain amount of experience and agency involvement has been reached.

Special care should be given to the criteria and mechanisms for assuring youth participation. Youth, brought into a group of adults without a constituency to represent, can easily be placed in a position of tokenism.

Information on effective youth participation is included in Appendix B.

Activity 4: Creating a Newsletter

This activity will provide a regular means of communication within a wide circle of community leaders. This communication is essential to the open, developmental process of Phase Two.

All the individuals who attended the Community Workshop at the end of Phase One need to stay in touch with what the Planning Committee is doing. In addition, a growing number of people within each potential member organization will begin to develop similar interests, especially as individual agencies consider their commitment to the collaboration. Finally, in every community there are individuals who, although not personally involved, nevertheless need to be kept informed about what is happening because their opinion carries weight with other individuals on whom the collaboration will depend.

Good newsletters take time and talent. The challenge is to focus on the audience and what it needs and wants to know and then to issue relevant material that is readable, timely, and original. A newsletter (or any other form of regular, written communication) will also cost a few dollars—for postage, if nothing else.

The collaborative planning process cannot rely on personal communication or expect that people who attend meetings will be able to report their activities to others. It cannot assume that minutes, however widely circulated, will assure broad communication essential to the open successful development of Phase Two. The Planning Committee should give special attention to a widely distributed and regular communication, in whatever appropriate and manageable form. Sample community newsletters are included in Appendix G.

Activity 5: Recruiting and Expanding Membership

As the collaboration begins to take shape, and especially as the planning activities of Task II proceed, additional organizations may be identified or come forward on their own initiative whose eventual participation will be important for the collaboration's community-wide effort. The leaders of these organizations need to be identified, and a plan for approaching them needs to be initiated. The techniques outlined for Activity 1 above will prove useful here as well.

It is particularly important to be sensitive to two realities. First, because such groups were not involved earlier in the process, they have missed out on the opportunity to deal with questions of focus and commitment in a more gradual, developmental manner. Second, as latecomers, they may be seen or sense themselves to be somehow less important participants. These organizations and their leadership will need careful nurture, both to reinforce their significance and to help them become full participants in a process already under way. It is especiaay important that they be given an opportunity to understand the developmental stages and decisions that the planning process may have already completed and be provided with an orientation to the style of work and expectations of the collaboration.

Activity 6: Formalizing Individual Agency Action

Task I, with all its activities and supported by the activities of other tasks, is designed to move toward another crucial "go/no go" decision. This time, the decision is made *within* each potential member organization, signaling whether they accept the collaborative commitment that has been asked of them.

In order to obtain such commitments, it may be necessary to conduct an orientation session with the Board of Directors of each organization on the purpose, benefits and goals of collaboration. An outline for a model Board presentation is included in Appendix H.

While formal action of individual agencies to join the collaboration will be undertaken by different agencies at different times, it is important that the Planning Committee determine the parameters for this activity to guard against both premature action and action delayed too long. A moment should occur when the collaboration can recognize and celebrate its birth, perhaps even a community event with appropriate public recognition. The Planning Committee will have supported this activity within each organization by all it has done throughout Task I. The Planning Committee may wish to formulate a draft resolution that individual agencies can use as the basis for their individual resolutions.

Simultaneously with the activities of Task I, the Planning Committee will be proceeding with the activities of Task II.

Task II: Develop A Collaborative Plan of Action

Task I is identifying the general purposes and nature of a collaboration for the community. Task II will define what specific programs or service plans, goals, and objectives the collaboration could achieve. These two tasks must obviously have coherence and consistency, but it is wise to form a commitment to collaboration before agencies are asked to become involved in particular programs. Moreover, it is important that the planning process—with maximum participation from organizations—not be rushed. There are five activities necessary to accomplish Task II.

Activity 1: Conducting a Community Needs Assessment

Collaborative program development is based on a holistic approach to community issues. Thus programs should be rooted in a sound understanding of the community's needs, its resources, and how to bring one to bear on the other. In large measure, that understanding will depend on the collaboration's assessment of:

- a demographic assessment of the target population (e.g. status offenders)
- identification of the services and program needs of the target population
- identification of the collaborating agencies' services and programs available to serve the target population
- identification of gaps in services, need for special programs, areas of specific need, etc.
- assessment of the needs of the collaborating agencies to increase their capacities to serve the target population, i.e. types of staff and volunteer training that would be necessary to facilitate services to status offenders

A thorough, independent Needs Assessment, even if it is focused on a specific population or a single issue, can be expensive and time-consuming. A collaborative effort still in the process of forming is not likely to command the resources, expertise, or community-wide support necessary to carry out a major assessment. A wise and practical alternative is to build on the large body of data already available in most communities. Information on Assessing Community Needs is included in Appendix I.

It is important to keep in mind the vital difference between "need" and "demand." For example, in the case of unemployment among black inner-city youth, the *need* for jobs (the number of youth unemployed but employable) may be 60 or 70 percent, but the *demand* for jobs (the number of youth actively seeking employment) may be only 40 percent because many may have simply given up hope of employment. Such differences have critical implications for an agency or collaboration that is determining priorities in either direct service or advocacy planning. Factors such as accessibility, information and referral, clients' feelings and perceptions, and even cultural and generational differences will have great importance in turning raw data from a needs assessment into fully usable planning information. Within the collaborative process, it is also important to encourage organizations to conduct self-evaluations. The objective is to help organizations identify their own needs, examine how collaborative action might help in these areas, and thus identify a tangible benefit from the collaborative plan of action to which they will be asked to make a commitment. A process for Agency Self Evaluation is included in Appendix J.

Activity 2: Identifying Priorities for Key Areas of Collaborative Action

The results of the Needs Assessment will have to be shared, perhaps in stages, with the potential member organizations. (The "newsletter" may provide the mechanism for such sharing.) This sharing should be done in a manner that invites responses, both in terms of the findings and in terms of suggested priorities for collaborative attention. An open-ended questionnaire or multiple checklist could be used to encourage such response and to assure a format useful for the next stage of planning. The Planning Committee will need to use this important data to help define priority issues for collaborative attention.

"Priority" has several meanings that need to be kept in mind. The term may indicate what is *most important*, what must come *first in sequence* because of its influence on later events, or what is presently *possible and appropriate*. A collaboration may identify a priority that is important but which is not within its province or power to achieve. All three meanings of "priority" are legitimate in designing a collaborative plan of action, but communication will be enhanced if the meaning intended in each case is made clear.

An emerging consensus on priorities should be shared with interested organizations in a manner that invites response and encourages participation in the process.

Activity 3: Defining Goals and Objectives for the Collaborative Plan of Action

Based on the feedback described above, the Planning Committee will be in position to define the goals and objectives that will become the framework for the plan of action. It is important to be clear about the meaning and usage of the terms "goals" and "objectives." In this instance, "goal" is a desired end; "objective" is a specific, tangible, measurable activity that is instrumental in achieving a goal. Information on setting measurable objectives is included in Appendix K.

As the Planning Committee begins to define goals and objectives, it may become involved in a detailed discussion of strategies and tactics. It is important to avoid confusion between "what" and "how." For the sake of clarity, the planning process must agree first on *what* is to be done, leaving the *how* to a later stage.

Consistent with an open, developmental planning process, the Planning Committee will want to share its formulation of goals and objectives with the wider audience to whom it remains accountable and to incorporate additional responses into the final formulation.

Activity 4: Developing an Action Plan with Strategies for Implementation

By the time this stage is reached, Task I (commitment to collaboration) should have allowed the boards of individual organizations to formalize their commitment to collaboration as a style of work. It is now important to formulate and seek endorsement of a specific Plan of Action.

Participants should understand two essential characteristics of a collaborative Plan of Action:

- it *is not* intended to replace, duplicate, or compete with the activities of member organizations, either by taking on roles that are theirs or by attempting to provide services or programs that compete with theirs;
- it *is* intended to insure that member organizations, acting individually or in small collaborative groupings, take responsibility for designated portions of the Action Plan and be accountable to the collaboration for their accomplishment.

The strategies and tactics of a Plan of Action will identify *who* is going to do *what, when,* and how the community will *know* it has happened. The plan should specify measurable objectives and attainable goals. It should also describe accountability measures to assure their achievement. These are critical and sensitive issues that will test the trust and confidence built thus far in the collaborative process. Avoidance of these issues will only beg difficulties later on. Information on developing a collaborative plan of action and sample activities are included in Appendix L.

Activity 5: Organizations' Participation in the Action Plan

This will be the most critical "go/no go" decision. Ideally, when the collaborative Plan of Action is fully articulated, individual member organizations will recognize its goals and objectives as being consistent with their own goals and objectives. Organizations will sense how they can best "buy into" the collaborative plan so that the collaboration will become an extension of their own pursuits.

More than likely there will be tasks identified within the collaborative plan that individual agencies or small groupings of agencies can take on as their own (for example, a particular service program or the provision of specific skills development). Ideally, the Action Plan and the planning process that produced it should encourage the maximum involvement of agencies in the plan's implementation.

This activity must be sensitive to the internal decision-

making and especially program-planning processes of individual organizations. At the same time, some parameters must be established so that the collaborative Plan of Action can be endorsed and put in operation at a specific time. The adoption of the Plan of Action is a major milestone in the life of the collaboration and, hopefully, the community. It should be the occasion for an appropriate public celebration with media coverage. In any such event, the Planning Committee will want to emphasize the *collaborative* nature of the Action Plan and the involvement of *individual agencies* in its development and implementation. The program for the event might include key agency personnel presenting major features of the plan and a symbolic ceremony visualizing its endorsement and adoption.

The collaboration is now in place and the plan is ready for implementation. Assuming completion of Tasks III and IV, the collaboration is ready to enter Phase Three: making collaboration an ongoing fact in the community. However, the planning process demands one more activity, albeit one that is more likely to take place in Phase Three.

Activity 6: Revising the Plan of Action

No plan can fully anticipate knowledge; this is learned only through experience. Even a plan without surprises must provide for a careful review and reassessment to assure that future activities will reflect what has been learned along the way.

The plan should include feedback mechanisms to enable the collaboration to take stock regularly and periodically of what is being accomplished and to make revisions in the plan as data suggest. Furthermore, as the Plan of Action was probably designed for a specific period of time (for example, "the first year"), it will be essential to have feedback for the second-round planning process. Finally, as agents for specific parts of the plan, individual agencies have responsibilities for which they are accountable to the collaboration as a whole. The collaboration will need to monitor their performance and identify where additional assistance, resources, or revised expectations may be necessary.

As with all activities in the development of the plan, the process of review and revision should be done in an open, inviting manner that will make maximum use of the insights and suggestions offered by the wide circle of persons who have, by now, become fully involved in the collaborative effort. Information on effective program evaluation is included in Appendix M.

Task III: Develop and Share Necessary Skills

Most communities possess more resources and skills than they realize. Often, sufficient importance is not assigned to skills used in the everyday work of local organizations. In addition, some people may tend to discount talent from a community source. One of the tangible benefits of collaboration is the mutual enrichment that comes from making the skills of one organization in the community more accessible to other organizations. Furthermore, by pooling even partially developed resources from several organizations, new ways of responding to old challenges can be discovered.

The early assessment of community resources undertaken during Phase One (the first meeting of agency representatives, the early work of the Planning Committee, the Community Workshop) began to identify both where skills *are* and where skills are *needed* in relation to collaborative development and capacity building by the agencies. This will have provided the Planning Committee with a beginning inventory of what skills are readily at hand and what areas need outside assistance. While the process of identifying needed skills and provision of training should be an ongoing activity of the collaboration, certain skills will be needed to effectively accomplish the activities of Phase Two.

Training will probably need to occur in several areas, as suggested:

Action Planning
- needs assessment
- gathering, interpreting and utilizing data
- developing an action plan
- developing measurable goals and objectives
- program development for the target population

Collaboration Concepts
- exercises in collaboration building
- group interactional skills training
- integrated decision making
- developing collaborative programs
- being an effective collaboration member

Capacity Building
- consciousness-raising issues training
- model programs for status offenders
- helping volunteers and staff work with status offenders
- corporate planning

Advocacy and Public Education
- developing an effective newsletter
- setting up a speaker's bureau
- what is advocacy and how do you do it
- effective use of the media

Youth Participation
- orientation training for youth members
- helping adults to participate with youth

Miscellaneous
- conducting an agency self-assessment
- grantsmanship
- proposal writing
- program evaluation

Task IV: Develop Public-Private Linkages

One of the major accomplishments of collaboration begins to be realized when private, voluntary organizations enter working relationships with public sector agencies over such vital matters as public policy, program and community planning, treatment and services for specific population groups, and funding allocations.

In many communities, individual voluntary organizations may already have a network of such linkages, usually related to the services they have been providing. One outcome of collaboration is that private, voluntary organizations, acting together, can help shape the nature of public-private dialogue with larger benefit to themselves and the whole community.

In this developmental approach, one sign that the collaboration has matured is the last activity in Phase Two, a public-private event that firmly establishes essential linkages and provides for ongoing relationships between the two sectors. This significant event (Activity 6) must follow a careful process of preparation and development.

Premature approaches to the public sector can prove counterproductive. Before the collaboration is sufficiently developed, there really is no clear message to share with the leaders of public agencies. The necessary uncertainties of collaborative development can be misread by others as confusion or ineffectiveness, hardly a base for building confidence and credibility.

The activities related to Task IV therefore occur somewhat later in Phase Two to allow linkages to develop with confidence as other collaborative activities progress.

Activity 1: Identification of Key Public Leaders

The collaborative effort began with a particular issue or a pressing community need. This in turn will suggest key public figures (elected officials as well as agency executives) who are important to that issue or need. The Planning Committee will use its knowledge of the community to identify how these individuals are currently involved with the private, voluntary sector (for example, if they have funding responsibilities or serve on boards and committees). This knowledge will be useful in determining the best approach the collaboration should take in addressing these individuals.

Activity 2: Letter of Introduction

As the collaboration begins to take shape, it will be timely to present key public officials with a general overview and introduction. This is best accomplished through a letter of introduction that will reach everyone at the same time. No one will appear to have been notified first. The results of the Needs Assessment could be a convenient occasion for such a communication. The introductory letter should also invite response from public leaders regarding their perceptions of the identified needs and the voluntary sector's role in meeting such needs.

Activity 3: Newsletter

The introductory letter should also state the collaboration's desire to keep public figures informed of further developments. The names of these individuals should be added to the newsletter's mailing list. The Planning Committee should wait until *after* the introductory letter before adding these people to the regular communication list, however, to assure that they have a context for the communications that will follow.

Activity 4: Individual Meetings with Key Public Officials—Part I

When the basic design of the collaboration (including goals and objectives) has begun to take shape and is reasonably assured of acceptance, a round of direct conversations with key public officials should be initiated. Carefully chosen collaboration representatives (see Activity 1, above) who are clear about the approach to be taken should visit each key official individually. The objective is to introduce the collaboration and discuss what it can mean to the community and how this official sees his or her agency in relation to such an effort. The conversation should communicate the *rationale* and *motivation* for the collaboration and the *potential benefits* to the community and to the public sector. Finally, the official should be invited to participate in the collaboration's further development.

Activity 5: Individual Meetings with Key Public Officials—Part II

A second round of meetings with key public officials should begin when the collaboration's Plan of Action has begun to take shape. These conversations can deal specifically with the plan itself. The public official can indicate his or her personal or agency's interest in the programs proposed. These meetings will reinforce continuing linkages between the collaboration and the public sector and, hopefully, will produce a commitment to the public-private gathering to be held soon. The Planning Committee should take care to schedule these rounds of appointments within a reasonably tight time-frame so no one feels neglected. The committee should deploy the best "negotiators" to make these visits. A follow-up letter within a day or two of the meeting will help to solidify this relationship and record the official's interest.

Activity 6: Public-Private Gathering

At this time, the collaboration will have identified key public leaders who are important to the realization of the collaboration's goals and objectives, and they will have given some indication of their interest and potential support. Having held *individual* conversations to establish trust and ease of communication, the leadership of the collaboration should now convene these public representatives for more *direct and extended* group discussion on roles, perceptions, plans, and directions. The objective is to establish commitment to and mechanisms for a continuing relationship between the public sector and the collaboration. This will provide the basis for the future of collaborative action, which is Phase Three.

The objectives of this day-long event are:

- to develop a team approach between public and private agency leaders around common concerns,
- to explore the ways in which collaboration and the Plan of Action will serve the community's priorities, and
- to establish a mechanism for linkage between the two sectors.

To achieve these objectives, the event should include:

- exercises in team building,
- discussion about the roles and relationships of the two sectors,
- examination of how the collaboration will enhance the effectiveness of the private sector in response to issues, and
- examination of the Plan of Action as an *initial articulation* of what the private sector can do, the public sector's response to the plan, and ways to strengthen the plan through participation of the public sector.

The mechanisms facilitating the dialogue between the private and public sectors should be designed realistically. The public agencies might invite the collaboration to participate formally or informally in various public planning processes. The collaboration might convene additional day-long gatherings at significant moments in its own planning process. Representatives from each sector might be given "observer" status in the other's decision-making process. If the collaboration's Plan of Action includes some publicly funded activities, mechanisms for reporting and accountability, as well as regular working relationships, will be established. At a minimum, everyone should receive the collaboration's newsletter.

With the completion of this activity, the collaboration will have arrived at "maturity." The Planning Committee will have carried out its responsibilities and should be prepared to be discharged with a resounding vote of appreciation. The collaboration will have identified a more permanent structure to support whatever future it has designed for itself.

Phase Three: Inventing the Future

The essence of developmental psychology is that each stage is but a plateau of jumping-off place for the next stage of development. The collaboration is now established, has set out its first Plan of Action, and has developed essential community-wide linkages. But this is really only the beginning.

The tasks of Phase Two suggest things that will need continuing attention if the collaboration is to continue to grow:

- Continuing communication with the leadership of member agencies is essential to assure that the collaboration keeps the commitment of its members.
- As the collaboration develops, its structures (rules of procedure, decision-making processes, and so forth) may need to reflect greater levels of commitment and standards of participation.
- A truly comprehensve needs assessment and a more sophisticated planning process may be necessary to shape second- and third-round Action Plans. This will become possible as additional skills and resources are mobilized from both the public and private sectors in response to the collaboration's growing credibility in the community.
- New resources will present themselves and new issues will be identified for collaborative action and holistic planning.
- Ongoing skills development and training will need to continue.

"Organizational dry rot," as John Gardner once put it, occurs when a system becomes closed, smug, comfortable, and cautious. If the collaboration continues to see itself as an ongoing process, always exploring new ideas and evaluating its successes and failures, and if it remains aware that collaboration is not an end in itself but only a means for more effective action, then the collaboration will be in a position to continue to invent a future for itself and for the best interests of its community.

