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U.S. DEPARTMENT OF LABOR
Bureau of Labor Standards
Youth Programs - 1963

VOLUNTEEN PROGRAM
Duluth, Minnesota

The Mayor's Committee on Youth Employment and Training in cooperation with the Deuluth Council of Jewish Women developed a youth program to "help young people obtain training and experience." The members of the Duluth Council interviewed nearly 5,000 high school students trying to determine what youth felt were the difficulties in finding employment. The results of the survey were publicized in an effort to arouse community interest. The problems which seemed to keep most youngsters from getting jobs were not knowing how to look for a job or how to prepare for an employment interview. Working with the Governor's Advisory Council on Children and Youth, the citizens decided to promote a sound volunteer program-- giving the students of the town a chance to become more aware of the world of work.

The many students interested in the program personally discussed with Council members their reasons for wanting to participate. After this first session, a few changed their minds or were eliminated. The selected participants were then given an extensive orientation program to prepare them for work, either in homes for the aged or at city playgrounds. During the first session the "volunteens" were told what to expect from elderly patients, as well as how to dress for work and how to behave while on the job. The second session included instructions in the correct role of a volunteer worker, and a demonstration on performing duties in the nursing homes. This session was followed by a period when the volunteens took turns practicing their new duties. After one orientation class, the youngsters were taken on a tour of nursing homes and met the patients and some of the professional staff. The volunteens destined for work on one of the city playgrounds had an extra class where they were told about working with children and what to expect from them. Attempts were made to assign playground helpers to areas near their own homes.

The majority of teenagers in this program are girls, but a few boys are working in the nursing homes. The volunteens work a minimum of 8 hours a week; some work as many as 16 hours, including Saturdays. Some of the jobs which they perform are dressing and feeding the patients, combing hair, running errands, reading to them, and trying to free the professional staff to work with the critically ill. On the playgrounds the youngsters organize games, referee, and help the children to learn new activities. The volunteens are always under direct supervision by a professional staff member.

Teenagers in this program come from all parts of the city and from all types of family backgrounds. "We have youngsters from comfortable homes, some from homes where the mother is on welfare, others from the children's homes." Since the participants pay their own bus fares and buy their own lunch, the number of boys and girls from the disadvantaged sections of the city is small. The program sponsors are now at work trying to obtain enough to provide all volunteers with bus tokens and lunch. The program operated originally on

a budget of $50, donated by the Mayor. The money has been used to buy postage, stationery, and shoulder patches. The teenagers sew the shoulder patches on white blouses or shirts so that they are readily identifiable as members of the program.

SAN DIEGO STATE UNIVERSITY 1897

Early in June each year, hundreds of boys and girls start asking employers and employment offices for summer jobs. A city-wide committee was formed in Berkely to plan a program for 14 to 17-year-old boys and girls who because of their youth and inexperience were not likely to get a vacation job. At the first committee meeting, ten years ago, the president of a large industry was asked to serve as chairman. Representation was sought from the employment service, YMCA, the city council and Board of Education, juvenile department of the police, director of city parks, PTA, labor, and other interested persons and organizations.

A budget was drawn up and work projects were planned; problems of workmen's compensation, public liability, union regulations, income tax deductions, work permits, safety regulations, and payment at the end of the program were worked out. By the time school was out in 1952, the program was waiting for the teenagers--financing had been obtained from the city and the Board of Educaton. Later the Public Library offered funds. Newspaper publicity, as well as radio and television, had made the entire community "workreation" conscious. The employment service and the school counselors had agreed to refer youth to the program.

A selection committee personally interviews each applicant and on the basis of these talks the workers are selected. In addition, alternates are chosen to replace those who drop out or are discharged. The participants are selected from all socio-economic levels, including all races and religious groups. The youth report for work under the supervision of regular park department employees or public library foremen. Orientation meetings are held each year for the supervisors to prepare them to work with the teenagers. Members of the Workreation Committee visit work projects during the hours to see the youngsters and discuss any problems with the supervisors.

The youth carry their own lunches, and after working four hours meet for recreation activities. These include lessons in bowling and golf, gymnastics, basketball, a series of field trips, boating excursions, track meet, tennis and other sports. Among the jobs the young people have accomplished: renovation of yacht harvor in city park, path and sea wall repairs, removal of old shrubs and replanting, building of barbecue pits, and retaining walls, clearing park land of old trees, brushing out seven miles of new trails, building a model ranchhouse from wood salvaged from demolition of an old army barracks, building a stone shelter for the use of hikers, watering, staking, tieing, trimming trees. The girls spend the summers working as playground assistants or doing clerical work in the schools or libraries.

The pay for work done in the program is $1.00 an hour. The wages are given at the end of the project. The consensus of employers, participants, and program supporters is that the teenagers learn useful work, become familiar with tools, learn responsibility and working under direction, do a good 4 hours' work for 4 hours' pay. One of the Workreation Committee states that every community can have a program like the successful Berkely one, but four ingredients are necessary: the money to finance it (a selling job); enthusiastic, average teenagers; good project ideas; and (most important) good supervision.

