

DOCUMENT RESUME

ED 143 416

PS 009 207

AUTHOR Heyneman, Stephen P.; And Others
 TITLE Toward Interagency Coordination: FY '76 Federal Research and Development on Adolescence. Fourth Annual Report.
 INSTITUTION George Washington Univ., Washington, D.C. Social Research Group.
 SPON AGENCY Department of Health, Education, and Welfare, Washington, D.C.; Interagency Panel for Research and Development on Adolescence, Washington, D.C.
 PUB DATE Feb 77
 CONTRACT HEW-105-76-1120
 NOTE 251p.; For other Annual Reports, see ED 089 859, ED 107 351, and ED 127 502

EDRS PRICE MF-\$0.83 HC-\$14.05 Plus Postage.
 DESCRIPTORS *Adolescence; Agency Role; Annual Reports; Federal Government; *Federal Programs; Financial Support; Government Role; Interagency Cooperation; *Interagency Coordination; *Program Descriptions; *Research Projects; Tables (Data); Teenagers; Youth
 IDENTIFIERS *Interagency Panel for R and D on Adolescence; Youth Participation

ABSTRACT

This Fourth Annual Report of the Interagency Panel for Research and Development on Adolescence presents an analysis of all of the research on youth (children over 10 years of age) sponsored by the Federal Government in fiscal year (FY) 1976. The report is divided into four chapters. Chapter I summarizes the activities and interests of the Panel over the previous year and includes some of the objectives of the Panel for 1977. Chapter II is a brief review of research and projects in the area of Youth Participation, a special theme of the Panel over the previous year. Chapter III describes patterns of federally-sponsored research on both children and youth and on adolescence alone. Much of this information is presented in tabular form. Chapter IV describes the activities of each of the member agencies which participate on the Panel. Appendices include: a table indicating the level of agency interest for adolescence research and development in FY 77; guidelines on the use of the Panel's information system; the names of the representatives of each agency on the Panel, and a list of all Panel publications. (Author/BD)

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TOWARD INTERAGENCY COORDINATION

FY '76 Federal Research and Development on Adolescence

Fourth Annual Report

The Interagency Panel for Research
And Development on Adolescence

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February 1977

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for Research and Development on Adolescence

Department of Agriculture (USDA)

Department of Commerce, Center for Census Use Studies

Department of Health, Education, and Welfare (DHEW)

Office of the Assistant Secretary for Planning and Evaluation (ASPE)

Office of Human Development (OHD)

Office of Child Development (OCD)

Office of Youth Development (OYD)

Rehabilitation Services Administration (RSA)

National Institute of Mental Health (NIMH)

National Institute of Neurological and Communicative Disorders
and Stroke (NINCDS)

National Institute of Child Health and Human Development (NICHD)

Bureau of Community Health Services (BCHS)

National Institute on Alcohol Abuse and Alcoholism (NIAAA)

National Institute on Drug Abuse (NIDA)

National Center for Education Statistics (NCES)

Office of Education (OE)

National Institute of Education (NIE)

Social and Rehabilitation Service (SRS)

Office for Civil Rights (OCR)

Department of Justice, Law Enforcement Assistance Administration (LEAA)

Department of Labor (DOL)

Office of Management and Budget (OMB)

ACTION

Acknowledgments

This annual report is too complex a document to be written independently. In fact, it is an effort dependent not only upon the authors, but also upon the work of the Federal agency representatives on the Panel, the project directors, and the support staff of typists, messengers, editors, and field research assistants. In the true sense, this is a joint product and must be acknowledged as such.

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INTRODUCTION

The first Interagency Panel was organized in 1972 and was charged with the responsibility of helping to categorize and to coordinate all information on Federally-sponsored research on children. This it continues to do.¹ But in addition, there are now two Panels, a third is contemplated, and the Panels' services have been expanded to include not only information on currently sponsored research, but also information on all findings from recently-completed projects.²

The structure of the two Panels is displayed in Figure 1. The 25 agencies and eight departments which sponsor research on children or youth belong to one or both of the Panels, help to direct the Panels' attention toward subjects of common interest, and use its services. The two Panels, in turn, are administered through the Division of Research and Evaluation in the Office of Child Development; it is that Office which contracts with the Social Research Group at George Washington University for the collection of data in the Panels' information system, its specialized research services, administrative support, and its Annual Reports.