Appendix

Appendix A

Model Collaboration Structures

Statewide
Regional
Local

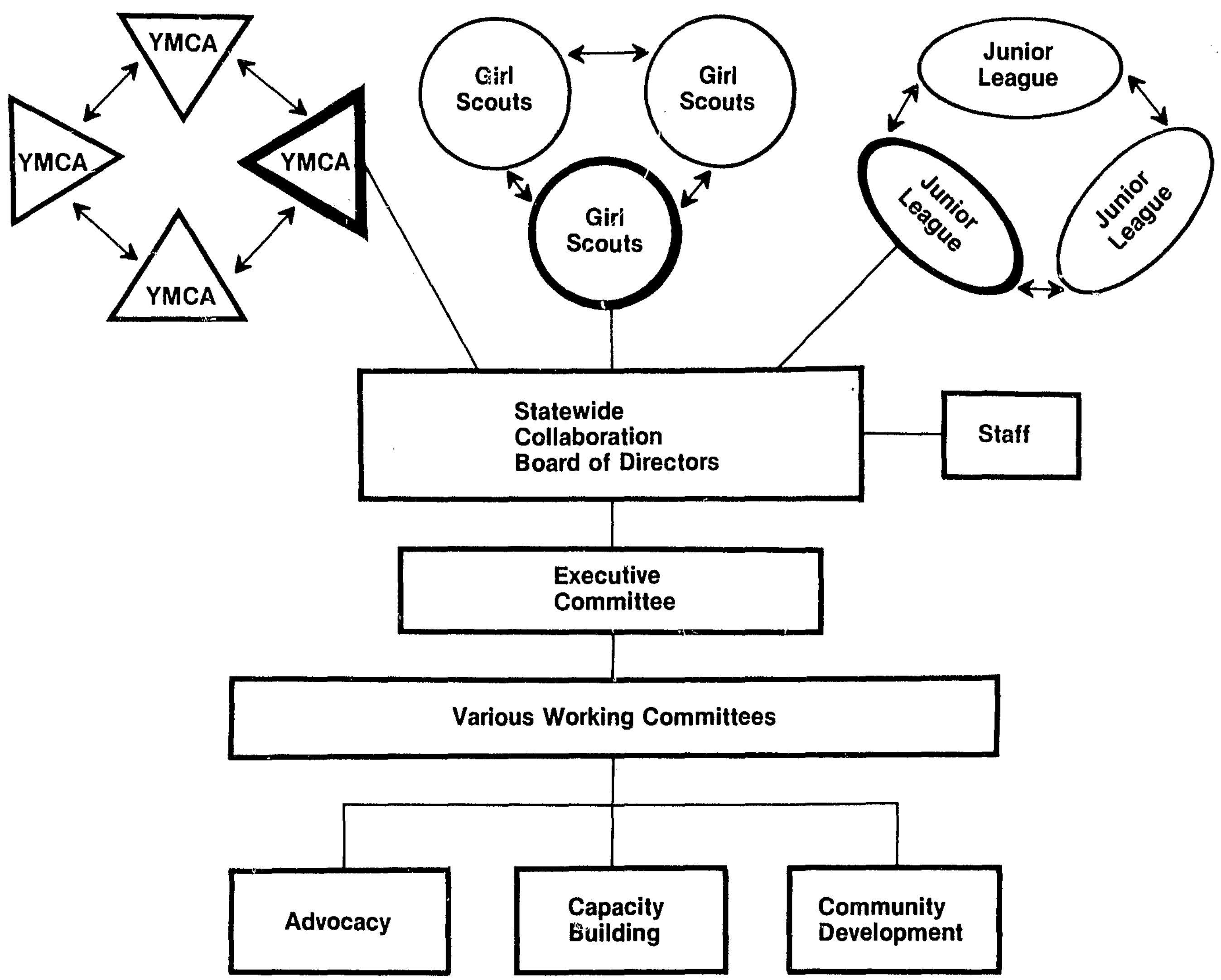
Model Collaboration Structures

Collaborations may be formed on a *State, Regional,* or *Local* basis, depending on need, purpose and focus.

Statewide Collaborations have been effective in providing a structure for private organizations to impact on state level decision making (i.e. the state legislature, state plans, etc.) *Regional Collaborations* can be effective structures for grouping communities which share common concerns or problems (i.e. several townships within a county; planning districts comprised of several or overlapping communities; metropolitan areas encompassing a city and suburbs; several rural communities, etc.). *Local Collaborations* have been effective in addressing specifically localized needs. Model structures for each follow.

Statewide Model: Most national voluntary organization affiliates do not have a statewide organizational structure. A special network is necessary to facilitate involvement in statewide collaborative activities. Since it is not practical for policy setting and overall direction to be accomplished by several hundred agency representatives, a representational model has been found to be an effective approach. In this model, a Board of Directors is comprised of one representative per national voluntary affiliate organization who serves on behalf of colleague agencies for a specified term. For example, in a state where twelve YMCA's are located, one staff or board member from one of the Y's, by mutual agreement, will be selected to represent all the Y's on the statewide board. The Board representative is responsible for maintaining a linkage to all of the other Y's, providing information to them, and acting as a conduit for information flow from local levels to the statewide board. All of the Y's are members of the collaboration, participate in conferences, receive the monthly newsletter, serve on committees of the collaboration and participate in activites.

Model Structure: Statewide



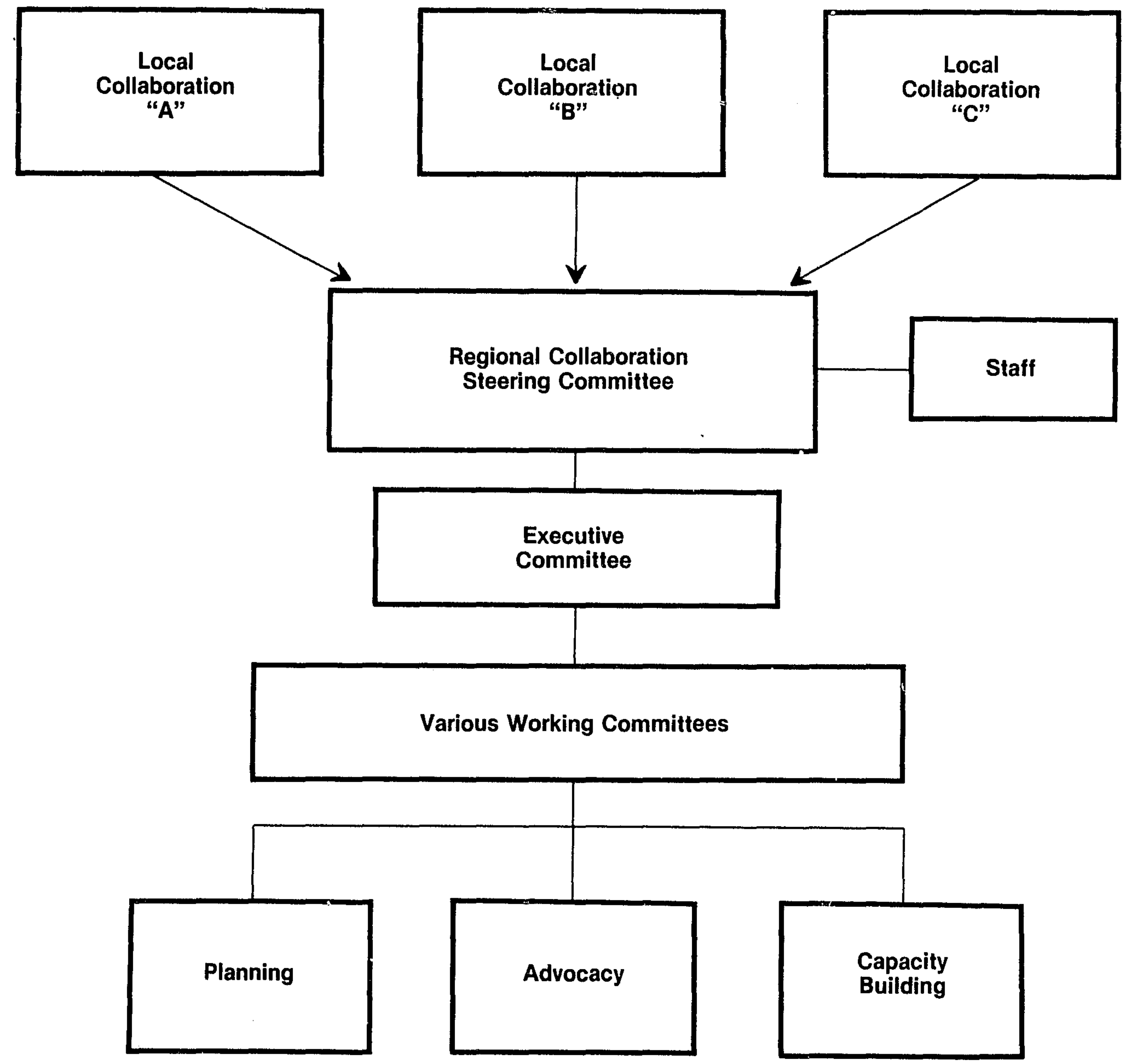
Regional Model: In establishing a regional collaboration, particular attention will need to be paid to creating a structure which can insure adequate representation from the various areas comprising the region. Where the regional collaboration covers a large geographic area, it may be desirable for the local components to maintain localized mini-collaborations or structures which focus on highly indigenous issues, feeding broader issues into the regional structure. For example, several towns may cluster together to form a regional collaboration for the purpose of:

- regional planning
- establishing a center to serve the region
- training workshops and conferences
- sharing information

Each component, however, will continue to work on an individual township basis on developing specific programs of local need; e.g. working with a local school district on an in-school suspension program.

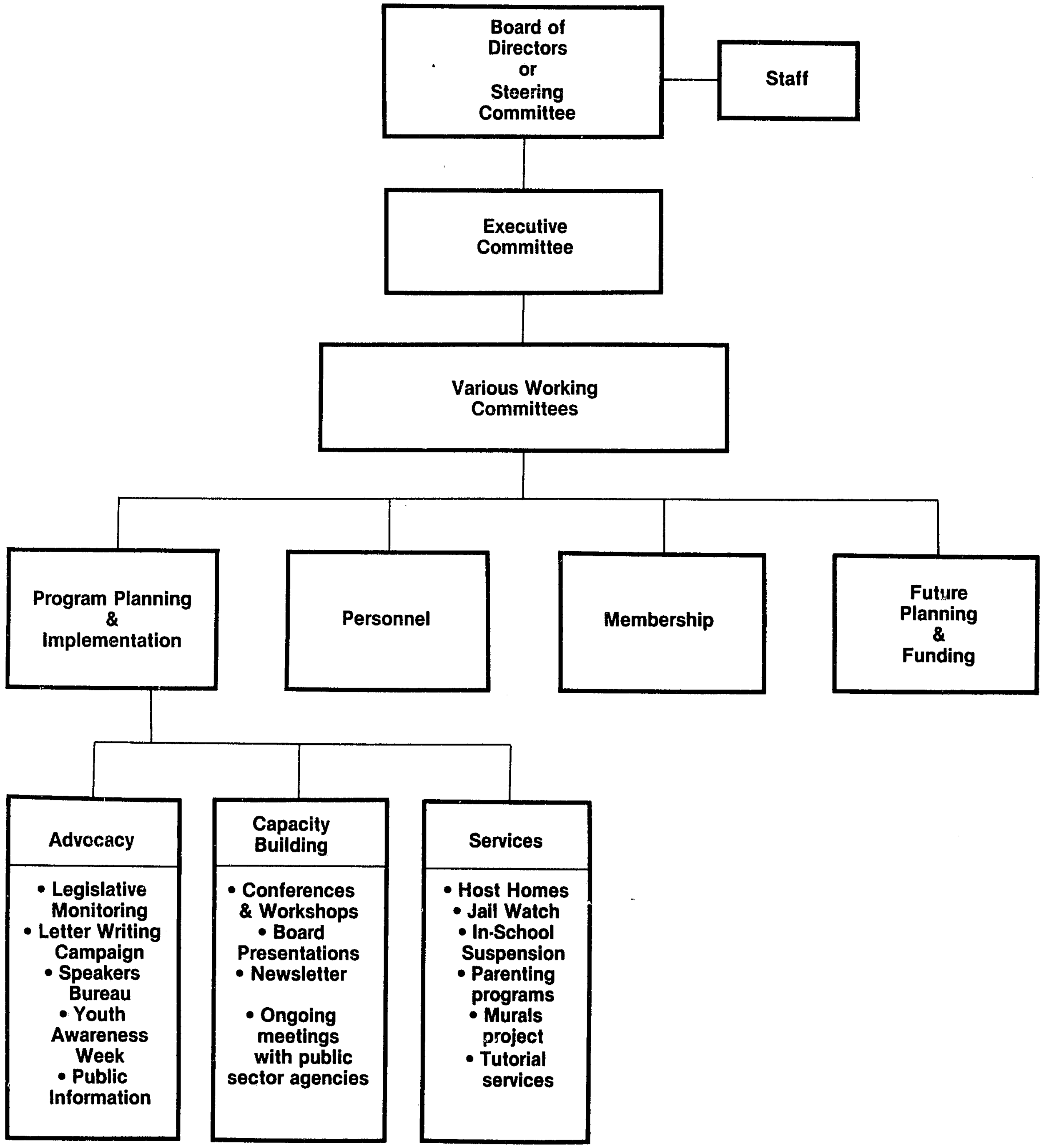
In this model, a regional leadership committee is established comprised of "x" representatives from each subregion. They in turn elect members to serve as officers and, depending upon size, either create an Executive Committee for efficiency or meet as a total body.

Model Structure: Regional



Local Model: Local collaboration structures will vary according to local purpose, need and scope. Generally, a Board of Directors, or Steering Committee, is established comprised of agency representatives (Board, staff) and may also include youth. Committees are determined by scope of activity and function. Generally, both on-going and ad hoc committees are established. A suggested model follows:

Model Structure: Local



Appendix B

Youth Participation

Rationale
What Goes into a Good Youth Participation Project
Identification and Recruitment
Collaboration Board Orientation
Confidentiality
Collaboration Board Structure

Youth Participation

Rationale for Youth Participation Programs[1]

Over the last half century, there has been a major change in the primary influences on adolescents—the home, the workplace, the school.

The workplace in particular has changed radically. The time before an adolescent is allowed to make a significant contribution to society has been lengthened. Job apprenticeships have been replaced by longer periods of schooling. Requirements for jobs have increased and there is no gradual entrance to the workplace as in earlier times.

Schools have attempted to fill the void left by changes in the marketplace and the home, but many educators now realize that school is not the appropriate place for adolescents to learn many of the non-intellectual skills; for example, decision making, interpersonal communication skills, and occupational skills. Most non-intellectual skills, which everyone recognizes as essential aspects of socialization, are best learned in direct action and experience. Adolescents need to come face-to-face with reality and have an opportunity to make a difference. They need to experience a world which extends beyond their peers. Today's young people are probably more advanced, intellectually and physically, than youth have ever been; yet, ironically, they are given less chance to influence anything significant.

Youth participation is seen as part of a general solution to what amounts to an inequitable treatment of youth. It is not a frill for the special few or a cure for those in serious difficulty. Youth participation is a necessity for many, if not all, adolescents. In addition, adolescence is a critical period in which commitment to the solution of society's problems develops—a commitment growing out of knowledge of one's community. If this commitment is not fostered in adolescence, the probability of it occurring in adults is reduced.

What Goes into a Good Youth Participation Project

"The key ingredient in youth participation—and the one which is absent in many work experience programs—is *decision-making by adolescents.* Maturity consists largely of making decisions, first about matters affecting one's own life and then matters affecting others. As adults, we accept the consequences of our choices and live within their confines. If young people are to move from dependent childhood to responsible adulthood, they need to practice making decisions within semi-protected settings in the company of adults who can offer guidance, support and technical advice.

"Another essential component of youth participation involves *working relationships with adults.* Young people need to interact with a variety of responsive adults who can serve as models and informal counselors. The qualities of these adults are important. They must, for example, be able to admit the value of their own experience as adults and at the same time respect the right of adolescents to act independently. This is a delicate balance, achieved only through sensitivity and openness. These adults must also have confidence, both in themselves and in young people. They need an enduring faith in the capability of the young and an ever-present sensitivity to their needs, as well as an honest acceptance of the interdependence between the young and the old.

"Finally, youth participation should provide a situation in which the involvement of the youth serves *genuine need in the community.* In many situations, the worker needs only a minimal interest in his or her job in order to perform competently. In contrast, young people should be drawn into situations in which their caring makes things happen for the good of the community. Their decisions and their work should make a difference in the lives of the people around them. This component satisfies the deepest unmet need of contemporary adolescents: the need to be needed. As the nuclear family disintegrates and paid employment for youth becomes less likely, young people feel increasingly superfluous. The sense of uselessness and futility that arises from these circumstances can be offset by youth participation programs in which young people do something that is respected and valued by their communities. Youth participation reinforces the sense of belonging and of having obligations to the larger society. This is good not only for the individual whose self-image improves when he or she is valued for a personal contribution, but also for the social fabric that is woven out of concern and good faith among its members."[2]

Identification and Recruitment of Youth for Participation on a Collaboration Board

For many adults, including those who work or volunteer in youth-serving organizations, identifying and recruiting youth to participate in a collaboration can be a difficult problem. Although many organizations work with large numbers of youth on a daily basis, they are often not accustomed to working with youth in the roles that are called for on a collaboration board. The overall experience with youth participation suggests that this is a new area for most agencies, one about which there is a lot to learn.

One first step in recruiting youth would be to identify potential youth participants in the natural settings in which youth gather. This includes schools and the various organized groups and activities that are operated by community agencies, including churches. Meeting with such groups and talking with youth, teachers, group workers, counselors, and adult volunteer leaders can identify the individual youth who may be interested in participating in a collaboration.

Another method is to make a presentation to a group of youth. Such a presentation should clearly describe the nature of the developing collaboration and how their participation will affect them. The agenda for the presentation should include the following items:

1. A description of the community issue on which the collaboration will focus. This description should not preclude the contribution of youth to further defining the issue.

2. An explanation of and rationale for a collaboration structure to respond to the issue.

3. A description of the proposed makeup of the collaboration, including a description of the role of youth participants. Again, this should not preclude youth from defining the contributions they can make. Both males and females should participate. Sex-role stereotypes should be avoided, as well as roles that are clearly beyond the ability of youth participants. At the same time, it should be recognized that, although responsive to challenge, youth quite often lack confidence in their ability to meet these challenges adequately.

4. A description of the next steps in the collaboration development process. Youth participation should be sought sufficiently early in the process to allow youth the opportunity to have a real voice in developing the collaboration. The collaboration should not be perceived by the youth as an adult structure that is being opened to "a few kids."

5. A description of the potential benefits of youth participation to the community and to youth themselves, based on the assumption that they want to become involved in something that is significant. The idealism of youth should be recognized without being exploitative. The potential benefits for future career exploration should also be mentioned.

6. A description of how interested youth can get involved with the opportunity for them to observe the collaboration before they become involved.

In addition to working with organized groups, recruitment of youth participants should also take place in unorganized settings. Youth and outreach workers should be utilized to involve other youth with whom they work or have contact. For informal talks about the collaboration, youth workers may want to adapt the above presentation. It is important that this form of recruitment not be overlooked by the people involved in the collaboration development process. Many youth today are "turned off" to organized programs and traditional agencies. Youth participation would be seriously biased if it were limited to only those youth who are already involved in community agencies.

In recruiting youth, care should be taken to include "youth at risk." This would include youth who have had contact with the police or the juvenile justice system, either for delinquent offenses or status offenses; youth referred from schools and social service agencies; youth from areas with high crime and unemployment rates; and youth from families that are experiencing problems. Since many of these youth are or have been clients of the systems to which the collaboration will address itself, it will be important to have their active involvement.

Recruitment of youth participants should also be conducted in such a manner to maximize the extent to which the youth who become involved reflect the racial, ethnic, and economic profile of the community.

Youth who decide to participate in the collaboration should not be burdened with the responsibility to represent all youth in the community, just as adults in the collaboration are not expected to speak for all adults in the community. Finally, adult members should be sensitive to treat youth members as the individuals they are.

Collaboration Board Orientation

An orientation program is designed to provide information needed by all *new* board members to participate on a board. Although different members may perform different tasks, some information is pertinent to all. This is true for youth participants.

Like any other training, orientation will be determined by the specific organization. In general terms, it may include a discussion of:

1. The purpose, function, and responsibility of a board of a collaboration.
2. The role and responsibility of individual board members.
3. The goals, objectives and purpose of the collaboration.
4. Definition of basic terms and jargon.
5. The collaboration structure and operating procedures of boards, committees, and task forces.
6. The connection and relationship with other agencies, groups, organizations, particularly in relation to funding sources.
7. The overall juvenile justice system and how the collaboration relates to it.
8. The role of volunteers.
9. Reporting requirements and why they are important.

Packets of written materials are increasingly used in orientation programs. They can be used as an outline for the orientation program and also as a continuing reference for board members throughout their involvement. In addition to including some of the information already listed, the orientation packet might include:

- an organizational chart
- a flow chart describing the action plan
- a list of board members
- a list of key terms and definitions
- a copy of a current newsletter
- by-laws or rules of procedure for the collaboration

Each board member should be given a copy of the orientation packet to keep. Using looseleaf binders allows easy updating and the easy addition of new material and notes to the orientation packet.