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YOUTH FOR SERVICE
San Francisco, California

A young man of Quaker faith founded Youth for Service with the idea of helping teenage boys of every race, color, and creed from the city of San Francisco. He approached other Quakers for financial aid and in November 1957, the San Francisco Friends Meeting decided to sponsor Saturday volunteer work projects on a trial basis. The participation of the boys, recruited from clubs in neighboring community centers, was so enthusiastic and their pride in accomplishment so evident that the Quakers provided enough money to get the project started.*

This project, originally sponsored by the American Friends Service Committee, was also helped out by a grant from the Rosenberg Foundation. Since 1960, it has been financed by a grant from the Ford Foundation. The present operating budget is $5,000 a month, including the salaries of a ful-time staff of six. Now totally dependent on voluntary contributions, YFS hopes to be able to add two more neighborhood workers. A Board of Directors has been established and YFS is a totally independent project.

Starting with a handful of boys and the experimental work projects, Youth for Service gradually changed gang rumbles into club projects. This was mainly achieved through a weekly "Council Meeting." Representatives of the various jackets clubs of the city of San Francisco, many of whom have fought one another in rumbles, sit down together and discuss their common interests and problems. With the help of a YFS staff member they settle disputes or air gripes that may provoke trouble between clubs or individuals. Teenage tensions in all areas of the city have been eased through the weekly council.

This city-wide youth project also includes neighborhood workers that privode on-the-spot counseling. The workers assigned to neighborhood duty (named Operation Lamppost) have managed to reach many boys who would never come into an office for help. The boys, aged 16 to 21, have been helped with personal and school problems, their families have been visited, and many other services made available through this direct contact. Important too is the employment counselor and the services he gives the programs participants. This element of the program grew out of the work projects and the boys' increased awareness of their need for jobs and a place in the community. This staff member assists and encourages the boys to prepare for their entrance into the highly competitive job market. Youth for Service works with business, industry, and both state education and employment agencies on a program that combines part-time employment with the completion of education requirements.

A stay-in-school campaign is promoted through the council since the dropout rate among the boys is extremely high. "Knocking On the Big Door" began with blue-collar workers being asked to tell about their experiences. Movies were shown to the boys and pictures of high-school graduates were displayed in places that the club members frequented. The girl friends of the boys were encouraged to take part in the campaign and as a suitable climax Miss Golden Year was selected by popular vote of all Youth for Service Members.

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*"Ask Me, Don't Tell Me" is a 22-minute black-and-white film telling the story of the project. It is available from the American Friends Service Committee for a charge of $1 per showing, plus return postage and insurance.

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NEIGHBORHOOD HOUSE
North Richmond, California

North Richmond, a community of 5,000 on the shores of San Francisco Bay, is almost entirely Negro. It has almost no contact with the white cities that surround it. The cultural level is low; prostitution and narcotics pushing are common along the main street. While youth of the community shre the virtues and the faults of young people everywhere, a very large number of these would find it very strange to have a job.

The upgrading project of Neighborhood House was started in 1960 in an effort to make more of the young men employable. None of the participants had ever held a job nor were they readily able to get one. The program is centered around group and individual counseling. As young men register, they are assigned to a group with which they meet once or twice a week. The groups spend much of their time studying problems associated with status, practicing employment interviews, filling out sample applications, and using audio-visual aids in conducting discussions which allow the expression of feelings --often deep-seated ones of hostility, bitterness, and despair.

At the very beginning of this project, an Advisory Committee was selected from representatives of the schools, the employment service, employer groups, and unions. The members of this group help to keep the upgrading project realistically oriented and to achieve whole-hearted community support through publicity.

The participants in this program are recruited in their homes, on the streeets, in poolrooms, or other places. If a boy does not have the emotional energy to meet with the group at 8:30 a.m., a staff member of the House goes to his home, awakens him, and brings him to the meeting. Gradually the boy is brought to perceive a structure of stability, responsibility, and success. Minor assignments are attempted, such as getting a social security card, or registering at the employment office. For many, these are the start of self-confidence; these tasks are the first at which they have ever succeeded.

As the program began to take hold, the boys got haircuts, kept fingernails and clothes cleaner and tidier. Coaching classes were organized in remedial reading and arithmetic. A special room was set aside in Neighborhood House which the boys could consider their own. Civil service examination material was used to test the boys repeatedly. In order to gain work experience, supervised jobs were offered to participants, and Neighborhood House reimbursed employer up to $15 a week for the part-time positions. The employer was asked to provide firm, yet understanding, guidance, and to submit a written evaluation that could be used in counseling sessions. Not all of the employers accepted repayment from the House. Some accepted it at first and later refused, putting the boys on their own payroll.

After the first year other unemployed youth were invited to join a new group. The same upgrading techniques of learning to fill out applications, having interviews, talking with employers, individual counseling, and supervised work experience were started. A new

new tactic was tried--working with the families of the boys, with their wives, or with girl friends. The relationship of the boy to the program was strengthened as the people they lived with gained understanding of the difficulties the boys had both in finding themselves and in getting a job.