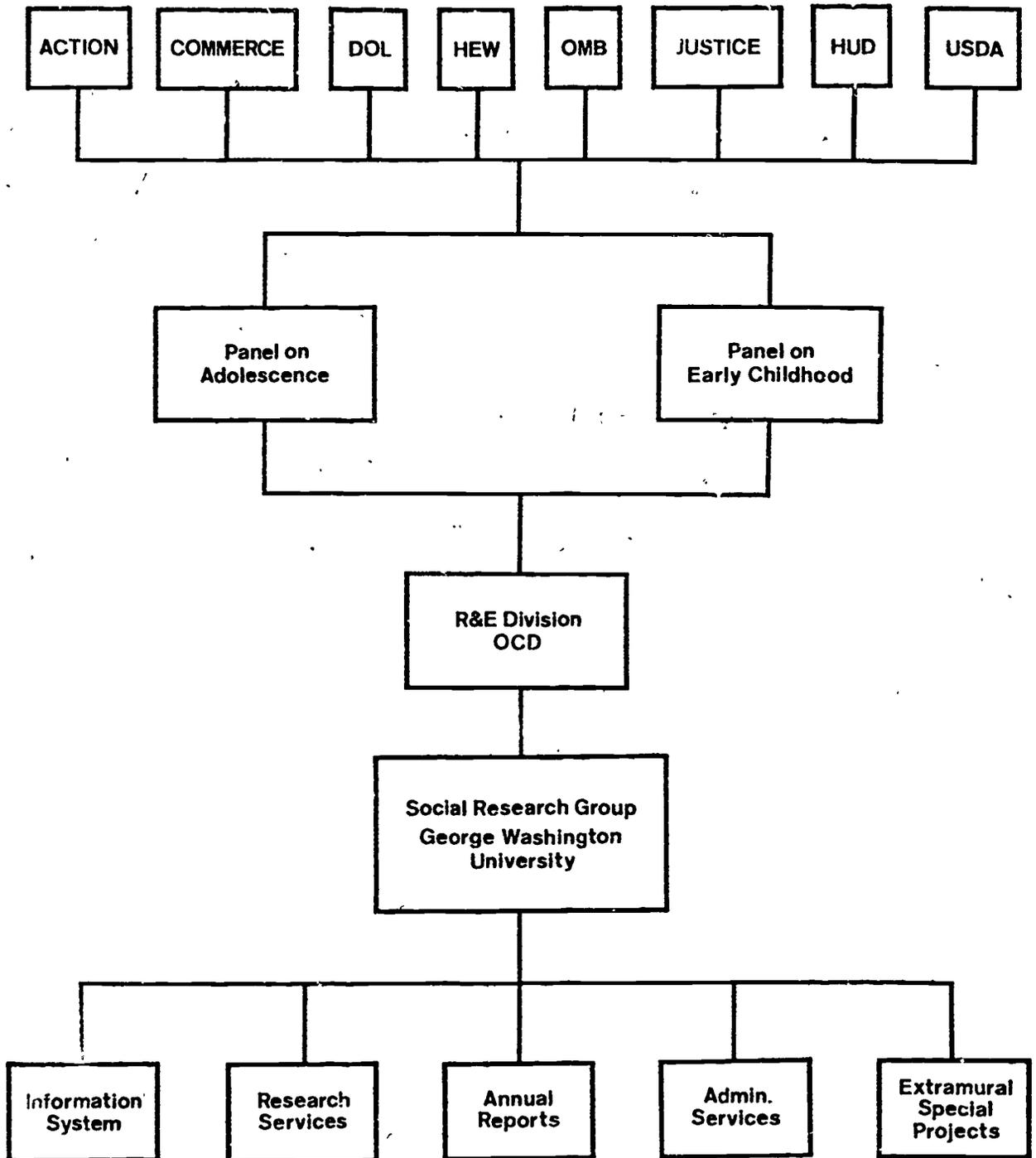
Of all the documents published each year by the Interagency Panels, the Annual Reports are the most fundamental. They perform a rather unique service. The reports annually display the most current activities in Federal research on children and youth; they make it possible to foresee trends across the Federal structure, and to foresee trends for particular agencies within the Federal structure. The reports also present a fairly simple, but accurate guide to all the annual changes in research-mandating legislation and funding policy.

As with preceding reports, the central task of this Fourth Annual Report of the Interagency Panel for Research and Development on Adolescence is to analyze all of the research on youth sponsored by the Federal government in the current fiscal year. With each member agency's endorsement the information is gathered in person by trained field research assistants who go into the agencies, and read, catalogue, and summarize

¹For a brief description of the establishment of the Adolescence Panel see Heyneman (1974:1-3; and 1975:1-3).

²A description of the findings information system can be found in Appendix C.

Figure 1
Organizational Chart of the Interagency Panels



the proposal of every active research project. The task is complex and time consuming, but it is done carefully.