Successfully orienting youth to their role on a board is vital if the youth are to become active participants. Although special orientation for youth may be desirable, especially if they have not had prior board experience or worked with adults as peers, the orientation should not make the youth feel singled out. At the same time, adult board members may feel somewhat uncomfortable about relating to youth as peers and may need to be sensitized to youth participation.

A three-part orientation program is recommended as the best way to deal with these issues. The program should be flexible. It may be conducted in a one-day session, or over a period of weeks in two or three separate meetings. Part One of the program consists of a general presentation for all new board members, coordinated by the board chair and covering the topics mentioned above. Part Two of the orientation program should include current as well as new board members, with youth and adults broken into separate groups, with each focusing discussion on:

1. The importance of youth participation on a board.
2. Youth as equal members of a board.
3. The possible problems that may be encountered when youth and adults work together.

The group session for youth may also include special technical assistance and support if needed.

In Part Three of the orientation, all board members should be included. In this session, adults and youth discuss together the issues they discussed separately in Part Two. When possible, an outside facilitator should coordinate parts two and three of the orientation program using group exercises designed to encourage integration of new members into the board. The facilitator should have specific training in group process and have knowledge of group dynamics. He/she should also be knowledgeable of the role and function of a board.

Confidentiality[3]

One of the concerns to be addressed during the orientation is *confidentiality.* Youth will often have access to confidential records and other forms of disclosure. Although youth have honored confidentiality even more rigorously than their adult counterparts, the usual precautions should be taken:

- Explain the nature of confidential information and the necessity to keep it confidential.
- Point out some ways one can betray confidentiality.
- Describe the consequences of breaking confidentiality without meaning to do so; for example, acting on information obtained confidentially.
- Periodically remind participants that there is no reason to believe they have broken confidentiality.

Collaboration Board Structure

In developing a permanent structure for the collaboration, the Planning Committee needs to take particular care to avoid barriers to youth participation. The collaboration structure should be designed, as much as possible, to enhance youth participation. In its work, the Planning Committee should consider the following:

1. The size of the collaboration should allow for a meaningful number of youth members. This meaningful number should be such to prevent youth members from feeling isolated and overwhelmed by the adult members. One option is to have a set percentage of youth members. All small groups, such as task forces and subcommittees, should have a minimum number of youth members.

2. Roles of youth and adult members should be clearly defined. This does not mean that an "adult role" and "youth role" are needed. All members, either as individuals or as agency representatives, should know why they are there and what is expected of them.

3. The possible need for a youth subcommittee, in which youth are a majority. Such a subcommittee may be necessary if there is little previous experience with youth participation. A youth subcommittee could enable youth to speak out in a setting in which they are more comfortable. Such a formal mechanism could also lessen any adult anxiety about working with youth for the first time. If such a subcommittee is formed, however, it is important that it not be viewed or treated as a minor appendage to the collaboration. A youth subcommittee should have as much legitimacy and status as any other standing committees of the collaboration. As such, the youth subcommittee should have a clearly defined purpose and function.

4. Youth participation in the leadership of the collaboration. Depending on their age, skills, and experience, youth should be given the opportunity to assume leadership roles in the collaboration. Leadership roles for youth, for example, should be challenging without exceeding the potential of youth, thus putting them in a situation that is doomed to failure.

5. Meeting times should not pose an artificial barrier to youth participation. Youth who are in school may not always be able to be released to attend meetings held during "regular business hours." Late afternoon, early evening, and occasional weekend meetings should be considered. In addition, the agenda should be carefully prepared to prevent meetings from going longer than necessary. Of course, this would benefit everyone, not just youth members. The location of the meetings should also take into consideration the needs of the youth members. The youth may not have the transportation means available to the adults. Meeting locations should be as convenient to everyone as possible. This concern is especially important in communities with limited public transportation.

Appendix C

Group Exercises

The Nickel Game
Labeling: A Getting-Acquainted Activity
Listening and Inferring: A Getting-Acquainted Activity

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The Nickel Game[4]

Introduction

Existing governmental foundations and federated funding sources are conducted in such a way as to discourage cooperative efforts of non-profit community service agencies. The current system forces many of these agencies into a competitive relationship. Opportunities should be explored which encourage closer cooperative relationships to assist agencies to influence policies and resources vital to them and to their client populations. To do so, non-profits need to recognize the potential influence they can achieve through cooperative efforts. The nickel game is an exercise designed specifically to bring home this concept. The dynamics employed include:

- barriers to collaboration
- trust and lack of trust behavior
- payoffs resulting from trust behavior.

The following is a description of how the exercise is conducted.

Materials Needed

1 score sheet for each participant and facilitator
1 copy of each of the four matrices
2 dollars worth of nickels for each participant and about five dollars reserve for each bank. (For every eight players there will be one bank.)

Participant Group Size

The preferable number of participants is sixteen (16). This would allow for two groups to be operating simultaneously and for different group experiences to result. It leads to more options to be discussed at the end of the exercise by all participants. Groups consist of eight participants each. Within each group there are two teams, team 1 and team 2.

Structure

Groups should be located away from each other. Teams within a group can be in the same room but outside of hearing distance when speaking at a normal level.

Process

- Each team is told that the purpose of the game is to win as much money as possible. They keep what they win.
- Each participant is given two dollars ($2.00) in nickels.
- Each team must select a record keeper, a leader and a negotiator.
- Each participant is given a score sheet, which is explained by the trainer. It lists twenty (20) trials; a space to record their matrix choice; and how much is won or lost in each trial.

The value column tells how many times the value of the matrix will be paid. There are also three negotiation opportunities. Participants should know that at these points in the exercise they have the opportunity to send their negotiator out of the room for three minutes to negotiate anything they would like with the other team's negotiator. They should also understand that promises during negotiations are not binding because;

- The negotiators must return to their teams and convince them of the value of decisions agreed to during negotiations and sometimes the other members do not agree,

- The team may just decide it is to their financial advantage to disregard their promises.

Teams should also understand that they do not have to attend negotiations if they do not wish to do so.

- Next participants are given a copy of matrix number I. It should be explained that for each trial team 1 can choose either Column A or Column B. Team 2 can choose line X or line Y. Based on these selections the group will fall in one of four boxes. Each box shows the payoff to or payment due by each team.

Example:

		Team 1 A	Team 1 B
TEAM 2	X	Team 1 (+3) (+3) Team 2	Team 1 (+5) (−5) Team 2
	Y	Team 1 (−5) (+5) Team 2	Team 1 (−3) (−3) Team 2

If team one selects Column B and team two selects line X, the group will fall in Box (BX). The facilitator would give five nickels to each member of team one and collect five nickels from each member of team 2.

Instruction Note—(Be sure to put collected money in the facilitator box before dispensing payoffs. This will serve as a clue as to the real role of the facilitator.)

On the score sheet this example would be recorded as follows:

Team 1's Score Sheet

Trial	Value	Choice: Team 1	Choice: Team 2	Outcome: Wins	Outcome: Losses
1	X1	B	X	.25	.00

There are four matrices. Matrix I should be used for trial 1–7, Matrix II should be used for trial 7 until the facilitator decides to change it. Matrices III and IV can be used when the facilitator decides a change is necessary.

One facilitator should be used for each group. Teams should be allowed two minutes to discuss and decide each trial.

The exercise should take approximately 1½ hours.

10 mins. —Introduction and organization
40 mins. —20 trials—2 mins. per trial
10 mins. —three negotiations
10 mins. —to pay and collect money and misc. interpretations
20 mins. —discussion after the exercise.

If there is any talking between teams anytime during the start and end of the 20 trials except for negotiators *during* negotiations all participants in the guilty team(s) will be fined two nickels each.

Discussion

Following the 20 trials all groups should be brought together for a discussion of the exercise. It should cover:

- What was their impression of the experiment?
- What ideas did they have about the other team as the exercise progressed?
- What parallels does this have with real life community coordination efforts?

SCORE SHEET

TEAM NUMBER

TRIALS	VALUE	TEAM 1	TEAM 2	OUTCOME	
				WINS	LOSSES
1	X1				
2	X1				
3	X1				
4	X1				
5	X1				
6	X1				
7	X1				
NEGOTIATE					
8	X1				
9	X2				
10	X2				
11	X2				
12	X2				
13	X2				
14	X2				
NEGOTIATE					
15	X2				
16	X2				
17	X2				
18	X2				
19	X2				
NEGOTIATE					
20	X5				
TRIALS					

MATRIX I

TEAM 1

TEAM 2	A	B
X	Team 1 (+3) / Team 2 (+3)	Team 1 (+5) / Team 2 (−5)
Y	Team 1 (−5) / Team 2 (+5)	Team 1 (−3) / Team 2 (−3)

MATRIX II

TEAM 1

TEAM 2	A	B
X	Team 1 (+5) / Team 2 (+5)	Team 1 (+10) / Team 2 (−5)
Y	Team 1 (−5) / Team 2 (+10)	Team 1 (−5) / Team 2 (−5)

MATRIX III

TEAM 1

TEAM 2	A	B
X	Team 1 (+5) / Team 2 (+5)	Team 1 (+10) / Team 2 (−5)
Y	Team 1 (−5) / Team 2 (+10)	Team 1 (−10) / Team 2 (−10)

MATRIX IV

TEAM 1

TEAM 2	A	B
X	Team 1 (+5) / Team 2 (+5)	Team 1 (+12) / Team 2 (−5)
Y	Team 1 (−5) / Team 2 (+2)	Team 1 (−5) / Team 2 (−5)

Labeling: A Getting-Acquainted Activity[5]

Goal
To provide opportunities to become acquainted with other members of a group.
Group Size
Unlimited.
Time Required
Approximately one-half hour.
Materials
Six blank name tags, blank labels or strips of masking tape for each participant.
A copy of the Labeling Category List for each participant.
Pencils or felt-tipped markers.
Physical Setting
A room large enough to allow participants to move around and talk in dyads.
Process
1. The facilitator describes the activity and discusses its goals.
2. The facilitator distributes a copy of the Labeling Category List to each participant to copy each category on a separate blank name tag, label or strip of masking tape.
3. Participants mill around and choose a person who best fits each category. Participants stick a category label on the clothing of the person they select and engage in a one-minute conversation with that person. (Approximately 10 minutes)
4. The facilitator forms groups of five to seven members each and instructs them to discuss their reactions to being categorized and labeled (or not labeled) by others' first impressions. (Approximately 15 minutes)

Labeling Category List

Happy)
Friendly)
Sexy)
Commands Respect)
Motherly) Use any six
Mysterious)
Intelligent)
Fun)
Aloof)

Questions For Process 4

1. On what did you base your judgments, generally?
2. Can you think of a recent situation when you did mental labeling?
3. Can you think of a recent situation when you felt you were being mentally labeled?
4. What was the most difficult part of the task/exercise?
5. What label did you like best? Did you find yourself trying to fit the label rather than acting naturally?
6. Did your behavior change as you were labeled?
7. What does this exercise say about behavior we might elicit from others by our expectations?
8. Were you influenced by the labels already on someone? Or did you make objective decisions?

Listening and Inferring: A Getting-Acquainted Activity[6]

Goal
To facilitate the involvement of individuals in a newly formed group.
Group Size
Unlimited number of triads.
Time Required
Fifteen minutes.
Physical Setting
Triads separate from one another, as far as possible, to avoid noise interference.
Process
1. Triads are formed. The criterion for formation is not knowing the other members of the triad.
2. Participants in each group name themselves A, B, or C.
   a. Participant A takes three minutes to tell the other two persons as much about himself as he feels comfortable in doing. Then B and C take two minutes to tell A what they heard him say. They also tell him what they infer (or assume) from what he said or left unsaid.
   b. The process is repeated, with participant B telling about himself. A and C then tell what they heard and inferred.
   c. In the final round participant C tells about himself, and A and B repeat what they heard and tell their inferences.

Variations

1. All three participants can tell about themselves before the others respond.
2. After each participant tells about himself, the communication becomes two-way in order for the listeners to check on the accuracy of their listening and inferring.
3. The two listeners can be assigned different tasks. One listens to make a paraphrase, and the other listens to draw inferences.
4. The content can be changed from getting acquainted to exploring points of view about an issue that is relevant to the group.

Appendix D

Sample Evaluation Forms

One-Day Session with Agency Representatives
The Community Workshop

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One-Day Session With Agency Representatives[7]

An Evaluation

Please take a few minutes to give us your honest evaluation of this all-day meeting.

1. How useful were the activities on:

TOPIC	Useful	Somewhat Useful	Somewhat Useless	Useless
a. Team building				
b. Knowledge of community agencies				
c. Important community issues				
d. Definition of collaboration				
e. Process for building collaboration				
f. Trust building and group consensus				

2. Were all necessary community representatives present? If not, who else should have been invited?

3. Did you have a clear understanding of collaboration? If not, what questions do you have?

4. Where the issues addressed, in fact, critical in your community? If no, what issues should have been discussed?

5. Can the identified problems be resolved through collaboration?

6. What barriers do you anticipate to this collaborative effort? What suggestions do you have for overcoming them?

7. What specific interests and skills do you wish to contribute to this effort? List areas of possible involvement.

8. Any further comments or suggestions?

9. Do we continue this collaborative process by establishing a planning committee?

Go No go

Name (Optional)

The Community Workshop[8]

An Evaluation

Please take a few minutes to give us your honest evaluation of this community workshop.

1. Did this workshop provide you with a clear understanding of collaboration, its benefits and possible impediments? If not, what concerns do you have?

2. Did you have adequate opportunity to react to the ideas being discussed and considered for your community? If not, what additional thoughts do you have?

3. Was there adequate identification of service gaps, existing services and agency needs? If not, what was omitted?

4. Was the preparation for this workshop adequate? If not, what in addition should have been done?

5. Do you understand what the next steps in this process are and how you will be kept informed of them? If not, what is unclear?

6. Did the team building exercises help you work more closely with your colleague? What other activities might have been more helpful?

7. What specific role or service do you wish to contribute to this effort? List areas of possible involvement.

8. Are there other individuals or agencies which should be involved in this process?

9. Is this collaborative effort worth pursuing?

Name (Optional)

Appendix E

Characteristics of a "Good" Chairperson and Coordinator

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Characteristics of a "Good" Chairperson and Coordinator[9]

Chairperson

Some specific characteristics which a collaboration should look for when trying to decide whom to appoint as chairperson are that the person express the desire and willingness to be chairperson and that he/she be "community wise," i.e. knowledgeable of the community, resources, agencies and organizations. However, while a person's willingness to be chair and knowledge of the community are necessary characteristics, they are *not* sufficient to insure the success of the collaboration.

Based on the findings of NJJPC's independent evaluators, Behavior Associates, it appears that the most important characteristic which a collaboration should look for when appointing its chairperson is the characteristic of *good leadership*. While the term leadership is extremely difficult to define, it includes the ability:

- to give to and help create direction for the collaboration,
- to assign responsibilities to the members,
- to be a liaison between the board and the staff,
- to manage the board and facilitate the development of policies, and
- to be a motivator to the board.

The characteristics of a good chairperson should also include the ability to identify and effectively solve the many unique problems associated with a collaboration. Collaboration by its inherent nature as a group of both similar and dissimilar agencies and individuals, who are also quite independent and autonomous, creates problems or barriers to its own success.

The chairperson should enable the collaboration to address these differences and similarities and resolve to the satisfaction of the members any glaring problems which might act as barriers to its success.

The chairperson should actively seek out reasons why members have come together to collaborate and what they see as the benefits and drawbacks to collaboration. The chairperson should encourage the members to avoid hidden agendas, and when hidden agendas loom over the group, actively require the group to address and eliminate or incorporate those agendas.

In terms of relationship between the chairperson and the coordinator the ability to work closely with the coordinator is important. The chairperson should be a liaison between the Board and the coordinator. As such, the chairperson carries out the wishes of the Board.

However, the specific characteristics of the chairperson necessary to make *one* type of collaboration a success, may be quite different for *another* type of collaboration. If the members of the collaboration are strong, vocal and active, the chairperson may be less of a leader and more of an organizer and, also, less of a facilitator of input and more of a reflector of group concensus. If the collaboration is passive, quiet and restrained, then the chairperson must prod, motivate and encourage the members of the collaboration.

The characteristics of a chairperson or coordinator can dramatically affect a collaboration in one of the above two general directions. A very strong chairperson can become a barrier to the collaborative process by dominating and forcing the members into his or her concept of a collaboration, by ignoring the goals and motivating force behind the members, and by failing to allow the members to openly discuss and initiate their own ideas.

A chairperson is one who should be able to cause the collaboration to identify and agree upon its raison d'etre, its mission and goal for being; its purpose or function. As previously mentioned, the establishment of a clearly defined mission and the agreement of the members to that mission are essential to the success of a collaboration. The chairperson is responsible, and consequently must have the ability, to enable the group to define and agree upon its mission, and facilitate subsequent action.

Coordinator

The characteristics of a good collaboration coordinator are somewhat more difficult to identify than those of a good chairperson. One reason is that there are often quite disparate views as to the appropriate *role* of the coordinator.

At times the coordinator may function very much like a traditional *coordinator*, while at other times more like a *director*. The norm appears to be a combination between the role of a coordinator and of an executive director.

The coordinator needs to carry out the policies of the Collaboration, provide information to the Collaboration, and carry out what the Collaboration decides. *The coordinator also must facilitate the Collaboration's involvement in issues and activities.*

The delineation of the role of the coordinator/executive director is crucial to the establishment of the necessary and sufficient characteristics of the person who can fulfill this responsibility. Following is a list of behavioral characteristics of a good coordinator:

- Sensitivity to the affiliates or members of the Collaboration
- Willingness to work with the Collaboration members
- Desire *not* to make the Collaboration "his/her" Collaboration
- Ability to keep the agencies informed and up to date on issues and happenings
- Desire to make suggestions and recommendations to the Collaboration
- Dedication to kids
- Ability to be a mediator/negotiator
- Willingness to carry out Collaboration directives
- Initiative to do what must be done to accomplish the task
- Ability to facilitate the Collaboration's involvement

While the above provides *some* insight into the characteristics of a good coordinator, the broader issue of the appropriate role or roles of a coordinator/director *must* be addressed and resolved before a clear delineation of those characteristics can occur with any degree of accuracy.

Appendix F

Model By-Laws/Rules of Procedure

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Model By-Laws/Rules of Procedure[10]

Name, Jurisdiction, Purpose:

This organization shall be known as the ________________ (Name of Collaboration) ________________. ________________ (Name of Collaboration) ________________ is committed to the improvement of quality of youth services. The intent is to provide services and encourage programs which reduce barriers precluding youth participation in society.

The area of service shall be the ________________ (Geographical Area) ________________.

Responsibilities and Functions of the Local Collaboration

The Local Collaboration will have the following basic functions:

A. Further organize the resources of the participating voluntary agencies and develop community support for services on behalf of ________________ (Target Population) ________________. Identify and prioritize needs within the voluntary sector regarding ________________ (Target Population) ________________.

B. To improve the public awareness of the services and programs provided by member agencies through collaborative media campaigns and events.

C. To serve as an advocate for youth between the ages of 12 and 18 years regarding youth rights, specific areas of concern identified by the collaboration plus methods developed for resolving these problems.

D. Serve as a vehicle for developing and implementing joint program efforts and more effective utilization of existing resources.

E. Increase communication among participating agencies.

F. To establish functioning task forces, i.e., juvenile justice, youth unemployment, to develop collaborative programs.

G. To develop a data bank for member agencies regarding laws, public policies, statistics and available funding sources affecting youth.

H. To identify gaps in youth services and assist in determining how agencies can respond to these individually and collaboratively.

I. To facilitate the understanding and to develop a process for the interchange of agency resources.

J. Encourage active participation in this collaboration process by young people, especially those identified as ________________ (Target Population) ________________.

K. To seek funding to support the collaboration and its programs.

Criteria for Membership

A. Direct youth service and family service delivery agencies/groups.

B. Agencies and/or groups who advocate for youth and youth rights.

For continued affiliation, the agencies and/or groups shall abide by the purpose and policies of the collaboration.

Membership will be contingent upon receipt of a dated letter of commitment from an authorized governing body or board of the organization, to be accepted by the collaboration. Each member organization or agency will have one vote.

Individuals *not* representing voluntary, nonprofit agencies or organizations may participate in the collaboration as non-voting members.