SAN DIEGO STATE UNIVERSITY 1897

LOCAL GOVERNMENT AND THE MINORITY GROUPS

"The cities have numerous problems--mass transit, inadequate schools and hospitals and polluted air--that would exist if Negroes had never left the rural South. But the Negroes are the dynamic, unstable element in the cities. If their special needs are not met, there can be no peace and orderly progress for the entire society."

From a New York Times editorial,
December 12, 1965.

"The biggest battle we're fighting today is not in South Viet Nam; the toughest battle is the battle in our cities. If we can spend $25 or $30 billion to put a man on the moon, we ought to be able to spend enough to provide an environment here on earth that will let a man stand on his feet."

From speech: Vice President
Hubert H. Humphrey

Development of Equal Opportunity

While the surge for securing full equality has been going on for over one hundred years, the pace has quickened within the past two decades and heightened the expectations of Negroes and other minority groups in their demands for full civil rights. Four specific developments in the past decade seem worthy of particular mention as possible factors which should be considered.

Population Mobility

"Although the largest cities have generally registered the largest numerical gains, the largest proportional gains have been experienced by medium-sized cities in the 100,000 to 500,000 range. Syracuse, Rochester, New Haven, SAN DIEGO and Fort Wayne all saw Negro populations...double in the past decade."[1] Altogether, approximately 1.5 million Negroes left the South between 1950 and 1960.

In some cities, according to the 1960 Census of Population, one out of every eight inhabitants is Negro in Los Angeles, Buffalo and New Haven; one out of every four is Negro in Philadelphis and Detroit.

1/ Eunice & George Grier, The Impact of Race on Neighborhood in the Metropolitan Setting, Washington, Center for Metropolitan Studies, 1961.

Since that count was taken, the City of Washington, D. C. has seen the increase to the point that over fifty per cent of the population is Negro. In San Diego, one out of every six is a Mexican-American, and one out of every six is a Negro. But there are approximately 15 other visible ethnic groups in San Diego as well.

Population Exodus

While the cities saw millions of the "new city dwellers" move in, there was also a great exodus from these same cities. The 1950-60 decade produced a tremendous out-migration of whites from these cities to the suburbs, some for personal reasons but great numbers of them left in order to get away from the central cities into which were pouring these minorities. This middle-class white structure was thus replaced by one often of lower educational and economic status with accumulating social problems of sub-housing standards, and high population density that require more services of a different nature.

Court Decisions And Other Legal Steps

The U.S. Court decision in 1954-55 on school desegregation culminated the legal trend which had been apparent for 50 years by declaring that "separate educational facilities are inherently unequal." This decision and its implications has since been extended to most facets of civil rights in succeeding court cases although it initially applied only to public education. Many, many subsequent decisions of both state and federal courts have increased the purview of civil rights in public accommodations, housing, employment, and others. Additionally, the Congress has passed several broad-sweeping laws: the Civil Rights Act of 1964, the Voting Rights Bill of 1965; there have been Presidential orders, federal administrative rulings, state statutes, county and municipal ordinances; the Economic Opportunity Act and other related economic matters, have added to the growing concrete list of actions taken by different levels of government. Contrary to

earlier laws which applied only to direct state actions (or local jurisdictions), these recent rulings have enjoined private discrimination whenever "to some significant extent the state in any of its manifestations has been found to have become involved" in private acts of discrimination.[2/]

The New Minority Image

And finally, within this matrix of economic and social change, the old image of the minority, especially that of the Negro, no longer holds true. What is required is a new definition or a new image of the minority. This new minority has surged forth to challenge the denial of equal opportunity in all facets of community involvement. Convinced now that he has on his side the prevailing mood of the law makers through the many court decisions, legislation and public policy changes, Negroes increasingly have taken more direct "nonviolent" means to secure long-denied civil rights immediately and completely. On the other hand, the majority reacts customarily within the framework of "gradualism" and frequently with a sense of shock and panic. Moreover, so often, it appears not so much a question of rights versus denial of rights, as it does a community problem of timing and recognizing the inevitability of change; yet, for the minority there is "no more time", "time has run out." Community tensions mount in direct proportion to which of these two conditions is in fact true or appears to be true. And, therein lies one of the major causes of increased community tensions.

The Inevitability of Social Change

Within the cities, then, regardless of size, there is taking place

2/ Burton Versus Wilmington Parking Authority, 336 U.S. 715, 722.

changes which to some are signs of decadence and should be resisted at all cost, while to others these are coming at too rapid a pace for the necessary adjustments to be effected. For many cities the question is not whether there will or will not be these social and other changes but rather what kind and the magnitude of the change. How the local government approaches these problems will determine to a great degree whether there shall be more tension, more conflict, more flare-ups, or even violence. How shall this transition period be handled? We shall now explore some of the specific problems in our own area which need careful consideration: FOR THE CHANGES ARE INEVITABLE!

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