The schema of categorization used by the Panels contains in excess of 700 descriptors on virtually everything having to do with the project: its purpose, methodology, setting, type of funding arrangement, principal investigator, sample, and the name of every test and measure intended for use. Therefore, it must be remembered by the reader of the Annual Report that the figures on display are but a first cut at the data. They are the "marginals," and the potential is always there for more substantive analysis geared to the particular interest of the user, whether in or outside of government.

This report is meant to be useful to Federal agencies in three ways. First, because it portrays the full gamut of research on adolescents, agencies can place themselves within a conceptual structure of related activities. In this way, agencies will find areas of convergence, and the result hopefully will be the creation of a mechanism for cooperation and coordination. Also, by displaying a brief description of their own activities, each individual agency may be able to have itself portrayed in a new and concise format. Finally, these figures can assist agencies to discover the areas where gaps exist, areas which seem to receive little or insufficient attention, and deserve more.

The report is divided into four chapters. The first is a summary of the activities and interests of the Panel over the previous year. It describes the presentations by and to the Panel meetings; it presents a review of each of the Panel's reports and publications; and displays some of the objectives and aspirations of the Panel for 1977.

Chapter II is a brief review of Youth Participation. This subject has been a special theme of the Panel over the previous year and a subject of two reports and a national conference.

Chapter III displays the facts and figures of all Federal research for FY '76. It is divided into two sections: (1) the research on children and youth together, and (2) the research on youth (i.e., over age 10) by themselves. This chapter also includes a discussion of the current usage of tests and measures, research funding arrangements, target groups, and special foci such as education, health, juvenile justice and the like.

The fourth chapter reports facts on each member agency: their legislative mandates, current research, and their projected interests for the upcoming year. Lastly, there is a list of appendices which includes the following: how to use the information system, the names of the representatives of each agency on the Panel, and a list of all Panel publications.

The central theme reported to be on the minds of member agencies in the previous year (1975) was how the nation should raise its young people given the exigencies of an urban, industrial society.³ In this regard, the Panel is not unreflective of the wider public interest. So this last year has been a time of serious introspection, and without embarrassment or apology, a search for insight into various notions of adolescent development. Thus, it gives us much pleasure to report, albeit briefly, on what the Panel has done, and what it has talked about.

³Stephen P. Heyneman and Adelo Harrell, *Transition to Adulthood: Subjects of Research and Development Interest to the Federal Government with Respect to Youth*. Washington, D.C.: Social Research Group, George Washington University, Spring, 1975.

CHAPTER I

Section 1: Publications By and On Behalf of the Panel

A. Sample Description in the Research Literature. In their discussions over the past several years, the Panels have suggested that the definition of concepts, measures, and research procedures should be one level of increased comparability efforts. The more precisely and clearly these aspects of the research process are set forth in reports and publications, the more easily research findings can be interpreted, compared, or replicated. Adequate descriptions of sample groups and information on demographic variables are especially crucial for meaningful generalizing of findings, and for sorting out the contributing influences of background variables. White and Duker (1973) surveyed practices for describing samples of children in psychological journals, and presented evidence that researchers need to provide more accurate and meaningful information about their samples, especially with regard to social class, ethnicity, and neighborhood.

In FY '76, a Panel study (Hertz, Hurt, Mangus & Mann, 1976) was completed which replicated White and Duker's work, using a wider sample of journals and more recent issues. The study went beyond the previous research by examining the frequency with which sample characteristics were specified within various content areas. The Panel's survey covered all of the articles published in the 1974 volumes of 24 selected journals, which met the criteria of having a research sample composed of children and youth (between the prenatal period and 24 years of age). A total of 1,353 articles qualified. Each of the articles was classified by age category and by the following areas of content: (1) physical development (disorders, disease); (2) physical development; (3) cognitive development; (4) socio-emotional development; (5) the family; (6) the broader environment; (7) intervention programs and services; (8) education; (9) health. Each article was scrutinized for information pertaining to 35 sample characteristics.

The frequency with which sample characteristics were reported in these 1,353 articles was found to be similar to those found earlier by White and

Duker. The frequencies differed across content areas, however. Studies on young children more consistently described the age, race, neighborhood, and social class of the individuals in the sample, and the grade-level from which the sample was drawn. Studies on adolescents tended to describe the grade levels of their samples in terms of broad descriptors, such as junior high school, high school, and college.

While for many other descriptors the level of reporting was found to be equivalent in both early childhood and adolescence research, adolescence studies offer more information in three of the categories examined: the sex of the sample, the time of the data gathering, and scores on standardized tests.

The survey on behalf of the Panel indicated that the number of children in the sample was specified in almost all studies, the sex of the children in the sample is specified more often than not, and the age of the children is indicated in about one-third of the articles, as is the grade level. Race and social class were reported in about one-fifth of the articles, whereas the time of data gathering was documented in only about a tenth. Other characteristics, such as ethnicity, language dialect, neighborhood, school, and parental income, occupation and education were rarely described.