The Collaboration Will Include:

1. One staff person from each participating organization, either the Executive Director or the Director of Youth Programs within the respective organizations.
2. One volunteer from each participating organization who is knowledgeable in the youth programming area.
3. The above described organizational representatives shall be the decision makers of the collaboration. Other staff and volunteers may be invited as planning members.

   The Collaboration shall employ such staff personnel as are needed for its functions based on job descriptions written by the Personnel Committee and approved by the full Collaboration.

Other Participants

Individuals who are not members of the Collaboration but who have needed expertise should be involved in the planning process as consultants.

Steering Committee

A. The Steering Committee shall consist of ________ members.

B. Officers of the Steering Committee.

There shall be a Chairperson, Vice Chairperson, Secretary and Treasurer of the Permanent Steering Committee.

C. Urgent decisions may be made by the officers of the Steering Committee to be ratified at the next meeting of the Steering Committee.

Each member of this committee shall be either chairperson, vice-chairperson, or executive director of a Collaboration member agency.

Purpose of the Steering Committee

A temporary Steering Committee has been established for the purpose of setting up the initial phases and guidelines for the program collaboration. This Steering Committee is temporary in nature, and pending the will of the full Collaboration, it is expected that a permanent Steering Committee will be established within ninety days. The Steering Committee will establish a framework and organizational structure to include:

1. Policy Setting
2. Meeting Times
3. Voting Procedures
4. Steering Committee Officers
5. Representation
6. Membership
7. Officers of the Collaboration
8. Other Necessary Details

The Steering Committee will have the following functions:

A. Coordinate the activities of the various committees and review their results to assure productivity.

B. Review matters that are brought to the Collaboration and, as appropriate, refer to the appropriate committees or the full Collaboration for consideration.

C. Assure that the Collaboration, assembled, has the opportunity to vote on all matters of interest to the Collaboration.

D. Assure the proper communication of all matters related to Collaboration activities to the members of the Collaboration.

E. Develop and maintain formal and informal relationships with all segments of the community concerned with youth service planning and programming.

F. Assure effective day-to-day management of the activities of the local program Collaboration within policy and budgeting frameworks established by the full Collaboration.

Officers of the Collaboration

A. Officers of the Steering Committee shall act as officers of the Collaboration.

B. The secretary shall be responsible for recording minutes of all meetings and shall send out meeting notices to all members of the Collaboration.

C. The treasurer shall act on behalf of the Collaboration to assure that funds are disbursed and recorded in accordance with guidelines established by the Collaboration.

The entire Collaboration shall act in the capacity of an advisory committee.

The Collaboration will require a number of key committees, e.g., Program Development, Personnel, Nomination, Budget and Finance, and Membership.

The Collaboration and/or Steering Committee may appoint temporary subcommittees for various projects.

Meetings

A. Regular meetings of the Collaboration shall be held at least ________ times a year.

B. Special meetings may be called by the Chair or if requested in writing to the secretary by three or more members of the Board.

Quorum

A. A quorum shall exist when one-third of the Collaboration membership is present and voting.

B. A simple majority vote of those present shall validate Collaboration action. In case of an amendment to the By-Laws a two-thirds vote shall be required.

C. Robert's Rules of Order shall be followed when not in conflict with these By-Laws.

Disbursement of Funds

A. Officers of the Steering Committee are authorized to disburse funds. Two signatures shall be required for all disbursements.

B. A financial accounting shall be given monthly.

C. The private property of members, directors and officers of this organization shall be forever exempt from any debts of any kind whatsoever, which may be incurred by the organization.

Appendix G

Sample Newsletters

connecticut justice for children collaboration

60 lorraine st., hartford, conn. 06105...233-1295

UPDATE: DECEMBER, 1980

CONCERNING ADVOCACY...

Who will speak for the children? The results of the national election may well make major changes in the state picture. Federal "interference" will likely give way to "local control."

Who will speak for the children? According to the National Organizations Advisory Council for Children, of the over 64 million American children under 18 years of age, 17 million live in poverty; almost 10 million have no regular source of medical care; and more than one million are victims of child abuse and neglect. Over five million 14-17 year olds have serious drinking problems; more than half a million teenage girls become pregnant every year. Too many children are without permanent homes. Quality education and adequate employment opportunities - particularly for minority youth - are too often out of reach, the criminal justice system too easily accessible.

According to the Child Protection Report (Nov. 6, 1980): "The new direction will be to loosen federal controls and transfer most social welfare functions to the states. Federal spending is likely to be cut; there will be less support for federal research and 'innovation,' more disposition to let local communities and the private sector solve (or put up with) social problems."

Who will speak for the children? At a time when all human services are being asked to compete for limited dollars - at a time when human service programming in general may be given lowered priority - at a time when "get tough" seems such a deceptively simple solution - at a time when reasonable people must find the delicate balance between the rights of the individual and the strengthening of the family (rather than seeing each a threat to the other).

Child advocacy involves building an understanding by the public as well as by legislators concerning the needs, interests and concerns of children and youth.

Who will speak for the children? Now, more than ever, YOU are needed.

The Connecticut Justice for Children Collaboration will continue to be a resource for those agencies and organizations with a concern for meeting the many needs of children and youth and their families. A conference on Advocacy, sponsored by the Collaboration, will be held on December 17 at the Holiday Inn, Bridgeport. Workshops have been designed to respond to the interests of both newcomers and "old hands," staff and board members. If you need additional registration forms or further information about the conference, call 233-1295.

The Connecticut General Assembly convenes for the 1981 session on January 7. Some of you belong to statewide organizations or professional associations which sift and share legislative information for/with you. If you do not already have access to such information, you might want to look into one of these:

Connecticut Child Welfare Association publishes a bi-monthly legislative newsletter, called Child Advocate, during the state legislative session, with summaries of relevant bills as they are introduced and with subsequent status reports on many of them. Subscription is $5 for CCWA, 60 Lorraine Street, Hartford, 06105. CCWA also provides a Legislative Information Service on Mondays, Tuesdays and Thursdays, 11 a.m. to 2 p.m. during the session, at 236-5479, for telephone information on bills, hearings, committee membership, etc.

Connecticut Association for Human Services does an outstanding job of analysis of welfare legislation and state budget matters. Perhaps your agency is already an organizational member and entitled to delegate mailings. An individual membership for $15 brings CAHS Reports and Human Service Coalition mailings. Write CAHS, 410 Asylum Street, Hartford, 06103 or call 522-7762 for information.

More in-depth reporting on mental health legislation in the Conn. General Assembly is available through the Legislative Newsletter of the Mental Health Association, 56 Arbor St., Hartford 06106. There will be about 20 issues for $20. Some information on federal mental health issues is also included.

Connecticut Youth Services Association's Advocacy Team considers and takes action on matters of interest to community youth agencies. For further information contact John Miller at Norwalk City Hall, 838-7531, ext. 355.

The Children's Lobby/Ad Hoc Task Force on Connecticut's Dept. of Children and Youth Services Budget will be active again this year. For information on becoming involved with this group, call David Cunningham at 233-1295 or Jetta Bernier, 236-5477, or Bob Francis, 377-0187.

One of the useful monthly newsletters reporting national developments on children's issues before the U.S. Congress is the CDF Reports of the Children's Defense Fund. 12 issues a year cost $15 for individuals, $30 for organizations. Write CDF, 1520 New Hampshire Ave., N.W., Washington, D.C. 20036.

Child Welfare Planning Notes, published semi-monthly, reports on federal legislation relating to planning and delivery of effective children welfare services. Subscription is $48 from CWLA, Suite 310, 1346 Conn. Ave., N.W., Washington 20036.

By working together in communities, child advocates will be able to be more effective. Your local Youth Services Bureau may have already organized advocacy or community education efforts or may help develop coalitions based on shared concerns. Or you may call on the Collaboration for assistance.

Now more than every you are needed to speak for the children!

Appendix H

Outline for Model Board Presentation

Outline for Model Board Presentation

Review of Key Issues/Problems That Created the Impetus to Develop the Collaboration

- discussion of the needs of the target population
- why the participating agencies have chosen to work together
- what they hope to accomplish
- how systems can be brought together, through collaboration, around a specific problem
- how systems can be changed

Review What the Collaboration is Doing and Why

- purpose and function of the collaboration
- role of participating organizations in the formation of the collaboration
- tasks of participating organizations
- specific programs begun
  - training events
  - direct service programs

Benefits to Collaborating for Participating Agencies

Role of the Board (Vis-A-Vis the Collaboration)

- provide support
- assist in fundraising
- provide direction
- need for sustained advocacy

Advocacy

- voluntary sector responsibility
- agencies need to be broader than service deliverers
- national organizations endorse and support local advocacy initiatives
- critical role board members can play

Appendix I

Assessing Community Needs

Assessing Community Needs[11]

What is Assessment?

Assessing community needs is getting facts and opinions on the problems and resources affecting the juvenile justice system in your community. It is a means to an end, not an end within itself; the purpose is not just to collect information but to gain understanding of your community as a system and to determine its most pressing needs. There will still be some unanswered questions, but you must be aware of what you don't know and why.

Why Assess?

Although it is true that many similar needs and problems exist in every community, each community is unique in terms of the urgency and extent of these problems. Thus the priorities will differ. Frequently organizations have copied "exemplary" projects conducted in other communities without first determining if such programs are needed, if they are priority needs, or how they will fit into the overall network of services in their communities. It is not possible to know intuitively what is most needed in your community. Superficial knowledge of community problems and concerns results in simplistic solutions that rarely work.

Local juvenile justice systems are tremendously affected by the people involved—their personalities, politics, conflicts, policies. Tailoring programs and activities to local needs and resources rather than to phantom problems requires a thorough assessment of your particular community. There are additional advantages to assessing community needs.

- It helps to develop initial contacts with public officials and professionals in the juvenile justice system.
- It paves the way for being more assertive in future dealings with public officials.
- The effort involved verifies the interest and dedication of your group to the community prior to project development.
- You may receive requests from some of those surveyed to do projects within their domains.
- It provides documentation of needs when applying for funds or other support.
- It provides a data base for evaluating resultant projects.
- It informs your group regardless of follow-up efforts and activities.

What is Involved?

First, define your community. It can be your neighborhood, city, county, area, state, region, or country.

Next, determine the scope of your assessment. Your information gathering activities may vary from simple to quite complex and comprehensive depending upon your purposes and resources. The more comprehensive your survey the more important it is to know ahead of time how the information will be analyzed and presented so as to insure that you collect pertinent and easily usable information. Many professional and business groups will provide free assistance to voluntary groups in developing and interpreting surveys. Check with local universities and colleges, advertising agencies, public relations firms, and political pollsters. It is good public relations for them to help groups who are trying to help the community. Teachers and students in nearby colleges might also assist in conducting the needs assessment. Academic programs in social work, sociology, psychology, marketing, etc., emphasize community work as part of the requirements for some classes.

Be sure to weigh the pros and cons of an in-depth survey. You do not want to deplete the time and commitment of your members prior to action. For some purposes, a few well-placed phone calls and interviews may be all that is needed. Find out if other groups have already surveyed your community, for you may only need to update or add to what they have done. In recent years, Junior Leagues, sections of the National Council of Jewish Women, members of the General Federation of Women's Clubs, and juvenile justice planning agencies have conducted independent surveys of the justice systems in their communities. Some communities and agencies have begun to feel they have been over-surveyed. Never waste your valuable resources by unnecessarily duplicating the efforts of others.

Since information-gathering procedures must be geared to the local situation, no standard survey format is included with this Appendix.

What Do You Need to Know?

There are essentially three types of information needed for a thorough assessment of community needs:

- Background and demographic data
- Opinions and attitudes
- Facts and figures on the juvenile justice system

You may wish to collect information on some or all of these three categories.

Background/Demographic Data—might include the following information:

- Population—numbers by age groups, by income level, by ethnic groups, etc.
- Economy—defined poverty level; percentage unemployment; major sources of employment; labor conditions; employment opportunities for minorities, youth, women, and handicapped; etc.
- Housing—zoning regulations, housing codes and enforcement, extent of substandard housing, etc.
- Health—medical and psychological services available to the poor.
- Education—classes for slow learners, special services, vocational education opportunities, adult education opportunities.
- Public Services—fire protection in low-income areas, recreational facilities, opportunities for supervised recreation, public transportation.
- Local Government Structure.
- Unique Characteristics—proximity to "the border," tendencies for natural disasters, weather conditions, etc.

Opinions and Attitudes—Opinions and attitudes of community representatives are just as crucial as objective data to your needs assessment. In determining whose opinion to seek, consider the following: professionals on the staffs of juvenile justice agencies, leaders in local and county governments, heads of government departments, business and industrial leaders, community leaders, representatives of political parties and organized labor, spokespersons for minority groups, college faculty members in departments related to juvenile justice or community development, leaders of civic clubs, media representatives, voluntary youth serving organizations, volunteer organizations, and youth.

You might seek answers to the following types of questions:

- What do you believe are the most critical problems facing the juvenile justice system today?
- What do you believe to be their underlying causes? On a local level, what do you view as the biggest obstacle to solving each of them?
- What do you feel should be done to resolve each of them?
- How involved are you—your area of work—in the solution of each of these problems?
- How concerned do you think the residents of the area are about each of these problems?
- Whom do you consider to be the three most knowledgeable local people on each of these problems?
- Is there any role which an organization like ours can play in solving each of these problems? If yes, what? If no, why not?

An alternate approach would be to seek attitudes toward specific components or activities of the juvenile justice system such as court procedures or community institutions rather than toward the problems of the system as a whole.

When interviewing juvenile justice professionals and other public officials, it will be interesting to ask what they would like to do or to have done if they didn't have to answer to their superiors, funders, the public, and others.

Techniques on how to secure opinion information are included under the interviews, polls, and observation headings in the next section.

Facts and Figures—Facts and figures about your local juvenile justice system may be gathered by asking questions in the following areas:

1. Law Enforcement—the police and sheriff departments:
   a) organization/management and policies
   b) coordination and consolidation of services and facilities
   c) community relations
   d) research and statistics
   e) personnel recruitment, training, salaries and promotion, utilization and performance
   f) equipment and facilities
   g) general ideas regarding juvenile justice problems, legislation, etc.
2. The Juvenile Court
   a) organization, management, and procedures
   b) case backlog and delay
   c) sentences and dismissal or reduction of charges
   d) the prosecutor and defense counsel
   e) personnel selection, utilization, and performance
   f) facilities and equipment
   g) bail
   h) judges

3. Corrections
   a) institutions
      1) facilities and utilization
      2) organization, management, and policies
      3) personnel selection, training, and performance
   b) community-based programs
      1) juvenile probation
      2) juvenile aftercare
      3) other programs and services
4. Diversion
   a) decriminalization of victimless crimes
   b) youth service bureaus
5. State Laws
6. Juvenile justice planning, coordinating, and funding agencies; state planning agencies; area or regional councils; municipal agencies.
7. Existing volunteer programs in juvenile justice.

How Do You Collect the Information You Want?

The overriding principle to remember when collecting information is to be objective and not to approach agencies and persons with preconceived ideas on what the major problems are and who is to blame for them.

This does not mean that your general impressions are not important. They are. The way you are treated by officials, how knowledgeable they seem, their ideas toward the role of citizens, etc., are all very important to your overall assessment. However, do not intermingle fact and feeling.

The best approach is to prepare a structured form with the specific questions you want answered including a separate heading for your general impressions. This insures that forethought is given to the questions to be asked and makes information collectors more comfortable. Questionnaire forms should include some flexibility so you can follow up on interesting new leads as they occur.

Consider breaking your survey or fact-finding effort into logical sections and having the persons responsible for each section make a presentation to your membership on what they found. They might also invite contacts made during their work to speak to your group. Try to provide feedback to those you interview and those who help you. If nothing else, send them short letters of appreciation; you may need their help again, and the more friends you make, the better.

You may collect information by researching documents and other printed materials, person-to-person interviews, observation, and telephone polls. You will need to use at least two of these methods.

Reading—Since reading is an essential part of need assessment, include on your team persons who enjoy reading and studying written records so as not to lose the support of your action-only or people-oriented persons.

You should be able to get demographic information from area planning departments, councils, or commissions; state arts, social science, and environmental councils; your local department of vital statistics or its equivalent; political science or urban affairs departments, and public service institutes or programs at area colleges and universities; and central libraries.

For information on the juvenile justice system, first obtain a copy of your state's comprehensive law enforcement plan. To be eligible for funds from the Law Enforcement Assistance Administration (LEAA), each state is required to develop and submit annually a comprehensive juvenile justice plan. These reports typically include the problems, needs, priorities, present operations, available resources, and proposed action plan for future years for the state justice system. While you may not agree with the plan, it will tell what your state's funding priorities are and enable you to develop your activity to fill unmet needs rather than duplicating or conflicting with programs already planned. Your state's juvenile justice planning agency, frequently called state crime commission or state planning agency, is responsible for preparing this plan and may have other reports and studies of interest to your group. It is typically located in your capital city and is the state agency through which all requests for LEAA funds must be channeled. Each state is also required to have regional planning offices, but the states vary in the way these offices are disbursed. You should attempt to become acquainted with your regional office since it is one of the primary sources of information on juvenile justice operations in your area, and all fund requests must go through them to the state agency.

Also available in many capitol cities is a legislative reference service or research bureau which can provide copies, sometimes with analyses, of bills related to the juvenile justice system. Some states print government guides that include a description of the legislative process, courts, names of legislators and public officials by title, etc. Information and copies of federal legislation on juvenile justice matters—e.g., "The Juvenile Justice and Prevention Act of 1974"—can be found in the Congressional Record and the Congressional Quarterly available in libraries or through your congressperson or senator.

Most juvenile justice and social service agencies prepare annual reports of their activities for the public. After reviewing the annual reports of general planning agencies, e.g., United Way, Red Cross, Public Welfare Council, you might call those agencies relevant to your interests and ask for copies of their most recent reports and studies.

Interviewing—When assessing your local juvenile justice system, you may want to interview a number of persons representing such areas as law enforcement, courts, corrections, and special programs or services. It is good to talk to as many juvenile justice system professionals (police, sheriffs, judges, prosecutors, probation and parole officers, wardens, and institutional staff) as possible, but begin with representatives of those general planning/coordinating/funding agencies which are familiar with the broad scope of human service delivery systems. Some of these are United Way, area planning and development commissions or regional councils, and state planning agencies. Do not accept at face value some of the things that juvenile justice officials and professionals tell you. Is the police department's greatest need really more personnel? Is the institution's priority need a larger facility? Remember representatives from the various segments quite naturally tend to be biased in favor of their own domains. You may hear several times, "We are the least understood, most overworked part of the system." Respond sympathetically, but then look at the problems and needs of the various agencies from the many points of view within your community. Even when you agree with officials, avoid confusing a solution with a problem. A solution might well be the need for more or better facilities, but the basic problem is the important consideration, e.g., overcrowding because of the need of separation of offenders.

It is important to prepare a questionnaire of the points you want to cover in these interviews. It helps if the questionnaires are typed and lined spaces are provided for recording answers. When the questionnaire is ready, consider the following procedure:

1. **Orient your interviewers.** Each interviewer must thoroughly understand the questions that he is going to ask, or else he cannot clarify them for the person being interviewed. You should explain to each interviewer the purpose of the survey, what is meant by each question, and why the information is needed. Consider using interviewing teams of two, with one person asking the questions and the other recording the answers. This can save time, and it may also be useful to have two impressions of the interview.

2. **Practice interviewing.** Recommend that the interviewer read each question aloud several times prior to using it to be sure he understands and can pronounce all words. You might also consider conducting mock interviews in which your members play the roles of interviewer, respondent, recorder, and observer. The observer can critique the interviewer's performance; the recorder can determine if the interviewer goes too fast, etc.