Practices for reporting characteristics of samples did vary across the particular styles of research into which the journal articles were classified. Such differences are to be expected, of course. Judgments about the relevance and necessity of reporting particular sample characteristics were guided by prior theoretical and empirical work, and arguments can be made for the inclusion of certain information about the sample in one area of research, but not in another.

Thus, while the Panel's study did not necessarily identify inadequacies in reporting practices, by revealing differences, it did serve to act as a stimulus and guide for reflection on specific practices within particular areas of research.

B. Toward Comparability in Family Research II. Because of the interest in research on the family and the need for comparability, a study of 36 ongoing projects dealing directly with the family was undertaken. This

study had two objectives. One was to assess the degree to which one study could be compared to another, and the second was to disseminate information among projects so as to allow comparability-enhancing modifications.

Three major criteria, recommended by the Panels, were used in the assessment:

- 1) Was there evidence in the proposal that efforts had been made in research design so as to allow for alignment of results with prior studies;
- 2) Was the sample under investigation precisely defined;
- 3) Were the variables defined so that there would be understanding among researchers as to what was being investigated.

The 36 projects on the family were so diverse that they were placed into four sub-groups. They were as follows: (1) child focused studies; (2) parent focused studies; (3) institution focused studies; and (4) those studies dealing with child abuse and neglect. Only in this last category were there a sufficient number of studies for an analysis of comparability. And among these studies there was significant commonality among instruments.

The projects on the family in total used 106 instruments which we could identify. Seventeen of these were used at least in two different projects and one was used in 7 different projects.

In summary, from looking at these 36 family projects, we found that few contained a review of the literature in their proposal; that much improvement needs to be made in terms of sample definition; and that the definition of variables came closest to adequacy in terms of inter-study comparability. But even in this latter category, some improvement is in order.

C. The Frequency and Quality of Measures Utilized in Federally-Sponsored Research on Children and Adolescents. In addition to noting the subject matter of each funded proposal, the Panels' research assistants gathering data from the agencies were requested to note the title of any test or measure mentioned in the proposal. No effort was made to exclude

titles which were developed for use only in one particular project--such as attitudinal questionnaires or tests under construction. Consequently, if it had a "name," it was recorded. A paper, written by myself and Pamela Cope Mintz, attempted to briefly review and analyze this list.¹

The list eventually comprised the titles of 1,570 instruments used in proposals sponsored in FY '75. Some were mentioned by many principal investigators in their proposals; others were mentioned by only one. Some tests were highly respected instruments; others were not. The question we wished to pursue was whether there would be any relationship between an instrument's quality and the frequency with which it was used. For our measures of quality we utilized the numerical ratings published by the UCLA Center for the Study of Test Evaluation. For our measure of usage we counted the number of times an instrument was mentioned in 3,538 research proposals on children or youth which were currently being sponsored by the Federal Government.

There did appear to be a positive relationship between the quality of tests and their frequency of use. But the degree was not equally as strong from one test category to another. A preference for the better-rated instruments was particularly evident with tests of academic achievement. More equivocal results appeared in tests of vocational skills and intelligence, though in certain respects researchers were definitely using the better of those available in these latter two categories.

The anomaly lay in the categories of personality tests, and in tests of reading. Reading tests were quite numerous: 65 titles appeared in the proposals and one out of every ten projects included a test of reading within it. Nevertheless, despite the common interest in gauging reading skills, there appeared to be less relationship with quality than with any other test category. With respect to tests of personality, an additional query had to be raised, for though no coefficient was statistically significant, in most categories of quality there seemed to be a negative relationship with frequency of use. If our data on the Federally-sponsored usage of reading and personality tests were representative of

¹The paper described here has recently been accepted for publication and will appear as follows: "The Frequency and Quality of Tests and Measures Utilized in Federally-Sponsored Research on Children and Adolescents," American Educational Research Journal (Spring, 1977).

research in general, then at the very least they would indicate (particularly in the case of personality tests) that the higher rated indices have no better chance of being utilized than those of poor quality.

Summary and Implications for Policy

These data indicate three things. First, taken as an undifferentiated unit, the better tests in general were used more often. But second, this generalization would be more true of some categories of tests than others. It is more true of achievement batteries, tests of vocational skills and tests of intelligence, in that order. Third, particular problems appeared in the use of tests of reading and of personality. In these latter two categories the higher quality tests were not used more often.

But it was not our point in this paper to suggest that all government-sponsored researchers should be using the same instruments. Nevertheless, the fact that particular areas exist (such as in reading and personality), where higher rated tests are less likely to be used, does imply that special attention needs to be paid when choosing instruments in those areas.

D. The Status of Children 1975. The first half of the 1970's saw rapid change in the condition of children in this country. The Status of Children 1975 was prepared as a brief analysis of the condition of children and their families and the programs designed to benefit them.

The publication is divided into three distinct sections: 1) demographic trends of children and families in the 1970's, 2) children of specific target populations and programs aimed at these groups, and 3) development of indices designed to measure developmental risk (as illustrated by health and educational risk) along with recommendations for service distribution. Included also are appendices which present tabular

data on children from a wide variety of Federal and private sources, and an OMB catalogued listing of Federal projects aimed at the child vis-a-vis the family.

The report drew heavily on the resources of the Social Research Group's Information Retrieval and Analysis System (IRAS), a computer-based system which compiles statistical data on childhood related subjects from Federal, state and private sources. Additional update information was obtained by direct communication with several agencies to provide the latest data available at the time of publication.

Section 2: Presentations to the Panel

Center for Census Use Studies,
Bureau of the Census

Hal Wallach, the Center's Program Manager, made a presentation to the Panel at the meeting on December 16, 1975. He described the work the Center is doing in developing methodologies and technical tools to organize and display census data on children and youth using small geographical areas as the basis of analysis. The Center, he said, is also attempting to use and coordinate existing data collected by State and local authorities and by combining all three sources, eventually to perfect a system of statistical description better than any in existence.

These techniques, employed experimentally in New Haven, Los Angeles, Charlotte, Austin, and Louisville, have been used to locate areas with the most pressing need in terms of child welfare facilities, recreation, police protection, health care, and many other necessary public services. Utilizing a technique of geographical coding by block and computer graphical displays, the Center's work has been used by planners on many levels of government to decide on local priorities in public investment. Furthermore, as Mr. Wallach pointed out, the techniques of combining census and local data sources are meant to be utilized principally by individuals on the municipal or county levels, for their own purposes, to meet the needs of their particular populations of children and youth.

Division of Experimental Operations and Research,
Department of Labor

At the meeting on October 7, 1975, the Chief of the Experimental Operations and Research Division, Thomas M. Bruening, reported on the breadth of youth-related research and development currently under sponsorship of the Manpower Administration (now called the Department of Human Resources), Department of Labor. Mr. Bruening mentioned that its mandating legislation, the Comprehensive Employment Training Act of 1973 (CETA) is specifically concerned with the whole transition between school

and work for all youth. What he described were the services, now known as Manpower Programs, and several current or recently completed projects involving youth research. Some research problems involved in CETA programs were mentioned: the measurement of qualitative differences between experimental and control groups; (2) the evaluation of long-term effects; and (3) how findings should be interpreted when the output measures on experimentals are higher than a control group but not high enough to be statistically significant. Recent youth-related projects have involved the following: (1) a study of youth employment problems in rural areas; (2) a longitudinal study of work experience (originally Neighborhood Youth Corps Programs) with emphasis on development of job-required skills for out-of-school and in-school youth; (3) a modular programmed learning project to test under-achieving 9th graders; (4) a vocational exploration program directed toward in-school youth to test the effectiveness of private U.S. public intervention efforts; and lastly, (5) a long-term Supported Employment project, funded jointly by the Department of Labor, the Ford Foundation, HEW, HUD, LEAA and the Special Action Office for Drug Abuse Prevention. Mr. Bruening ended his presentation by inviting those interested to obtain a copy of the Department of Labor's Manpower Research Project Book which summarizes current and recently completed Labor Department projects.

Office of Youth Development,
Department of Health, Education, and Welfare

Ms. Jeanne L. Weaver, Director of the Division of Youth Activities shared her agency's current research with the Panel at the November 11, 1975 meeting. OYD's concern with runaway youth, she said, is mandated by Title III of the 1974 Juvenile Justice and Delinquency Prevention Act. As instructed by Part B of the act, work is in progress on a one-time national statistical survey whose purpose is to gauge the incidence and explore the causes of runaway youth. The results are intended to be used in a report to Congress. She described other recent projects on runaways such as the completion and distribution of a nationwide study entitled, "The Legal Status of Runaway Children," a report of findings from the

feasibility study implementing the National Runaway Switchboard; and the development of objectives, standards, evaluations, and report forms for runaway youth houses throughout the country. Ms. Weaver noted that youth development and youth participation is an area of special attention.