3. **Make an appointment for the interview.**
   - Start with the chief executive officers of each agency. Although they may refer you to others, it is important to obtain their support even if you wish to also interview line staff such as caseworkers or police.
   - Call or write for an appointment. If you write first, indicate in your letter that you will call on a specific day at a certain time.
   - Be sure about the names and titles of those to be interviewed before you write or call for an appointment.
   - Ask the person to set aside a certain amount of time, depending on length of the questions to be asked.
   - When someone refers you to someone else, or when a personal contact recommends that you interview someone, ask him to call that person and introduce you while you are still in his office. Influence helps you to avoid a runaround.
   - When calling for appointments, develop a rapport with the receptionists/secretaries as they may control access to the person you want to see. Jot their names down for use in future calls.
   - Begin by explaining the purpose of your organization and why you want the interview. Stress that you are attempting to better understand the system so you can find out if your group can be useful. *Avoid* any suggestion that you want to investigate what the agency is doing.
   - Many officials are only too eager to share their problems with interested persons, but if you are unable to make an appointment even after reassuring the person as to your purposes, persist. Drop in without an appointment, make follow-up calls, etc.

4. **Conduct the interview.**
- Be prompt. Try to arrive well before the scheduled appointment.
- Begin by explaining the purpose for the interview. It may help to develop an information sheet on your organization, the reason for the survey, etc. to give the respondent.
- Record the respondent's answer word by word when possible.
- Whenever the respondent misunderstands a question and gets off track or you don't understand the answer, you must *probe* for more precise answers.
- Ask the respondent if you may contact him for additional information, if needed. If appropriate, ask if he would be interested in working with your group, making a presentation to your membership, etc.

5. **After the interview.**
- Immediately review your completed questionnaire to clarify responses, spell out abbreviations which might be meaningful then but not later, etc.
- Record your general impressions of the respondent, the agency's work, etc.
- Write the respondent a short thank you letter.

Observation Visits—Statistics, reports, and secondhand interpretations can never replace personal observation. There is no better way to get a full understanding of the scope of social ills such as inadequate education, poverty, and unemployment than to visit police stations, courts, jails, and prisons. Direct observation of the system in action should be an important part of your need assessment.

Careful preparation is mandatory for most observation visits. Since you may not always be welcomed with open arms by those you wish to observe, it is important to observe, not to criticize, interrogate, or investigate. Many of the guidelines for conducting interviews are appropriate to planning observation visits. Since visits are much more meaningful if you have some prior knowledge about the place to be visited, when appropriate obtain and review agency reports, brochures, etc. before the visit. If many of your members are interested in making the same visit and it does not impose unduly on the agency, send several small groups at different times rather than one large group. You will see more that way.

During the visits, one member should take notes. Afterward, the visitors should share their impressions with each other, and one member should prepare a report for future reference.

You might consider visiting the following:

- *Courts*. Spend a day or half day in court observing the judicial process. You may wish to follow a case all the way through the process, attending each time a person's case is scheduled for a hearing. You will need permission from the judge or court clerk to attend juvenile court since they are generally closed to the public. In misdemeanant courts, you will probably be able to observe the trial and disposition of a large number of cases within a few hours.

  The legal mumbo-jumbo of the courtroom dialogue is likely to be confusing, and it may be difficult to tell who is who—lawyer, probation officer, etc. If you have a lawyer friend with a soft voice, he could be an invaluable interpreter for your first visit.
- *Institutions*. You may wish to visit county jails, police lockups, detention homes, training schools, reform schools, and prisons.

  If brochures, pamphlets, or annual reports on the institutions to be visited are available, obtain copies before the visit so you can orient yourself and make your visit more meaningful.

  In addition to the typical short meeting with the director and guided tour of the facilities, try to talk with offenders and with other institutional staff. What is the attitude of staff toward the institution and the offender—do they want to help, punish, control? How do the offenders view the staff and the institution? What do the offenders do with their free time? What programs are available for them?

  Several years ago, overnight lockups were popular among outsiders interested in getting a first-hand feeling of institutions. Such may be possible in your area.
- *Law Enforcement*. You may want to have informal meetings with officers in charge of specific units at the police or sheriff's departments. For example, you could talk with officers in charge of the juvenile bureau, crime lab, burglary, homicide, etc.

  Rides in patrol cars have been a popular means of gaining increased understanding and such may be possible in your area. Perhaps one of your members could accompany a police officer for an entire shift.

- *Community Agencies*. You may wish to visit other agencies which provide or could provide direct services. Examples are group homes, halfway houses, drug treatment units, youth service bureaus, crisis intervention centers, detoxification centers, mental health clinics, and family service bureaus.
- *Legislative Sessions*. The bills proposed and passed by legislative bodies determine the boundaries of what your juvenile justice system is and can become. On the state level you can learn from the legislative reference service, the legislative calendar, or the Senate/House Clerks when legislation pertaining to juvenile justice will appear on the floor. Try to attend one of these sessions and let your local representative know you are coming. You might also want to attend a meeting of the subcommittee through which matters related to the justice system are channeled. Your local representative can and should assist you in making such arrangements. You might visit city councils and county legislatures or commissions which determine juvenile justice policy and administration on the local level.

Telephone Polls—Telephone rather than in-person interviews may be used to collect information, particularly when seeking attitudes or opinions. There are two approaches to opinion polls. One approach seeks the opinions of a random, representative sample of persons in some category, e.g., registered voters, with the goal being to generalize or predict the findings from the sample to the population. This, of course, is like the political polls conducted during presidential campaigns. Such polls are not difficult to plan and implement, but you should get the assistance of someone with a background in market research, political science, sociology, psychology, or economics to help you draw your sample and prepare your questions.

Another approach is a poll seeking the opinions of a qualified cross-section of the community with no concern for generalizing the findings to the community-at-large. That is, you decide whose opinions you consider important and restrict your survey to these people.

Tips on How to Begin—Confused? Don't know where to start? then look for help; it's readily available if you seek it. Listed below are some ideas on who can help and some things you can do to help yourself.

1. The telephone book can provide a starting point! Look under government (city, county, state, and federal) for cues as to agencies which should be contacted. More on target, when available, are directories listing local and county officials. Such booklets are published by many local Leagues of Women Voters.

2. Frequently an administrative assistant in the mayor's or county administrator's office can tell you who is responsible for and/or knowledgeable about different community and juvenile justice agencies or programs.

3. Try to enlist at least one acquaintance who is knowledgeable about justice problems and local or area politics. This person can suggest people to interview and introduce you to them. People from assorted backgrounds can fill the shoes of your contact person.

4. Go to your local representative or assembly-person and ask his ideas regarding juvenile justice. Then ask to be introduced to the chairperson of the legislative subcommittee on juvenile justice.

5. Ask the chairperson of the legislative subcommittee on juvenile justice whom he goes to for input on juvenile justice-related matters. Whom does he consider to be the knowledgeables? Ask him to make appointments for you if appropriate.

6. Long-time politicians and their wives or husbands are frequently knowledgeable about community affairs and can help you to develop ties with juvenile justice and other public officials.

Organizing and Summarizing Your Findings

Collecting information without taking careful notes is a waste of time. The human mind is fallible—what seems to be making a lasting impression one day can be almost impossible to recall several weeks later without notes to refresh your memory. Also, others do not have recourse to your memory but can more conveniently review your findings if they are in written form.

The best approach is to record the collected information immediately following each step of the needs assessment. Be sure to include the names and positions of persons talked to, dates, their responses to your questions, your summary of the situation, and general impressions. When structured questionnaires are used, this should be simple. A little more discipline is required for informal discussions and observation visits. These intermediate reports or summaries should be shared with others conducting the assessment and your general membership.

If you can obtain copies of the reports prepared by other groups who surveyed your area, they can provide insights into what to include in your report. You can also include what was missing in these reports but was needed for you to understand the system.

If you ask the same questions of different people, as in an opinion poll, one way to analyze your responses is to look at all responses question by question:

Question 1

Respondent 1: ____________________

Respondent 2: ____________________

Respondent 3: ____________________

If you have done interim reports along the way, preparing an overall report at the end of the needs assessment phase will be easy. There are many ways to organize your final report, but you might consider including these points:

1. *Short summary*
2. *Method*—what you did, how you did it, who did it, when it was done.
3. *Findings*—responses to questions, your observations, problems discovered, resources available, obstacles. A conceptual framework for looking at the system and analyzing your findings will be needed to add meaning to your work and to facilitate drawing conclusions. Your preliminary readings should stimulate ideas for this. A typical breakdown would be to look at the following in terms of problems, needs, and resources:
   - Legislation
   - Law Enforcement
   - Courts
   - Corrections
     a. Institutions
     b. Community-based.
4. *Conclusion and recommendations*—what citizen groups can do, what the primary needs are, etc. If a conclusion is based on your feelings rather than evidence, make that clear.

   Your report will be very useful if you later decide to apply for outside funds to finance your involvement. It can also serve as a guide to other groups interested in working with the local juvenile justice system. Possibly, some of your findings and conclusions can be used for public relations purposes with appropriate news releases.

   If you examine all elements of the system and understand the major problems and resources of each, you and your group will be among the few in your community who do. Although the components of the system are very interrelated, people often work in one of them for years without understanding the others.

Appendix J

A Process for Agency Self Evaluation

A Process for Agency Self Evaluation[12]

Introduction

A community agency will continue to be a relevant social vehicle if there is regular tuning of its internal working processes and of its external relations with the life of the community it serves. This process for self evaluation is an opportunity to look at who and what we are, have been, and may become, given the context in which we are challenged to serve. This tuning process can be a growth proces sin self understanding. To evaluate ourselves is to re-create ourselves. It is not a negative exercise of fault finding. Nor is it primarily a numbers game of counting noses, dollars, square feet, or person-days; these have their place, but only when they are interpreted in their living context. This type of evaluation invites us to undertake a positive exploration to develop and fully utilize our capacities.

1. Preparation

The president and executive director should set a date for the process to begin and determine who will be involved. It is *essential* that every member of the Board and every Staff member be involved; it is also essential that community people and youth members be involved in those parts of the evaluation that require their knowledge and expertise. It is *recommended* that the evaluation process also involve parents and local planning and community agencies.

The process can be planned to take place in an intensive three-day period, or it can be spread out over a number of weeks. The important thing is that as many people as possible be involved both in the evaluation and goal-setting processes.

2. Procedure

At the time specified for formally beginning the evaluation process, all participants should meet to discuss the purpose of the evaluation. It is up to the president and executive director to convey to the group a sense of enthusiasm for making this evaluation an instrument for building a strong, effective local operation.

A chairperson and a recorder should be chosen. The chairperson should be a good leader and organizer. If the team feels no one in the group has the facilitating skills to lead this process, it should draw in someone else who does, such as a consultant who will serve on a volunteer basis. The group, or smaller subgroups, should carefully work through the self evaluation, taking the opportunity to discuss each question fully, with as many points of view as possible.

Steps for Agency Self Evaluation

The Organization

A. Using Board and Committees Effectively
B. Developing and Maintaining a Qualified, Interesting Staff

The Context

A. Continuing Study of Community Needs
B. Working With the Community (Community Relations)
C. Getting the Message Out (Public Relations)

Youth

A. Providing Programs to Meet the Evolving Challenge to Youth
B. Increasing Membership and Participation by Youth
C. Developing and Maintaining an Excellent Facility

Reliable Support Services

A. Making Money Do Its Best (Fundraising and Financial Accounting)
B. Translating Records into Working Knowledge
C. Policies and Procedures for Smooth Functioning

Summary

The Organization

A. Using Board and Committees Effectively

Least visible in the day-to-day operations of a private agency, but most important to its existence and development, the Board of Directors carries ultimate legal and moral responsibility for every phase of the organization from its creation, through the formulation of its goals and its financing, to the approval of its audit.

Evaluation of the Board is, then, a capsule of the evaluation of the entire organization, for it involves looking constructively at the process of setting goals and policy, how and why key decisions are made, how the organization is to be supported, and how coherently all of its facets may be kept in touch with each other, from its members to the leaders of the community who support their development.

We will need to ask ourselves questions both about the *structure* and the *working process.*

The Structure:

The Board of Directors

1. Does our Board represent the community?_________ If not, is it becoming more representative?_________

2. Does our Board membership contain a sufficiently broad spectrum of relevant skills, such as management, accounting, fundraising, youth service, public relations, political access, etc.?_________

3. Is a quorum defined and is it realistic? (large enough to do the job, yet small enough for effective discussion?)_________

4. Are the number and manner of calling Board meetings defined?_________ Do the Board and its committees meet often enough to be effectively involved in the life of the organization?_________

5. Are Board members giving their time, effort, and money to support the organization?_________

Committees

1. Do we adequately define the duties and responsibilities of the Executive Committee?_________ Are the limits of its powers clear?_________ Are the number and frequency of meetings adequate?_________

2. What use do we make of the committees?__________________________________ How are members selected for committee membership?________________________ How is the required expertise defined and obtained?____ Are the mandates of committees clear?_________ Is there a sense of teamwork between committees and Staff?_________ Between committees?_________

3. How are ad hoc committees and task forces created? ____ How are they distinguished? ____________________________ How are they dissolved?________________________

Nominations

1. How do we provide for the nomination, election, and retirement of Board members? __________________ Is it advisable for Board members to have fixed terms and rotation?_________

2. Does the nominating committee have broad community contacts?_________

3. Do the President and Executive Director work with the nominating committee to describe the job, share the needs, interpret the vacancies?_________

4. Does the committee carefully weigh needed qualifications before proposing new members?_________ Are contacts made with prospective Board members carefully planned, including an interview?_________ Does the committee chairperson fully explain expectations to a prospective member before his/her acceptance?_________

5. Does the nominating committee keep careful confidential records of present and prospective members (qualifications, experiences, attendance, special skills, etc.)?_________

The Working Process:

1. Who amends the bylaws and how are they amended? ________________ Are the responsibilities of officers and Board members spelled out in the bylaws? ________

2. How do we keep Board members informed of projects, happenings, and issues of importance to them and to the organization as a whole? ________________ How do we keep Board members in touch with the reality of youth members? ________________

3. What does the average attendance at Board and committee meetings say about the meaningfulness of the events? ________________ About the commitment of the members? ________________ Do we make assumptions to explain the attendance patterns, or can the members be factually surveyed? ________________

4. How do we prepare Board members for their appointment to the Board? ________________ How are they cultivated after joining? ________________

5. How do we define the goals of our organization? ________________ Are they clear? ________ How often do we review them? ________________

6. How democratic are the working procedures of the Board? ________________ What efforts do we make to solicit the opinions of individuals? ________________

7. Do Board members have sufficient knowledge of the financial situation of the organization to motivate them to help raise funds? ________ How are they trained and encouraged for their fund-raising and community outreach responsibilities? ________________ Do they understand and appreciate the organization's programs sufficiently well to convey knowledgeable enthusiasm? ________________

8. What is the working relationship between the President and the Executive Director? ________________ How frequently do they consult each other, and about what concerns? ________________

9. What outside resources does the Board make use of? ________________ Does the Board encourage members and staff to participate in training opportunities? ________ When is it appropriate to use outside consultants? ________________

10. By what process, and how regularly, does the Board evaluate its entire organization? ________________ By that process, and how regularly, does the Board evaluate itself? ________________

B. Developing and Maintaining a Qualified, Interesting Staff

Staff members of any agency, whether they are paid or volunteer, can give their best service only when they work under good and mutually understood conditions. However, there is more to getting and maintaining an excellent, professional Staff than following a written set of personnel practices and procedures. Staff must be encouraged to develop as professionals and as individuals, to voice their ideas and have them respected, as well as to take leadership in the development of the agency and in its relationship with the community. Two of the most important areas in achieving a good atmosphere among Staff and volunteers are communication with and recognition by the Board and by the Executive Director.

In the first section we examine the responsibility of the Board in providing an atmosphere of growth and mutual support; in the second section we examine the responsibilities of Executive Director, Staff, and program volunteers.

Board

1. Do we have written policies and practices for Staff including conditions of employment, benefit programs, work schedules, grievance procedures, etc.? ________ Are local, state, and federal legislation checked periodically regarding employment practices? ________ When were personnel policies last reviewed? ________________

2. Do we establish salary ranges for each Staff position? ________ Are our salary ranges and other benefits in line with those of other community organizations? ________ Do we revise and evaluate them periodically? ________ How often? ________________ Is Staff considered for and eligible to receive an annual salary increment? ________ On what is it based? ________________

3. Do we give each new Staff member a copy of the personnel policies and practices as well as starter training geared to individual need? ________ Are there written job descriptions for each Staff position? ________ Are Staff involved in updating their job descriptions? ________

4. Is there continuing in-service training for *all* personnel, including education and enrichment of job possibilities, alternatives, or assignments? ________ Do we have a plan for Staff development? ________ Does it include up-grading of Staff? ________ Are other service agencies, local colleges or vocational schools used for opportunities of training staff? ________ Are Staff encouraged to improve themselves professionally (through courses, workshops, subscriptions, etc.)? ________

5. What is the line of communication between Board and Staff? ________________ Does it function smoothly? ________ Does each really know what the other is doing, what problems exist, etc.? ________

6. Who is responsible for employing the Executive Director? ________________ Do we make the Executive Director an integral part of the Board? ________ Do we acknowledge his/her training, skills, and expert knowledge of the field and make his/her contributions a real part of Board thinking? ________ Is a new Executive Director given an orientation to the organization and the community? ________ By whom? ________________

7. Is the Executive Director responsible for employing other Staff? ________ In recruiting Staff, are efforts made to attract persons of diverse backgrounds, skills, and training, including minority persons? ________ Is there a written Affirmative Action plan being put into effect? ________

8. How do we show appreciation for efforts by Staff? ________________

Staff

1. *Executive Director*—What steps could the Executive Director initiate to improve communication, relationships and mutually supportive action between Staff and program volunteers? ________________ Between Staff and Board? ________________ How are Staff members encouraged to criticize, bring up ideas, try innovative programs and approaches? ________________ Is there an established Staff evaluation procedure or review or work? ________ Is such review based on mutually agreed upon objectives and tasks? ________

2. *Staff*—Do they respect the individuality of each program participant? ________ Are they good role models for youth? ________ Do they take leadership in community affairs that relate to the agency? ________ Do they understand the role and function of the Board in setting goals for the organization? ________ Do they understand their professional role and function in implementing these goals? ________

3. *Program Volunteers*—Are program volunteers given a definite, clear, and useful job assignment related to their ability, experience, and competence? ________ Is there a definite term of assignment? ________ Are program volunteers given a good orientation about the agency? ________ Are they supervised? ________ Are there regular conferences with the Executive Director and Staff to review programs, exchange ideas, discuss ways of working? ________ Are their voices heard? ________ Are they recognized for their efforts? ________ In what ways can volunteer/staff relations be strengthened in the agency? ________________ Are volunteer policies and procedures similar to those of paid Staff? ________ Are records of volunteer hours of service by assignment maintained? ________

The Context

A. Continuing Study of Community Needs

An agency springs up in a community where the need for a special program for youth has been demonstrated. However, once an agency is well-established it is still important for us to be sensitive to the changing needs of our community. Because population shifts and neighborhoods change, what worked five years ago may not be on target for youth in our community today. We must also be sensitive to local political and economic issues and to the effect of national issues on local communities.

The following may give insight into how we get a feeling for these changes in order to modify and strengthen our program.

1. Are we aware of changing patterns in our community?________What have the significant changes been during the past five years (age, educational needs, ethnic background, income, population decrease or increase?)

2. How has our agency related to or responded to these changes?

3. Do we get input from the community?________Through interagency conferences?________ By involving parents?________

4. Does our agency reflect the neighborhood?________Does our Board have representatives of the community on it?________Does our Board feel a sense of responsibility to the community?________

5. How do we communicate with other community people such as city officials, the Department of Education, the Council of Social Agencies, the United Way, local youth-serving agencies, juvenile court and probation officers, neighborhood parent groups, the local Community Action Agency? Others?

6. Through our discussions with community leaders and neighborhood groups, do we get the kind of information we need to help us plan over several years?________Do we know school dropout figures—are they increasing or decreasing?________Can we anticipate enrollment in school for the next several years? ________What do court records tell us about the number of delinquent youth?________ What do probation officers say about the unofficial numbers of runaways, truants, etc.?________

7. Do we constructively use the information gathered in setting and reviewing our goals?________In setting up new and innovative programs for specific age groups, problems, educational needs?________In setting up better lines of communication?________

8. Are there innovative programs being operated or started by schools, other agencies, community action groups?________How does this affect our agency?________

9. Are we aware of local political and economic issues and do we respond to these in our programming?

B. Working with the Community (Community Relations)

Building a broad base of community support is essential to the development and sound operation of an agency. We need the financial support of our neighbors to continue to operate our programs; and we need community program support—feedback from working together—in order to ascertain and then provide the programs which are truly meaningful in our community. One of our most important functions in the community is to serve as an advocate for youth.