Other OYD research projects have been seeking definitions of "optimal youth development," evaluating the effects of youth participation, and exploring the motivations of adults and institutions who take part in youth participatory situations. Ms. Weaver mentioned three instruments developed by OYD which could be used by local officials to plan for youth participation: a Community Resources Survey to evaluate how and what kind of services already serve youth, a System Description Instrument to test interorganizational relationships between youth services, and Impact Scales which assess the role of services in decreasing feelings of alienation, negative labeling, juvenile delinquency and the like. Information from these is expected to yield a data bank on about 20,000 individuals. Additional insight on youth participation is anticipated as a result of an analysis of six runaway youth models where youths serve as "outreach workers," as community workers, as counselors, etc. OYD, she told the Panel, has contracted for a two-part manual on youth participation to be used by adults who work in youth development programs. Lastly, Ms. Weaver described two other projects to the Panel: a catalogue of Federal Youth Programs, and an attempt to identify all the main banks of statistical data on youth in order to gauge the potential for cross analysis.

Office of Equal Educational Opportunity,
Office of Education

At the meeting of September 21, 1976, Paul Miller of OEEO discussed the current activities of his agency in the area of school desegregation and adolescence. He said that the Office of Equal Educational Opportunity has the responsibility for the management of the implementation of Title IV of the Civil Rights Act. Working closely with the Office of Civil Rights, OEEO requires that all projects funded comply strictly with Title VI of that act and the Educational Amendments of 1974 and 1976. He cited recent court cases where State Departments of Education became involved in desegregating, along with the local education system.

Dr. Miller described the racially integrating school as a "frontier" in education. It is possible, he said, for his agency to trace the movement of student populations within a city with the aid of a computer system. Agreeing with an NIE analysis, Dr. Miller said that the desegregation problems are: 1) the apparent random policy of desegregation in the North; (2) segregated metropolitan housing patterns in large cities; (3) de jure segregation; (4) resistance to Federal control; (5) questioning of the educational merits of desegregation; and (6) issues of acculturation.

Dr. Miller mentioned that the Emergency School Aid Act (ESAA), contained in the Education Amendments of 1972, 1974, and 1976, legislated that all projects funded within ESAA must have student participation on advisory committees, both in the development and the operation of the project. There are now about 700 such projects in the country, involving \$215 million. Each project must contain an evaluation segment for internal assessment. In addition, 1% of the \$215 million is allocated for external evaluation as required by law.

Office for Maternal and Child Health,
Bureau of Community Health Services

At the meeting of August 24, Dr. Hilary Millar of the Office for Maternal and Child Health presented her recently published monograph entitled, "Approaches to Adolescent Health Care in the 1970's" (Millar, 1976). As background, Dr. Millar explained that the Bureau of Community Health Services had sponsored an interdisciplinary conference in 1973 on Youth, Health, and Social Systems. The purpose of the conference had been to explore the impact of all social systems as they affected adolescent health. Subsequent to the conference, Dr. Millar delivered a paper on the same topic at the first international meeting on the delivery of health services for adolescents. Dr. Millar's monograph is an expansion of that paper. The monograph emphasizes the interdependency of service programs, training programs and research efforts, and also provides basic descriptive information about adolescence health care programs supported by the Federal government.

Dr. Millar stated her hope that people who read the document would realize that an understanding of growth and development in the teenage period should be the core of all provision of services. She noted briefly new programs in BCHS and the agency's special interest in coordinating and strengthening existing programs, many of which were initiated under separate legislation.

Office of the Secretary,
Assistant Secretary for Planning and Evaluation

At the September 16, 1975 meeting, Mr. William Daniels of OS/ASPE described the progress in the studies which had been sponsored by the Interdepartmental Committee on Runaway Youth. The Committee had funded many projects looking at various aspects of running away: the incidence of running away, why and where youth run to, services available to runaways, and policies affecting runaways. Through a probability sample of 2,500 households in Northeast Colorado, as well as a purposive sample of households known to have experienced a runaway during a previous year, more detailed information has been gained on the relationship between running away and other deviant behavior, episodic data, and sociopsychological correlates of runaway behavior. A typology of runaway episodes was developed under the following descriptors: spontaneous, unplanned, deliberate, successful, temporary, good-time, difficult, and long-term escapist, etc. Runaway behavior was found to be associated with many kinds of things, among them were the following: (1) families characterized by higher parental indulgence of deviance, non-nurturant parent-child relationships, and greater negative labeling by parents; (2) schools with less student involvement, lower student occupational expectations, and lower student aspirations for school success; (3) youths having greater commitment to peers with high delinquent behavior, and normative peer pressure toward delinquency. Further studies are in progress to learn more about runaway behavior among minority youth. Mr. Daniels noted that a bibliography and review of the literature, which discusses the problem of defining runaways, will be distributed to the Panel soon.