Working with community groups involves adjustments made by everyone. It can be time-consuming and frustrating at times, but the accomplishments can be rewarding. We need to ask ourselves whether we can improve our efforts to develop and maintain all types of community support.

1. How effective are our relationships with outside groups (neighborhood associations, school boards, local government officials, other youth agencies, youth councils, mayor's offices, health agencies, counselling agencies, women's rights groups)?

2. What groups can our agency count on for support in the community? Do we have financial and statistical data readily available in the event we are asked for it?

3. Does the Board actively participate in events with other youth organizations?________Service organizations?________Women's groups?________Men's groups?________Does the Staff?________Do we initiate joint programs with other agencies? What cooperative programs are presently in operation?

4. Does the Board actively support and participate in the United Way?________ What has been the relationship between our organization and the United Way? What changes, if any, have there been in that relationship in the past two or three years?

5. What community groups look to this agency for leadership? What specific types of leadership have we provided? ________What can be provided in the future?________

6. Has the organization recently been asked by any other group or agency to undertake a program to meet special community needs?________What was our response?________Would we do it again?________Why?________

7. Do we relate to other agencies in nearby communities on areas of mutual concern?________In what ways?

8. Are written communications (reports, newsletters, etc.) sent to any other organizations or groups to keep them informed of our organization's activities?

9. Do we make our facilities/training sessions/programs available to the community or specific groups?________Do we use community services and facilities (police-community relations programs; visits to courts, detention centers; trips for youth to corporations and health agencies, colleges and vocation training schools) in order to learn about the outside world?________

10. Have we made any new contacts in the community in the past year?

11. In what specific ways do we act as an advocate for youth?

C. Getting the Message Out (Public Relations)

The basic objective of public relations for an agency is not to get just any kind of publicity for our organization, but to establish in the minds of the community a positive image of what we do, how relevant our program is, and how well we serve youth. We must consider our public relations as much within our own organization as in the community. To present and maintain a good public image, everyone connected with our agency should be involved and informed in a coordinated way.

The following questions may help our agency organize and maintain an effective public relations campaign.

Among Ourselves

1. Who has major responsibility for scheduling and carrying out the public relations function? ________ Is there a committee or task force responsible for public relations?________Is it made up of the most knowledgeable and energetic persons available with special talents and skills?________What are these skills? ________

2. Do they have a plan?________Does the plan reflect the agency's goals?________Are major agency activities and special events scheduled on a yearly basis?________How often is the plan revised? ________ Do they have a budget?________

3. Is the Board actively involved in enhancing the agency's image in the community?________

4. Is there orientation for speakers (youth, Staff, volunteers, and Board members) so that they know the agency and its services and can effectively represent it?________Are youth members spokespersons for the agency?________Are they successfully recruiting new youth members?________

5. Are parents and volunteers involved and sold on the organization?________Are they thanked and do they receive public recognition for their efforts?________Do they continue to come back?________Are persons recruited who are new to the agency and whose fresh ideas stimulate innovation?________

In the Community

1. How does the agency make itself known in the community? ________ Does the agency participate in related community affairs?________Does it cooperate with United Way on publicity?________Make agency facilities available to other groups?________Receive public recognition?________Give credit to others in joint program efforts?________

2. How do we know what kind of image the agency has in our community?________ Are Board members sensitive to public reaction and do they relate that to the agency?________Are programs modified by community reaction or do we work harder on our public image? ________

3. Does the agency appear in the newspapers, on TV, radio, in industrial house organs, public service advertising, service clubs' newsletters, etc.?________Does the agency cooperate with other agencies in publicity and fund-raising events?________

4. Are people willing to support us?________Do our contributors increase in numbers and amounts?________Which service clubs support and work with us? ________ Are they aware of our budget needs and specific program costs?________

5. Do we reach an audience outside our immediate neighborhood?________At the County________, State________, Regional________, and National________levels? In what ways? ________ Are these audiences aware of the national goals of the agency?________How do we publicize these goals and carry them through? ________

Youth

A. Providing Programs to Meet the Evolving Challenge to Youth

Youth today have unlimited expectations—new opportunities, new needs, and new pressures. There is pressure from peers, from teachers, and from family. We must be prepared to respond to these pressures and the confusion it produces in each individual youth. Programs are best derived from what youth members want and need; not what *we* want nor what we *think* they want. Staff and Board must be open to creative and innovative programming that will respond to the extraordinary challenge of youth today.

1. What are the steps in our agency's program planning process? ________ Who is involved in this process? ________ What ways have we found to involve the youth, for whom the program is intended, in planning? ________ How have we provided for continuing periodic evaluation of our program based on the goals established in planning? ________ Are youth providing input for program assessment?________Is there clarity about the role of the *program committee* in setting program objectives and using input of Staff and youth, and the *Staff* in implementing these goals through specific programs?________

2. Do we offer broad and varied programs?________Do we use available community resources for enriching programs (courts, police stations, college laboratories, on-the-job training at local businesses)?________How many hours a week are we open to youth?________Is our agency open in the early evening?________

3. Do we have a varied recreational program?________Competitive sports?________How do youth feel about competition? ________ Do we sponsor or participate in competition among other agencies or with school or other community teams?________

4. In what ways does our program support the empowerment of youth as responsible citizens and leaders?________ Have we provided guidelines for advocacy which translate national youth issues into programs related to local communities?________

5. Are there programs that make youth aware of special times of the year (United Nations Week, Martin Luther King's birthday, etc.)?________

6. Do we have any handicapped members?________Do we offer programs specifically geared to their needs?________Are they integrated into general program activities?________

7. Do we plan programs by age groups?________Are there "drop-in" programs?________Are there a variety of programs that keep changing to keep youth interested?________Are summer programs different from winter programs?________Do we make an effort to discover the needs of those who do not attend as well as those who participate?________

8. Do we offer counseling?________Do we identify youth who have special problems and need help?________Do we make referrals?________Do we contact parents and teachers regarding problems or difficulties of individual youth?________Are needs in special areas met (educational deficiencies, drug problems, career programs)?________Do we involve parents?________Are parents briefed?________Have we restudied the lifestyles of the youth?________

9. Do we examine controversial programs?________If parents and youth have expressed a need for a program which the Board feels is inappropriate or too controversial, how is this handled? ________ Do we often experiment, refine, and/or discard aspects of our programs?________

10. Are our programs value-oriented?________Do we try to provide situations where skills are taught and values explored so youth can make their own judgments?________Or do we impose our own values on them?________

B. Increasing Membership and Participation by Youth

An Agency is alive for youth only when youth members are vitally interested in, involved with, and challenged by it. By being an advocate for the rights of youth of all backgrounds and abilities and by providing opportunities for youth to develop self-confidence, awareness, and leadership skills, we can help them to realize their self-worth and their ability to achieve.

The following questions deal with the process by which we attract youth to our agency and help them feel good about themselves.

1. How do we make the community aware that our agency exists? ________

How do we reach out to get new youth members? ________

Has our agency served more youth this year than last?________Is our membership representative of the community?________

2. What types of centers or units did we sponsor last year (main, branch, summer day camp or resident camps, mobile units, extension)?________

Do we have adequate Staff and facilities to deal with the number of youth we serve?________What is the ratio of Staff to daily participating members?________

3. How do we attract teenagers?________Do we have spontaneous rap sessions?________Other activities?________

4. Are youth given opportunities to develop leadership skills and abilities?________Does our agency have a specific youth leadership program?________Do youth receive special training to assume leadership roles?________How are youth involved in decision-making roles? ________

Through planning their own activities on a youth council or committee?________On the Board of Directors?________On Board committees?________Through working with younger youth as teachers, counselors, or assistants?________

5. Do youth serve in wider leadership roles?________On community youth councils?________Attend workshops or conferences sponsored by other organizations?________Work with other community agencies?________Attend Youth Leadership Seminars in the Region?________

6. Do we use the group process among ourselves?________Do we plan what we want to accomplish with active participation from the youth?________Do the youth help plan the budget and/or schedule the calendar of yearly events?________If not, do they know the budget and schedule of upcoming events for the year?________

7. How are guidelines for behavior in the agency developed? ________

Are youth involved?________Who else? ________
How are behavior problems solved? ________
What is the procedure? ________
Are parents brought in?________For what reason might a youth be excluded? ________

Who makes the final decision? ________

8. Do youth pay dues?________How much and why? ________Do they feel a responsibility to the agency?________Do they help to clean up and take care of the building?________

9. How do we keep youth active and interested as they mature? ________

Is there any follow-up on why a youth drops out?________Do we find out why those youth who keep coming are interested?________Why do some youth choose not to participate in the agency? ________

What kinds of programs are we planning to attract those youth not previously participating?________

10. What steps do we take if participation and/or membership is declining? ________

Do we examine population trends?________Begin an outreach program?________Talk with youth who have dropped out?________Take a hard look at our programs?________Examine whether we have adequate leadership for today's needs?________

C. Developing and Maintaining an Excellent Facility

Every agency, whether it be housed in a housing project, an old house, a community room, or a modern building, must reflect the spirit of youth. Our agency should be well-maintained, safe, and attractive. From the inviting entranceway, to the friendly greeting by Staff to youth and guests, to the well-planned spaces and colorful walls, our agency must mirror our positive attitude that youth are important.

The Physical Plant

1. Is the lounge or lobby area attractive, located near the entrance, and not so large that it wastes needed space?________Is there a display or trophy case in the lobby?________

2. Is there adequate space to meet program needs?________Is the space and room arrangement planned for the most effecient use?________Are areas and furniture flexible?________Are the spaces imaginatively laid out?________Are there areas not being used that have potential?________

3. Is equipment (stoves, sinks, drinking fountains, mirrors) designed for use by younger youth as well as by teenagers?________Are walls, kitchen equipment, doors, etc., bright and cheerful?________Do bulletin boards exist in each area?________

4. Do we have sufficient equipment to meet program needs?________Do we teach care and safe use of tools and equipment?________Do we review safety standards for camping programs, swimming pool, etc.?________Are food services inspection standards met?________

5. What are the good and poor features of our facilities in regard to design and equipment? ________
In regard to convenience of space for related and compatible activities? ________

Privacy and convenience of office space? ________
Adequacy of clerical work space? ________
Storage space? ________
Outdoor recreational areas? ________

6. Are state laws, local ordinances, and building codes complied with?________Are posters required by the Occupational Safety and Health Act prominently displayed?________

7. Are fire prevention measures and health department regulations followed, especially in kitchen, rest rooms, and locker rooms?________Are the youth aware of what these regulations are?________Do they help to make sure they are followed?________Are fire drills conducted periodically?________Are exits plainly marked?________Are there any portions of the building which are unused?________Are these potential fire hazards?________Do people check them regularly?________Have we established a relationship with local police and fire officials?________

8. Is the building easy to keep clean?________Are the safety measures adequate (fences, locks, automatic timer for lights)?________Do we have an established plan for regular safety and cleanliness inspections by persons other than those responsible for their maintenance?________

9. When the building is used by other groups, can certain parts be closed off, and others made easily accessible (kitchen, phone, rest rooms)?________Do we encourage building use by other groups?________

10. Are instructions for dealing with accidents, illness and other emergencies, including necessary phone numbers and report forms, readily available?________.

11. Is our building accessible by public transportation?________Is free or inexpensive parking available?________How has our location affected the kinds of programs we offer and the kinds of outside groups using our building? ________

12. Do we have adequate insurance coverage: fire, extended coverage, liability, vandalism? ________

13. Do our vehicles for transporting youth/materials meet codes and do drivers have proper licenses? ________

Funding

1. Were funds for our building raised through a capital funds campaign?________What was the campaign goal? ________
What was the amount raised?________Was a professional fund-raiser employed?________How long ago was the last campaign?________When is the next one anticipated?________

2. Do we rent out any part of our facilities?________To whom? ________Tax exempt organizations?________Commercial enterprises?________Do we require certificates of insurance and "Hold Harmless" agreements when we rent or let?________

3. Does our organization own any other property?________ Was it acquired by purchase or donation? ________What is its current use? ________
Intended use? ________
What is its current tax status? ________

4. Where do we get funds to operate our organization? ________
(Through the United Way, sponsoring organizations or service clubs, industry, foundations, recreation commissions, community centers, auxiliary organizations, individuals, trusts?) SPECIFY ________

Reliable Support Services

A. Making Money Do Its Best (Fundraising and Financial Accounting)

It cannot be stressed enough that fundraising and public relations go hand in hand. Without a good public image, we will not receive financial support from the community. And without operating funds, we cannot maintain our programs.

Fundraising is a necessary tool for programs and action. If all of us, Board, staff and volunteers, believe in what we are doing and in our past accomplishments, we can be bold in asking for money. And unless we ask, it will not be given.

The following questions may help our organization develop and execute an effective fundraising campaign.

1. Do we have a development chairperson?________Was s/he chosen on the basis of ability and willingness to do a demanding job?________Is s/he a strong supporter of our organization?________Is s/he not only enthusiastic but also knowledgeable about our programs in order to be able to sell them?________Is s/he respected in the community?________Knowledgeable about it?________A good organizer?________

2. Is there a development committee?________Are chairperson and members alike willing to make their own financial contribution?________Do they complement each other and add up to a team that can reach into every section of the community?________Do they have innovative ideas for new resources?________Are all fundraising efforts coordinated through this committee?________

3. Is there coordination between the finance committee which draws up and approves the budget, the program committee, and the development committee which raises the funds?________What steps are taken to determine needs for funds and then to develop the budget? ________
Are volunteers, Staff and youth involved in this process?________

4. Who should be responsible for coordinating the Board and Staff on fundraising?________
How is the Board kept informed regarding the financial conditions during the year? ________
How frequently?________Is there a monthly treasurer's report?________

5. Are those Board members who feel they cannot give money used as resources for their time, energy, access to others?________Are they involved in special events?________Are Board members given skills training and orientation in how to raise funds?________Is there a structured plan for asking for individual contributions?________Is there a systematic mail campaign?________

6. Do we plan our fundraising a year in advance (amount of money to be raised quarterly, calendar of events tied into our programs and community schedule, etc.)? ________

7. Has the United Way allocation for our organization increased or decreased in the last three years?________ Do we have a financial growth plan for the next five years?________Do we know the source of our budget not received from United Way?________Does our budget reflect adequate funds for current operating expenses, for expansion, and for fundraising?________

8. Do we use any of the following for sources of funds: Federal programs, (e.g., Law Enforcement Assistance Administration; Comprehensive Employment and Training Act), state programs, foundation grants, sustaining membership campaign, endowment programs, deferred giving, special events, others (if allowed by United Way)? ________

9. Do we know the fundraising restrictions imposed by the United Way?________Is a copy of our agreement with United Way available and understood?________

10. Have we used community organizations as sources of funds: Junior League, P.T.A., service organizations, women's clubs, Kiwanis, Rotary, Altrusa, Zonta, others? ________
Have we made use of the good will our programs have in the community to receive free services, free use of facilities, free materials, etc.? ________

11. Are we aware of and do we use the resources available from national organizations in our fundraising campaign (Resource News, advice for the preparation of brochures and other literature, fundraising manuals and materials, support for membership drives, etc.)? ________

12. Do we coordinate foundation appeals and government grant requests?________

13. Are we appreciative of the efforts of our Board and program volunteers?________Are they personally thanked or given public recognition in our organization's newsletter or at an event?________Do we use awards for service?________

14. How do we increase our supporters? Do we maintain a record of gifts to the organization showing date, amount, donor, type of contribution, and disposition and do we use this information in future fundraising? ________
Do we involve existing supporters through phone or door-to-door contact, through public events, through our speaker's bureau, through localized mailings, through a newsletter, through stories in local papers and on local radio and TV stations? ________

B. Translating Records into Working Knowledge

Records of members, activities, programs, attendance and personnel are so important because the statistics obtained from them are essential both for reference in future program planning and budgeting and for reporting easily and accurately to the United Way, the community planning council and the community at large. However, the statistics tell only part of the study. They should always be supplemented by living testimony from youth, volunteers, and Staff.

It is essential that we know which records to keep and what use to make of them.

1. Do our employee records include sick leave and vacation, accident reports, performance appraisals, exit interview reports, and signed statements of reason for leaving? ________

2. Does Staff report time to program for functional allocation purposes?________

3. Have we checked federal legislative requirements such as the Occupational Safety and Health Act of 1970 to be sure our records are adequate?________Are there state legislative requirements and benefits, such as unemployment compensation or disability, for which we need to keep records?________

4. Is there a stated policy for the selection and storage of permanent records?________Is our filing system safe?________Can files be found quickly and easily?________Does the system allow for expansion to meet the demands of future records?________Is there unnecessary duplication of records?________Is there a plan for discarding material no longer useful?________

5. In what ways are statistical (membership, group attendance, volunteer activity) and other service records kept and used? ____________
Are they considered when developing staffing patterns?________Are they supplemented by interviews?________

6. Do we have a system for collecting and recording data regarding members, non-members, participants, volunteers and programs that enable us to report to fundraising sources and the United Way quickly and efficiently?________

7. In what ways are volunteers and Staff (professional and clerical) educated to understand the need for careful and accurate records? ____________
To use records creatively? ____________

8. Does each youth have a membership card which means he or she has completed the necessary registration procedures and is in good standing with the payment of required dues and fees?________

9. Are registration cards filed for easy access in case of emergency?________Is all necessary information included as well as class, activity participation service records, awards and comments? ________

10. Are daily attendance, daily summaries, activity attendance, drop-in attendance, and weekly activity attendance records, kept?________What other records are kept?____________
Is this data available for the annual report and questionnaire?________

11. Do we keep all records for safekeeping either in a safe deposit box, safe or vault, locked file, general file or other?________Which records do we keep where?____________
____
Are appropriate Officers and Staff bonded?________

C. Policies and Procedures for Smooth Functioning

It is important to have an office system whereby most procedures are automatic. Once lines of communication are established, accurate records kept and personnel matters handled promptly, we will then have the essential office services well organized so that we can concentrate on providing quality programs.

The following questions touch on all phases of the organization and form the backbone upon which the program is supported.

1. Is there general understanding of the operating structure of the organization?________Do we know who is responsible for what?________

2. Is there an established procedure for communication?________What ways have we found to facilitate communication between committees? ____________
____
Between Board and Staff?____________
Between departments or program units?____________
Between program volunteers and Staff? ____________
Is there ease in communication?________What could expedite better communication?____________

3. Do we understand and use the written policies issued by the United Way in preparation for requests for allocation of funds?________

4. Do we file an annual report supplying all requested information?________

5. Are good management principles and techniques used in the total operation of the organization?________
Do we conduct business and maintain financial records in accordance with accounting principles and high ethical standards?________

6. Do we have written procedures for the financial operation of our organization?________Are we using a functional accounting system consistent with *Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations and Audits of Voluntary Health and Welfare Organizations?*________Does the Board discuss the annual audit prepared by a certified public accountant?________Does it take any action based on this information?________

7. Does our organization have on file all minutes of meetings including a record of actions concerning approval of annual budget, major appropriations and dispositions of gifts?________Designated responsibilities and recorded actions of committees and task forces?________

8. What kinds of insurance do we carry? ____________
____________When was our insurance program last reviewed? ____________
By whom and with what professional advice?____________
What actions did we take upon these recommendations?____________
____

9. Do we have a proper and responsible system for handling and filing for withholding taxes and FICA deductions, unemployment insurance, worker's compensation?________

10. Do we have a business arrangement with a lawyer who advises us on questions related to the organization's legal responsibility and tax-exempt status?________Do we keep abreast of and meet other state and municipal legal requirements?________

11. Are there any aspects of our work for which we are using computer services?________Which? ________
Have these made procedures more efficient or more confused?________

Summary

1. As a result of completing this evaluation, what do we now see as the organization's strengths? As its weaknesses?

2. What plans of action are we considering as a result of this experience?

3. What goals had we established for this year prior to this process? What are our goals for the next two to four years?

4. Who is responsible for follow-up?

5. What follow-up or help do we need to enable us to realize maximum gains from this experience?

6. Comments. (Ways in which questions or process could be improved.)

Appendix K

Setting Measurable Objectives

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Setting Measurable Objectives[13]

Objectives are specific, measurable outcomes that enable the board to chart its progress in alleviating the needs of youth.