Career Exploration Program,
Education and Work Group,
National Institute of Education

Ronald Bucknam made a presentation to the Panel at the April 6 meeting on the current activities in NIE's Career Exploration Division. He said that the Division had recently concluded a program known as the Comprehensive Career Education Model (CCEM), a relatively comprehensive in-school plan of career exploration and curriculum packages for professional development of teachers in career education. These materials are available from the Center for Vocational Education at Ohio State University. In addition, he said that one of the major areas in which the Division is involved currently is entitled the Experience-Based Career Education Program (EBCE). This is an experiential program, having four models, all using the community as an on-site educational resource for the provision of academic training. In each, high school level students contract for individually developed programs of study. These innovations are being measured in terms of academic achievement, acquisition of career and occupational information, and support response from students, parents, and employers.

Dr. Bucknam described a series of measurement studies with Ohio State from which a group of handbooks for career education practitioners is being developed. These are generally intended to improve existing programs and some examples are: (1) a handbook to help the local practitioner improve the quality of locally-developed instruments; (2) the development of inexpensive educational audit procedures for accountability purposes; (3) a handbook for the use and collection of qualitative data; and (4) a handbook for the use of alternative modes of program assessment. Other supported research areas involved the following: an expansion and improvement of Donald Super's career maturity index; a study to determine to what degree student characteristics such as social status of the family are predictors of future occupation or career; and a comparison of community colleges with private proprietary institutions with the same kinds of programs. Lastly, Dr. Bucknam referred to NIE's sponsorship of the National Forum on Education and Work, an annual conference whose purpose is to provide an opportunity for people in career and vocational education to meet, exchange information and keep abreast of the field.

Section 3: Special Interagency Efforts

The Coordination of Research Pertaining
to Juvenile Delinquency: National
Institute for Juvenile Justice and
Delinquency Prevention, Law Enforcement
Assistance Agency

At the Panel meetings of June 15th and July 20th, Dr. James Howell, from the NIJJDP, presented a request for the Panel to play a formal role in the coordination of research pertaining to juvenile delinquency. He explained that under the Juvenile Justice and Delinquency Prevention Act of 1974, LEAA was given the responsibility for developing objectives and priorities for all Federal juvenile delinquency programs and activities, implementing policy, and compiling an annual comprehensive plan for programs and services.

A Coordinating Council, consisting of LEAA, NIDA, HEW, HUD, and DOL, was created and as one of its first activities, adopted the following eleven research priorities:

1. a follow-up of careers from delinquency into adulthood;
2. a comparison of offenders in two cities, replicating the Wolfgang cohort study;
3. an investigation of how a cross-section of age cohort progresses from youth into adulthood;
4. an investigation of the link between youth crime and family economic opportunity;
5. a comparison of strategies of juvenile delinquency prevention;
6. special studies on youth violence;
7. an annual compilation of data on youth crime;
8. the relationship between delinquent gangs and youth criminology;
9. a comparative study of juvenile courts;
10. studies on the impacts of differing justice techniques such as diversion and alternatives to incarceration; and

11. special studies of the relationship between hard narcotics and juvenile delinquency.

The first task of the Council would be to survey the member agencies as to the extent of their current research activities in each of these areas. It was in the performance of this task that he suggested the Panel could be of unique assistance since it gathers research information from these agencies as a matter of routine. Furthermore, Dr. Howell mentioned that an additional advantage of Panel participation would be to add a broader perspective on the problem of juvenile delinquency. In response, the Panel agreed to assist the juvenile delinquency task force in any way it could and would await the receipt of a specified request and plan.

The Coordination of Research Pertaining
to Education and Work: DHEW, DOL
and Commerce

At the meetings of July 20, August 24, and October 19, representatives of the Interagency Task Force on Education and Work discussed their plans and priorities, and requested that the Panel act as an information base for its implementation activities. The Interagency Task Force intends to stimulate collaboration among schools, work places, community agencies, families and other institutions in the area of education and work. What was suggested was that the Panel's information system could be used in order to familiarize those involved in the Interagency Initiative with the most current research activity on the impact of work, work training, and work-study on youth development. The Task Force was interested in having reports on the research needs, ongoing programs and state-of-the-art summaries and saw the Panel as being of crucial importance as a source of information.

"The Great Debate": An Interagency
Sponsorship of an Open Discussion
on a Controversial Issue

The subject of Career Education is one on which experienced and reasonable individuals have differed right from its beginning in 1971. The movement has received wide and enthusiastic support from vocational education organizations, service associations (Boys Clubs, Future Farmers of America, etc.), and representatives of the business community (U.S. Chamber of Commerce, National Alliance of Businessmen, etc.). But the enthusiasm has not been universal, and the subject has generated substantial discussion both in and out of government.