Because of their lack of ambiguity, objectives can serve as excellent management tools in the planning phases of a program. Later, they will be helpful in the implementation and assessment phases. For example, meeting well-defined objectives can often be the best method of documenting the success of the collaboration in its efforts to serve youth. As such, objectives can be used to support important fund raising efforts and public relations.

There are three categories of objectives. Each category is important and refers to a different aspect of managing a collaboration.

1. *Management Objectives* are generally associated with the timetable for implementing services. For example, the board would determine when staff should be hired, when equipment should be available, the day services should begin, and when reports should be completed. Dates will be set for each of these objectives. Specific examples might be:

a) By September 1, 1980, a coordinator will be hired.

b) By October 1, 1980, the coordinator will have been oriented to the rules and operating procedures of the collaboration.

c) By October 5, 1980, the coordinator will assume full responsibilities for position.

2. *Systems Objectives* refer to changes that are projected to take place in the human service system on the basis of effort by the collaboration. These objectives generally fall into one of three categories:

a) Networking or service integration;

b) Advocacy, such as attempting to secure needed youth legislation at the local or state levels; or

c) Development of new services in the community. A specific example might be: By September 1, 1980, there will be a fully functioning community-wide information, referral, and follow-up service for youth in the community.

Note that management objectives and system objectives are very similar. The only difference is that management objectives refer to projected changes in the collaboration, while system objectives refer to projected changes in the human service system of which the collaboration is but one organization.

3. *Behavioral and Attitudinal Objectives* refer to projected changes that will occur in youth because of the program. These objectives must be closely linked to the needs or problems identified in the needs assessment. Since these objectives are the most important of the three in program planning, a more detailed analysis of them will be presented.

A valid definition of behavioral objectives will contain a description of youth behavior at the end of the program. Behavior should be measurable and realistic in terms of available resources. The following are examples of appropriately worded objectives:

a) By June 30, 1982, the percentage of single, teenage girls from the project who become pregnant will have dropped by 25%.

b) By December 31, 1981, over 50% of the pre-teen children of the working mothers of the community will be attending activities between school closing and early evening.

c) By April 30, 1981, 200 of the teenage participants at the Great Brook Valley Development will demonstrate improved self-esteem, as well as improved coping and communication skills as measured through staff reports.

d) By June 1, 1981, all teenagers in the activity club will have passed a test designed to assess how well they know the functions of their bodies.

e) By December 31, 1981, the local health department will report that the children with major nutritional deficiencies, hygiene problems, or both will have dropped by 10% in the northeast quadrant of the city.

f) By June 30, 1984, 10% of the youth in the low-income sections of the community will be developing or demonstrating some form of interest in the performing arts.

Each of the above examples contains a time deadline, is clearly measurable, and relates to previously identified problems. The only condition not determined by the above examples is how realistic each is. For example, reducing teenage pregnancies by 25% may be too ambitious an undertaking when compared with other programs that have been able to reduce the rate by only a few percentage points. The same might be true for increasing the interests of youth from low-income neighborhoods of the community in the performing arts. Their families may not see the value or need for participation in ballet classes or learning an instrument. If so, 10% may be too high an estimate.

As with the definition of needs, the collaboration should avoid defining behavioral objectives in terms of the provision of services. Program staff are inclined to define behavioral objectives in terms of what they intend to do, not what they hope to accomplish. Note the examples above. None of them makes any reference to the program strategy or method for achieving the outcomes. Yet, the recurring theme of most behavioral objectives in program plans is an emphasis on program activities and services. It is not atypical to see behavioral objectives written as follows:

- By June 30, 1982, 2,000 hours of athletic instruction will have been provided to the youth in the activities club.

- By December 31, 1981, a job skills training program will be presented to 200 youth.

Neither of the above examples is a behavioral objective. They are more closely related to the management objectives discussed previously. The fact that 2,000 hours of instruction have been provided does not indicate that youth have learned a sport. Knowing that a job skills training program has been presented does not help determine if any of the youth got a job because of the training. A better way of expressing the first objective might be: "By June 30, 1982, 50 out of the 60 youth in the athletics class will demonstrate adequate proficiency in one sport."

All three sets of objectives should be agreed upon by the administrators, staff, board members, and youth in the collaboration program. If a consensus can be reached, the remaining phases of program planning will progress more smoothly.

The proper definition of objectives can have several rewards:

- Objectives can serve as a basis for coordiating the activities of diverse program units within a collaboration or in the community.

- They can establish guidelines for more specific planning efforts at the individual program levels.

- They can become a set of criteria for the assessment and evaluation of the program's impact on meeting needs.

- They can be an important part of fund-raising efforts, especially proposal writing.

- They can serve as a motivating force for the staff since staff accomplishments can be assessed in terms of well-defined, measurable objectives.

Appendix L

Developing a Collaborative Plan of Action

An Overview
Sample Activities

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Developing a Collaborative Plan of Action

An Overview

The *Plan of Action* is a written document which describes the various activities which the collaboration will pursue over a period of time, usually one to two years. The plan of action is the outgrowth of the needs assessment and identifies activities and programs on behalf of the target population (status offenders) and on behalf of the agencies themselves. The activities will generally fall into several major areas:

- capacity building
- advocacy and public education
- direct services
- activities to enhance or strengthen the collaboration

Often it is helpful to establish functional committees to assess particular areas (e.g., advocacy, capacity building, etc.) and to make recommendations for specific programs for inclusion in the Plan. Corporate planning sessions which involve the total collaboration in identifying needs, setting goals and objectives is another useful approach.

As the Plan emerges, participating agencies will need to review, discuss, modify, and endorse it, identifying those areas in which they will provide leadership and resources, either individually or collaboratively to insure accountability. It is critical that these commitments be recorded in the Plan, e.g., *X, Y,* and *Z* agencies will organize and operate the "In-school Suspension Program." Agency *A* will organize the "Jail Watch Program" providing training and support services to the volunteers to be recruited from participating agencies. Agencies *D, E, F, G* will plan and operate five "training sessions," utilizing their own resources, resources from participating agencies, and outside resources, e.g., colleges, consultants. Board members from agencies *X, E* and *R* will develop Board Training sessions, utilizing staff and lay volunteers from participating agencies as needed.

Each activity needs to be clearly stated as to its need, how it will fill the need, what is to be accomplished, who is to do what, and when the activities will occur. Any related costs should be identified, as well as an indication as to where the funding will be found, e.g., postage and reproduction costs to be provided as in-kind contributions by *Y* and *Z* agencies.

If funding is secured by the collaboration for direct service programs, it will be necessary to establish procedures for distribution of funds. Following are the procedures developed by one of the NJJPC demonstration collaborations for allocating direct service funds:

- A Review Committee was established to review and make recommendations as to funding of all proposals submitted. Members of this committee included youth and representatives of the Collaboration Board, the juvenile court, law enforcement, and the school district.

- To insure fairness, standardized evaluation forms were utilized by all committee members to rate all proposals.

- *A Request For Proposal* (RFP) Process was utilized. The RFP included the following stipulations:

  1) All proposals had to be collaborative and, therefore, be submitted by two or more voluntary, nonprofit agencies.

  2) The maximum amount of the award was stated in the RFP.

  3) Agencies were required to provide a percentage of matching funds. Match was able to include program staff's time, but not administrative or support staff's time.

  4) Direct Services had to be provided only to status offenders and youth at risk of institutionalization.

- All funded programs had to agree to cooperate with the collaboration's administrative procedures, such as, submission of timely reports, and conducting an evaluation.

Sample Activities for a Plan of Action

(All activities listed below were developed by NJJPC's original demonstration collaborations.)

Capacity Building

- Collaboration Membership Orientation and Training +
- Resources and Services Catalogue +
- Library/Resource Center +
- Training Seminars for Staff and Volunteers + *
- Corporate Planning Workshops*
- Individual Agency Board Awareness Training*
- Grantsmanship Training

Advocacy/Public Education

- Statewide Advocacy Workshops/Conferences +
- Community Forums +
- Speakers Bureau +
- Youth Calendar +
- Community Resource Fair*
- Legislative Monitoring and Action—A Community Alliance*
- Laws and Legislative Projects*
- Youth Awareness Week
- Newsletter

Direct Services

- Project Victory +
- Police/Status Offender Camping Project + **
- Community Resource Coordinator*
- Wilderness Experiences*
- Career Tutoring/Work Experience*
- In-school Suspension Program*
- Family Counseling Project*
- Mural Arts Project*
- Host Home Program*
- Jail Watch—Keeping Watch for Status Offenders Who Get Detained*
- Case Management Among Agencies*

Collaboration Activities

- Individual Sessions with Participating Agencies
- Individual Sessions with Public Sector Leaders +
- Public-Private Meeting +
- Corporate Planning for Subsequent Plan of Action
- Brochure on the Collaboration

+For more detail, see following sample action plan.
*Description of these programs will be found in NJJPC's *Program Models.*

Following is a composite of Action Plans developed and implemented in NJJPC's original demonstration sites. The Action Plan is presented as an example of potential areas of activity which could be conducted by a Collaboration. It is not our intention to suggest that all of the activities described would occur in each community. They are illustrative only. Naturally, each community will need to develop specific action plans tailored to individual community needs and interest. Time frames and budget costs discussed in the following action plans are included as *examples* only.

CONTINUED

1 OF 2

Sample Action Plan

Program Element A—Capacity Building

PART 1—*Collaboration Membership Orientation and Training*

NEED: There is a need for a workshop to define and build commitment to the collaboration effort and deinstitutionalization of status offenders.

PROGRAM DESCRIPTION: A one day workshop dealing with both the concept of collaboration and its impact on status offenders, youth in danger of institutionalization and youth in general. It is felt that a facilitator who is experienced in group process should be utilized for this session.

TARGET AUDIENCE: The Collaboration Membership

TIME FRAME: September

BUDGET:

Room Rental	$ 50.00
Facilitator	100.00
Program Supplies	25.00
Total	$ 175.00 (In-kind)

SPONSORING AGENCIES: Junior League (lead agency) and American Red Cross. The facilitator for this session will be provided as an in-kind service by the Junior League. Room rental and program supplies will be provided as an in-kind contribution by the American Red Cross.

PART 2—*Resources and Services Catalogue*

NEED: There is a need to develop a mechanism to increase the awareness of agency personnel concerning programs and services provided by collaboration agencies.

PROGRAM DESCRIPTION: The collaboration will develop a *Resources and Services Catalogue* listing the programs and services provided by each of the collaboration agencies. It is envisioned that the catalogue will detail the purposes of each agency and hours of operation. The catalogue will also have a reference matrix detailing services by age (e.g., 12–14, 12–16, 14–18, etc.), services provided (e.g.), counseling, health services, employment, etc.), facilities (e.g., swimming pool, gym, auditorium, etc.), camping programs (e.g., resident camps, day camps, troop camps, etc.) and publications provided by each agency.

A resources and services questionnaire will be developed by the Collaboration and mailed to each participating organization. The results will be catalogued, published, and distributed.

TARGET AUDIENCE: Collaboration Agencies, Schools, Referrals Agencies, Youth

TIME FRAME:

Complete Questionnaire Design	October
Mail Questionnaire	November
Collect and Compile Data	January-February
Print and Distribute Catalogue	March

BUDGET:

Duplication and Postage (Resource Questionnaire)	$ 50.00
Printing of Catalogue	75.00
Total	$ 125.00 (In-kind)

SPONSORING AGENCIES: Red Cross (lead agency), Boy Scouts, Girls Club, 4-H, YMCA. Costs for duplication and mailing of the questionnaire will be provided as an in-kind service by the YMCA. 4-H will be responsible for collection and organization of the data and will provide this service as an in-kind contribution. Printing of the catalogue and artwork will be provided by the Boy Scouts as an in-kind service.

PART 3—*Library/Resource Center*

NEED: There is an on-going need for current information of collaboration agencies concerning youth, program ideas, funding sources, youth needs, evaluation tools, training materials, and general reference resources for staffs, volunteers and board members.

PROGRAM DESCRIPTION: The Collaboration will develop a resource center on youth, utilizing as much material as can be acquired from member agencies and their national organizations (where applicable). In addition, a small amount of funds ($300.00) is budgeted to acquire additional materials that cannot be obtained without charge.

TARGET AUDIENCE: Staff, Board Members, Volunteers and Executives of Collaboration Agencies.

TIME FRAME: September — June

BUDGET:

Program Supplies	$ 300.00
Total	$ 300.00

SPONSORING AGENCIES: Boys' Clubs (lead agency), National Council of Jewish Women, HomeMaker Services, Girl Scouts.

Sponsoring agencies will form a committee to identify potential resources. Each agency will be responsible for securing and cataloging selected materials. Sponsoring agencies will be responsible for soliciting donations to cover the budget costs for this program element from private sources.

PART 4—*Training Seminars for Staff and Volunteers*

NEED: An effort in capacity building should include an on-going emphasis of training for both staff and volunteers of collaboration agencies.

PROGRAM DESCRIPTION: A series of *five workshops*, four of which will be based on the needs identified by youth in the Youth Needs Survey (conducted during the previous year). Youth will be involved wherever possible in the actual training. The fifth workshop will be held on grantsmanship training for affiliated agencies of the Collaboration. While the Collaboration will draw on the expertise of its members, some additional consultants/facilitators may be necessary.

TARGET AUDIENCE: Staff and Volunteers of Collaboration Agencies

TIME FRAME:
1) September
2) November
3) January
4) March
5) May

BUDGET:

Room Rental ($50 per session)	$ 250.00
Program Supplies	75.00
Postage	100.00
Duplication of Materials	350.00
Facilitators	150.00
Total	$ 925.00 ($675 direct costs; $250 in-kind)

SPONSORING AGENCIES: Girls Clubs (lead agency), Camp Fire, YMCA, YWCA, Big Brothers/Big Sisters

A registration fee will be charged to cover the direct costs of these workshops.

Each sponsoring agency will be responsible for planning and implementing *one* of the five workshops. The facility/space for each workshop will be provided by each sponsoring agency as an in-kind contribution.

Program Element B—Statewide Advocacy

PART 1—*Statewide Advocacy Workshops*

NEED: There is a need to better educate the *entire state* as to the problems faced by status offenders, the possibilities for collaboration, and the needs for legislative change.

PROGRAM DESCRIPTION: Representatives from the Collaboration, in teams of three, will go to *each* of the counties (10) in the state and hold one day workshops. A major part of the program will be to work with local communities, teaching them how to utilize their influence to make an impact on the decisions of governmental funding bodies.

TARGET AUDIENCE: Representatives from all counties in the state including, but not limited to, the following areas:

- Youth Serving Agencies
- Youth Advocacy Agencies
- Legislators
- City Council Representatives
- Members of All Boards of Supervisors
- Juvenile and Superior Court Judges
- Juvenile Court Probation Officers and Staff School Districts
- Law Enforcement Agencies

TIME PERIOD: September to May

BUDGET:	Travel @ .17 per mile — 2,000 miles	$ 340.00
	Per Diem (3 persons X 10 days)	1,500.00
	Handouts/Announcements	200.00
	Postage	100.00
	Total	$2,140.00*

*A proposal was developed for this program element and funds awarded by a local foundation.

SPONSORING AGENCIES: National Council of Jewish Women (lead agency), Junior League, American Association of University Women (AAUW), National Network affiliate, Big Brothers/Big Sisters, Girl Scouts.

NCJW will be responsible for overall coordination of the program element. Junior League and Big Brothers/Big Sisters will be responsible for contacting all affiliates throughout the state. AAUW and National Network affiliate will be responsible for the development of a training module.

PART 2—*Statewide Conference on Youth*

NEED: In order to modify current status offender statutes, there is a need to develop a coordinated advocacy effort by all counties within the state.

PROGRAM DESCRIPTION: A *two-day educational workshop* for decision makers, whose actions affect the lives of youth, is necessary to create an environment of support for legislative and systematic changes. One day of the workshop will deal with needed legislation. The second day's program will deal with status offender issues and alternative changes that must be developed. While the majority of speakers for the program will be recruited through member agencies at no cost, it may be necessary to have a few speakers that require honorariums.

TARGET AUDIENCE: Representatives from all counties in the state including, but not limited to, the following areas:

Youth Service Agencies
Youth Advocacy Agencies
Legislators
City Council Representatives
Members of the Boards of Supervisors
Juvenile and Superior Court Judges
Juvenile Court Probation Officers and Staff
School Districts
Law Enforcement Agencies

TIME PERIOD: June—to be held after all statewide visits under Part 1 of this Element have been completed.

BUDGET:	Honorariums	$ 270.00
	Room Rental—2 Days @ $50	100.00
	Announcements/Printed Invitations	50.00
	Postage	100.00
	Handouts/Program Material	200.00
	Total	$ 720.00 ($ 620 direct costs; $100 in-kind)

SPONSORING AGENCIES: National Council of Jewish Women (lead agency), Junior League, American Association of University Women (AAUW), National Network affiliate, Big Brothers/Big Sisters, Girl Scouts.

Funding for this element is included in the proposal award mentioned above. AAUW will be responsible for the overall coordination of this program element. Facilities for this conference will be donated by the local university as an in-kind contribution.

Program Element C—Countywide Advocacy

PART 1—*Community Forums*

NEED: There is a need to educate professionals and volunteers to problems faced by youth and their families, and to highlight some of the major concerns in the general community.

PROGRAM DESCRIPTION: Four *community forums* will be held during the next year as an educational package for the community-at-large. Tentative topics for these forums are:

1) Young Women
2) Multi-Problem Families
3) Youth Rights/Parents Rights/Human Rights
4) Youth Forum

It should be noted that the topics are subject to change as issues concerning youth arise during the next year. Speakers and/or panel members will be acquired locally from Collaboration agencies, the juvenile court, the university and other resources.

TARGET AUDIENCE: General population of the county.

TIME PERIOD:
1) October
2) December
3) February
4) April

BUDGET:	Room Rental	$ 200.00
	Total	$ 200.00 (In-kind)

SPONSORING AGENCIES: YMCA (lead agency), Salvation Army, Red Cross, Girls Clubs, Travelers Aid.

Facilities for all forums will be provided by the Red Cross as an in-kind cotribution. The YMCA, Salvation Army, Girls Clubs, and Travelers Aid will each be responsible for planning and implementing *one* of the four forums. The YMCA will be responsible for overall coordination of this program element.

PART 2—*Speaker's Bureau*

NEED: There is a need for spokespersons to articulate the problems and needs of status offenders, the resources of the collaborating agencies, and the activities of the collaboation.

PROGRAM DESCRIPTION: Ten volunteers (youth members, staff and lay volunteers of participating agencies) will be recruited and trained to provide presentations to:

Participating agencies
Professional clubs and organizations
Schools, parent groups
T.V., radio programs
At conferences, workshops
Public-at-large
Legislative hearings
Youth groups

Specific materials and data will be collected and selected for a presentational outline, including:

Status offender demographics
Local procedures for handling status offenders
Court jurisdiction vs. noncourt jurisdiction for status offenders
Agency resources
Collaboration activities
Why, collaboration?

TARGET AUDIENCE: Agencies' Boards, Service Organizations, Parent Groups, School Classes, Youth Groups, Governmental Agencies and School Boards.

TIME FRAME:
Recruitment: September — October
Training: November — December
Program: January — ongoing

BUDGET:	Recruitment Campaign	$ 150.00
	Training of Speakers	100.00
	Brochure for Distribution	200.00
	Total	$ 450.00 (In-kind)

SPONSORING AGENCIES: AFL-CIO, Community Service Dept. (lead agency), Camp Fire, National Council of Jewish Women, Junior League.

National Council of Jewish Women will sponsor a recruitment campaign for volunteer spokespersons for the Speaker's Bureau as an in-kind contribution. Junior League will provide training of volunteers as an in-kind contribution. Printing of the brochure will be done by the AFL-CIO, Community Service Department as an in-kind contribution.

PART 3—*Youth Calendar*

NEED: In the past, there has been a lack of a realistic mechanism that would provide a clearinghouse of upcoming events, training, and educational programs for youth and youth serving agencies.

PROGRAM DESCRIPTION: The Collaboration will provide a *calendar of events* for youth service agencies to be printed each month showing events for the forthcoming two-month time frame. Rather than duplicate the efforts of existing agencies' newsletters, the Collaboration will make this calendar available to media and will mail to interested individuals in the community who request it, but do not receive other newsletters.

TARGET AUDIENCE: Youth Serving Agencies
Funding Bodies
Elected Officials
Concerned Citizens

TIME PERIOD: Monthly (September — August)

BUDGET:

Program Supplies	$ 50.00	
Printing 200 Copies/12 Months	120.00	
Postage	185.00	
Total	$ 355.00	(In-kind)

SPONSORING AGENCIES: Girl Scouts (lead agency), Catholic Charities, YWCA, Settlement House.

Program supplies will be provided by the Settlement House as an in-kind contribution. Printing will be provided by the Girl Scouts as an in-kind contribution. Postage will be provided by the YWCA and Catholic Charities as an in-kind contribution.

Program Element D—Direct Services

PART 1—*Project Victory*

NEED: Truancy among Junior High School youth has been markedly increasing, with many of these youth being referred to the juvenile justice system. Currently, the rate of truancy in the Junior High School is 12% per day. There is a need to reach the truant and potentially truant youth prior to such referral.

PROGRAM DESCRIPTION: Five youth serving agencies will join in a collaborative effort, as a demonstration, to offer preventive services on-site in one Junior High School. Should the program prove successful, it will be duplicated in additional schools. This combined effort will be known as Project VICTORY. Components of the program are as follows:

Boy Scouts will sponsor *Career Exploration* programs for 9th graders. Seminars will be conducted to provide up-to-date facts and information about jobs and careers, such as law enforcement, automobile repair, health occupations, manufacturing, public service, recreation, building trades, aviation, law, communications, business and office management, homemaking and beauty services. For students interested in more extensive exposure in a specific area, field trips and individual meetings will be arranged.

Camp Fire will sponsor a *Self-Improvement Program* for 7th grade girls designed to enhance their self-image. The program will include a series of workshops covering such topics as, skin care, modeling, hair care, care and selection of clothing, disco dance instructions, health care and nutrition.

YMCA will sponsor the development of a *Teen Activities Center* with a focus on leadership development. Objectives include understanding the need for a solid education, developing potential leaders at the Junior High School, enhancing self-awareness of one's environment and developing a group identity. Club members will meet twice a week at the YMCA and participate in a three-day Leadership Retreat.

Boys Clubs will sponsor a *Mural Art Project* for fifteen truants on referral to the court. A volunteer artist will supervise the project, and will work with the youths in discussion of ideas for the design, and in its implementation. Boys Clubs staff will recruit the youths, act as liaison to the court for the referrals, and provide on-going counseling and support. A volunteer will be selected to work with the youths and artist in meeting with school officials and other public officials regarding selection of sites for the mural. Participants will be involved in all aspects of the mural from design to completed mural.

YWCA will sponsor a *Family Planning/Sex Education* program which will be presented once a week for 10 weeks to five ninth grade classes. Course content will include: Anatomy and Physiology of the reproductive system, Pregnancy and Birth, Sex and the Law, Teen Pregnancy, VD, and Religion as a Contemporary Resource.

TARGET AUDIENCE: Truant and potentially truant Junior High School Students

TIME PERIOD: School Year (September–June)

BUDGET: The five sponsoring agencies prepared and submitted a joint proposal for this program element to the United Way.

SPONSORING AGENCIES: YWCA (lead agency), Boys Club, Boy Scouts, Camp Fire, YMCA.

PART 2—*Police/Status Offender Camping Project*

NEED: There is a need to overcome the hostility between young people and police.

PROGRAM DESCRIPTION: A group of deputy sheriffs will join 15 youths—runaways, truants and "juveniles who are on the verge of trouble" for a week of camping in hopes of gaining mutual respect and understanding.

The one week camping retreat will be organized at a local Boy Scout camp for the 15 youths, two full-time deputies and a cadet. The program is designed to give youth a recreational experience they would not otherwise have and to provide a personal, positive contact with policemen in a non-law enforcement situation.

Deputies will serve as camp counselors and will be aided by a senior Boy Scout who will help them conduct camp-craft activities and serve as a positive peer role model for the participants. Participants will be encouraged to learn new skills and pass the requirements for scout badges. Although earning merit badges is not an objective of the program, it could serve as an encouragement toward joining a scout troop. The senior scout will conduct a follow-up program to interest the participants in scouting and other youth activities.

The deputies and participants will be invited to participate with scouts in regular camp activities. Activities will include: swimming, leather craft, riflery, archery, boating, hiking, campfire building.

TARGET AUDIENCE: Fifteen youths referred by the juvenile court.

TIME FRAME: August

BUDGET: Camp Site
Food

SPONSORING AGENCIES: Boy Scouts (lead agency), Sheriff's Office, Juvenile Court.

Program Element E—Public/Private Dialogue

PART 1—*Individual Sessions with Key Public Officials*

NEED: There is a need to develop a better working relationship between voluntary non-profit organizations and public sector agencies.

PROGRAM DESCRIPTION: The collaboration will identify *key* public leaders (elected officials and agency executives) who play an important role in the community vis a vis status offenders and related youth issues.

Representatives of the collaboration will be selected to organize a round of conversations with the key public officials identified.

The purpose of the individual meetings will be to introduce the collaboration, discuss activities of the collaboration and how the public agency may relate to the collaborative effort.

TARGET AUDIENCE: Key public officials in the area of juvenile justice and related issues, e.g., probation, juvenile court judges, schools, social services department, etc.

TIME FRAME: September–March

BUDGET: —0—

SPONSORING AGENCIES: Junior League (lead agency), Big Brothers/Big Sisters, Boys Clubs, Camp fire, National Council of Jewish Women, National Council of Negro Women.

PART 2—*Dialogue Conference for Public Sector Leaders and Collaboration Agency Executives and Board Members*

NEED:	There is a need for public sector leaders, agency executives and board members to discuss the issues of better public/private cooperation and the development of services for status offenders and youth at risk.
PROGRAM DESCRIPTION:	A one-day workshop to serve a three-fold purpose: 1) Reporting on the activities undertaken by the collaboration; 2) Soliciting input from both public sector leaders and agency executives and board members concerning future directions for the collaboration; 3) Establishing a mechanism for linkage between the public and private sectors to enhance cooperative efforts.
TARGET AUDIENCE:	Executives and Board Members of Collaboration Organizations, Public Sector Leaders (Courts, Probation, Schools, United Way)
TIME FRAME:	June
BUDGET:	Room Rental .... $ 50.00 Program Supplies/Announcements .... 100.00 Postage .... 50.00 Total .... $ 200.00 (In-kind)
SPONSORING AGENCIES:	Camp Fire (lead agency), Big Brothers/Big Sisters, Boys Club, Junior League, National Council of Jewish Women, National Council of Negro Women. Room rental will be provided by the Boys Clubs as an in-kind service. Program supplies for this workshop will be provided by the National Council of Negro Women and postage will be provided by Camp Fire. All sponsoring agencies will be involved in the planning and implementation of this program element.

Program Elements	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June
Capacity Building													
Membership orientation and training		●----	----●	X									
Resources and Services Catalogue				●----	----●	●		●----	----●	X			
Library/Resource Center				●——	——	——	——	——	——	——	——	——	——●
Staff & Volunteer Training		●----	----●	X		X		X		X		X	
Advocacy—Statewide													
Statewide Workshops		●----	----●	●——	——	——	——	——	——	——	——	——●	
Statewide Conference													X
Advocacy—Countywide													
Community Forums			●----	----●	X		X		X		X		
Speakers Bureau		●----	----●	●----	----●	●	●	●——	——	——	——	——	——►
Youth Calendar		●----	----●	X	X	X	X	X	X	X	X	X	X
Direct Services													
Project VICTORY		●----	----●	●——	——	——	——	——	——	——	——	——	——●
Camping Project		●----	----● X										
Public/Private													
Individual Agency Sessions		●----	----●	●——	——	——	——	——	——	——●			
Conference										●----	----●		X

Key: ●--------● Planning Period; ●————● On-going implementation; X An Event or Product

Appendix M

Program Evaluation

An Overview
Informative Evaluation Model

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Program Evaluation

An Overview

Early in its life as a formal structure, the Collaboration should consider how it will determine both the effectiveness of its operations as a collaboration and the effectiveness of specific programs and activities that it sponsors or operates. This appendix serves to alert the reader to possible resources to aid the development and implementation of an evaluative process. A total "primer" on evaluation could well be a manual unto itself, thus it is beyond the scope of this appendix.

The term "evaluation" is used by many people, in many contexts, and for many different purposes, so that it is difficult to know exactly what the term means when it is being used. To avoid this confusion, it may be helpful to set the term aside for a moment to consider the primary purpose of evaluation efforts.

The major point to be made is that there are certain essential information gathering procedures in which a Collaboration would be involved. These information gathering procedures focus on the Collaboration process itself, as well as the programs and activities sponsored by the Collaboration or its member agencies.

The purpose of gathering information is to amass and analyze the data needed by key decision makers, to assess the operation, and to determine the accomplishments of programs relative to the programs' objectives.

Analysis of such data enables decisions to be made regarding:

- the efficiency of programs;
- the impact of the programs on the targeted population;
- the impact of the programs on the total community including the Collaboration itself and its member agencies;
- the impact of the program on the overall problem, e.g., juvenile delinquency; and
- the cost-effectiveness of the programs. The "bottom line" is a decision as to whether a program, should be continued, modified, redesigned, or discontinued.

In order to make the desicions noted above, two types of information gathering procedures can be used. They are monitoring and evaluation.

"*Monitoring* compares a project's plans with what actually happened. It entails collecting specific information on events associated with the operation of a project. In general, a monitoring system obtains data on both the project and its activities, allows for the analysis necessary to determine whether activities are acceptable, and provides for feeding back this information to management. Monitoring activities are associated with reporting systems and cost analysis techniques.

"*Evaluation* refers to judging the merit of something by comparing it against some yardstick. Evaluation studies are done to measure the effects of a program or project against the objectives it set out to accomplish and thus aid subsequent decisions about the project's future or structure. In the strictest sense, evaluation studies using systematic methods are designed to verify whether a certain effect occurred and to suggest conclusions about the extent to which this effect can be directly attributed to the project rather than to outside forces."[14]

As noted above, the term "evaluation" is used by program operators to refer either to generic information gathering procedures, to "monitoring" procedures, or to a systematic study of the effects of a program and relating those effects to the program itself. In a strict sense, and in the professional literature, the term "evaluation" refers only to the latter, i.e., a systematic study of a program's effect. One of the first decisions for a Collaboration to make, therefore, is whether it wants to conduct an actual evaluation. However, it is suggested that at a minimum, all collaborative processes and programs should be monitored to insure that they have occurred as planned.

Although a monitoring process can be quite sophisticated and complex, generally monitoring is less costly and requires less skill than an evaluation. Evaluations are usually conducted by a trained and experienced researcher. Agencies that do not have such expertise "in house" will need to locate an "outside" evaluator.

Following is an outline of one approach to evaluation planning, design and implementation known as the *Informative Evaluation Model.*

Informative Evaluation Model: An Overview of the Process[15]

Step 1	Establish a Program-Evaluation Team
Step 2	Clarify Program Goals and Objectives
Step 3	Identify Key Information Users and Decision Makers
Step 4	Identify Information Needs
Step 5	Prioritize Information Need Areas
Step 6	Generate Evaluation Questions
Step 7	Establish Procedures for the Evaluation • The Data Base • The Instrumentation • The Population • The Design • The Analysis
Step 8	Determine Constraints and Resistances to the Operationalizing of the Evaluation Plan
Step 9	Develop Evaluation Schedule and Implement Evaluation Plan
Step 10	Disseminate and/or Use the Information

Step 1: Establishing a Program-Evaluation Team

The first step in the INFORMATIVE EVALUATION MODEL is to establish a Program-Evaluation Team. Unfortunately, this step is not often taken or not taken soon enough because program directors and administrators are unaware that evaluators have skills which are helpful in both the development as well as evaluation of programs. The Program-Evaluation Team should be composed of program administrators, project directors and evaluators. The Team should be formed as early as possible so that it can participate in the development of clear and realistic program goals and objectives.

Step 2: Clarifying Program Goals and Objectives

The first activity of the Program-Evaluation Team is to review the overall goals and objectives of the program. The objectives should be stated clearly and be amenable to measurement. They should also relate directly to the program goals. The Team should review the program procedures and delivery system and any activities which are non-specific should be clarified.

Step 3: Identifying Key Information Users and Decision Makers

Since the purpose of an evaluation is to provide information to people, two things must be accomplished before a successful evaluation can be performed. First, all the relevant people who need information must be identified (Step 3). Second, the kind of information they need must be determined (Step 4).

Careful consideration is given at this point by the Program-Evaluation Team to the identification of key information users and decision-makers, both within and outside the organization who should be included in the process of defining information needs and evaluation questions. The most common key information users and decision-makers are:

- Executive directors
- Organizational administrators
- Project directors
- Program development directors
- Funding representatives
- Teachers, group leaders or facilitators
- Representatives of advisory boards.

These individuals should be encouraged to participate in the process of identifying their information and decision-making needs and assigning priorities to them.

Step 4: Identifying Information Needs

Information needs are general areas of interest. No attempt should be made to become too specific at this time. The purpose of this activity is to list as many need areas as possible. To accomplish this goal, the Program-Evaluation Team brainstorms to generate the information areas and then categorizes them into broad domains.

A few commonly mentioned areas are:

- Program effects
- Cost benefits
- Content of program
- Demographic characteristics of participants

Step 5: Assigning Priorities to Information Need Areas

Establishing priorities among the information need areas generated during the previous activity is the next step in the evaluation process. Priorities need to be set in order to rule out evaluation activities which would provide interesting but unessential information to the program decision-makers. Because of time, financial, and other resource limitations, program evaluations seldom meet everyone's information needs. It is almost impossible for an agency or organization to completely analyze any program or activity within its structure; nor is this necessarily a desirable approach to program evaluation. Thus, setting priorities becomes very important.

Step 6: Generating Evaluation Questions

In this step each person within the Program-Evaluation Team generates specific evaluation questions for the priority areas identified. More questions are normally written for the higher priority areas than for the lower ones. The importance of clearly defined evaluation questions cannot be overstated. The evaluation questions are the determining force behind the direction of the design, development and implementation of the evaluaton. Vague and ambiguous evaluation questions should be avoided at all costs.

The role of the evaluators in this activity is to facilitate the development of evaluation questions which are capable of being measured. Although the evaluation persons may suggest a variety of evaluation questions, it should be the program decision-makers primarily who actually generate the questions for which evaluation data will be needed. By writing the evaluation questions prior to the commencement of the evaluation, confusion and uncertainty about what the evaluation will accomplish is eliminated. Decision-makers know exactly what to expect from the evaluation, and the evaluators know the kinds of information they will have to provide.

Step 7: Establishing Procedures for the Evaluation

Once evaluation questions have been clearly formulated, procedures for answering the questions must be established. Because the development of evaluation procedures can be rather difficult, the role of evaluators, whether internal or external, becomes increasingly important during this step. In most social action programs, administrators and staff do not have the expertise to develop effective evaluation procedures, but often desire and need a working knowledge of the evaluation "system" to be used in evaluating their program. To this end we offer some general information about some frequently encountered evaluation procedures.

The evaluation procedures encompass five major closely related components:

- The Data Base
- The Instrumentation
- The Population
- The Design
- The Analysis

Step 8: Determining Contraints and Resistances to the Evaluation Plan

Every program evaluation operates within a milieu of internal and external resistances and barriers. The degree to which the Program-Evaluation Team anticipates and copes with these constraints will determine the degree to which the evaluation plan can be successfully completed. Typically encountered constraints include: certain individuals within the organization, the amount of financial resources, the timeline in which the evaluation activities must be completed, the inviduals who must perform the evaluation activities, and the materials and facilities which are available. In addition to these potentially controllable variables, the evaluation team must deal with the political arena both within and outside the organization. In general, the evaluation team must be sensitive to the organizational structure and the manner in which it operates.

Step 9: Developing an Evaluation Schedule and Implementing the Evaluation Plan

The Program-Evaluation Team should make every effort to clearly establish the activities which must be engaged in by the evaluators as well as by the program staff. A variety of scheduling procedures are available. In general, a simple but clearly stated scheduling procedure is most desirable. The first step in establishing the schedule of evaluation activities is to list the primary milestones which are to be accomplished and to indicate who will accomplish the activity.

Step 10: Disseminating and/or Using the Information

The ultimate goal of the evaluation is to provide information to the information users. Evaluation questions which were generated before the program began will be of prime interest at this time. Hopefully, most of the evaluation questions will be answered so that the information can be successfully used.

More than likely, only a portion of the questions will be answered to the satisfaction of the information users. Many answers will be qualified and will require additional expertise in order to use the information for making decisions. In addition, further evaluation questions will be generated. These should be addressed by the evaluators if the programs are to be continued.

Footnotes

1. Excerpted from National Commission on Resources for Youth, An Introductory Manual on Youth Participation for Program Administrators (Washington, D.C.: U.S. Department of Health, Education and Welfare, n.d.), pp. 8–9.
2. "What Goes Into a Good Youth Participation Project?" Resources for Youth Volume IV (March 15, 1975), National Commission on Resources for Youth, 36 West 44 Street, New York, New York 10036.
3. Excerpted from National Commission on Resources for Youth, op. cit., p. 35.
4. Developed by the National Office for Social Responsibility, 208 North Washington Street, Alexandria, Virginia 22314. This game was adapted from J.W. Pfeiffer and J.E. Jones (editors) A Handbook of Structured Experiences for Human Relations Training, Volume 3 (San Diego, California: University Associates, 1974), pp.52–56. Used with permission
5. Reprinted from J.W. Pfeiffer and J.E. Jones (editors) The 1976 Annual Handbook for Group Facilitators (San Diego, California: University Associates, 1976), pp. 10–12. Used with permission
6. Reprinted from J.W. Pfeiffer and J.E. Jones (editors) A Handbook of Structured Experiences for Human Relations Training, Volume 1 (San Diego, California: University Associates, 1974). Used with permission
7. For preparation of these documents the NJJPC would like to thank National Office for Social Responsibility, 208 North Washington Street, Alexandria, Virginia 22314.
8. Ibid.
9. Excerpted from Behavior Associates, Final Evaluation Report on the National Juvenile Justice Program Collaboration (New York: National Juvenile Justice Program Collaboration, The National Assembly of National Voluntary Health and Social Welfare Organizations, Inc., 1980).
10. Based on material developed by the Inter-Agency Collaboration Effort, Oakland, California.
11. Adapted from Benjamin Broox McIntyre, "Assessing Community Needs," in Skills for Impact: Voluntary Action in Criminal Justice (New York: The Association of Junior Leagues, Inc., 1977), pp. 63-70.
12. Adapted from Design for Growth: A Process for Club Self Evaluation (New York: Girls Clubs of America, n.d.).
13. Adapted from Alive with Girls, a manual for the administration of a Girls Club (New York: Girls Clubs of America, 1978).
14. Arthur D. Little, Inc. and Center for Action Research, Inc. "Evaluation Issues." (Washington, D.C.: The Office of Juvenile Justice and Delinquency Prevention, 1978), p. 2.
15. Prepared by James C. Petersen and Larry A. Morris, "An Approach to Successful Evaluation Planning, Design and Implementation—The Informative Evaluation." (Tucson, Arizona: Center for Informative Evaluation, 1980).

This manual was funded under grant 78/JS/AX/0070 from the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.

The fact that OJJDP/LEAA furnished financial support for the activities described in this publication does not necessarily indicate concurrence in any of the statements or conclusions contained herein.

The publication of this manual does not necessarily assume concurrence by The National Assembly or its member agencies with any of the statements or conclusions contained herein.

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