Far too frequently, however, experts have talked past each other. They have used conceptual definitions which were at variance; they have fought out issues of contention in fragmented forums; and their points have been lost due to the distance in time between arguments, and the ability to travel and make them.

Both national and local governments have heavily invested their time and energies in establishing Career Education experiments. In the fall of 1976, 54 percent (9,200) of the nation's school districts had a Career Education program of one kind or another (Hoyt Memorandum, September 19, 1976:1); and many of them are considering substantial new investments in the near future. Thus, the NIE suggested that this seemed like an appropriate time for the nation to review what it has learned about the Career Education concept over the last five years by summarizing the more eloquent and forceful of the arguments, pro and con. What the Institute envisioned was a debate among those who had studied the issues carefully, and the publication of a book which would consist of their papers, and a professionally edited presentation of their verbal exchange.

At the meeting of October 19th, Samuel Phillips and Lois-ellin Datta of the National Institute, explained the purposes of the proposed debate and how and when they would like the Panel to participate. The NIE, they said, would be responsible for the identification of the issues to be debated within Career Education, the choice of the advocates representing

various positions, and the final publication of the debate's results. They suggested that the Panel assist in the administration of the debate itself. It was felt that the Panel could help by providing a neutral forum, and it was understood that the Panel would not take a position on any issue, but that the debate itself would be informative to many Agencies and consistent with the Panel's goals. The debate was agreed upon. The issues have now been identified, and NIE is in the process of choosing the most significant. The debate itself should be held in the Spring of 1977.

Section 4: A National Workshop on Adolescence
Research Opinion and National Youth Policy²

A planning initiative is currently underway in the Department of Health, Education, and Welfare by the Office of the Assistant Secretary for Planning and Evaluation (OASPE), to define a long-range role for youth. It is within this context that OASPE and the Interagency Panel sponsored a two day conference entitled "The Workshop on Youth Research." Its purpose was to obtain a first-hand, accurate, and representative feeling about where youth research was intellectually, what it had learned over the past decade, and where it was going. An additional purpose was to receive practical suggestions for appropriate roles which government could play in youth research, other than to simply supply more funds. Specifically, OASPE was interested in ideas for coordinating and developing a "research agenda" for youth with the hope that eventually this research agenda may provide the necessary background information to develop a legislative program for a "National Youth Policy."

Participants who were selected to contribute to the Workshop came primarily from university-affiliated institutes which conduct adolescence research. Invitations were sent to the institute directors. Prior to the workshop, each participant provided a brief description of their institute, and a brief abstract of past and current research efforts. Each was also asked to respond to three preworkshop questions: What did they feel were the two or three most critical issues affecting youth research (other than lack of funds); what were the most important research questions pertaining to their institutes; and, from their perspective, what should be the focus of a research agenda for the Federal government.

Over 60 issues were raised. These included moral development, ego development, youth culture, learning opportunities (educational and developmental),

²The proceedings from this forum were published in a monograph entitled: Adolescence Research Opinion and National Youth Policy: What We Know and What We Don't Know, and was authored by Stephen Heyneman and co-authored with William Daniels of the Office of the Assistant Secretary for Planning and Evaluation.

the definition of "youth", social development, socioemotional changes in and around puberty, coordination of research, dysfunctional fragmentation of social science knowledge, applied versus basic research, and crisis-oriented research, to name only a few.

From these diverse issues, four themes were identified: (1) rights and privileges versus obligations and responsibilities; (2) the role of the school; (3) "normal" youth; and (4) the relationship of the adolescence research community to the various branches of government. A question reflecting a diversity of perspectives was developed for each theme and later presented to the participants for their reactions.

The questions were as follows:

Session I: Rights and Privileges versus Obligations and Responsibilities

Question:

Since its inception, the study of adolescence has generated much reform in the areas of juvenile justice, school codes, and alterations of traditional pedagogy. Recently, however, a youth researcher has argued that non-adult populations should be denied the extension of identical rights and privileges which are held by adults. This scholar has said that: "The social movement in the United States that has as its praiseworthy objective to grant more power to powerless persons has been expanded without reason to include dependent children."

Two questions might emerge from this statement. First, do dependent children deserve rights and privileges identical to those of adults, and if not, then using your own research experience concerning adolescent maturation, what should be the reasoning behind this denial?

Second, what responsibilities and obligations to the state or community would be appropriate to expect of youth in the next decade?

Session II: The Role of the School

Question:

In the past a great emphasis has been placed upon the school as an institution; there have been numerous efforts to alter children's attitudes and life chances by investing time and effort during the time the child spends at school. Recently some scholars have expressed doubts about influencing adolescents through the classroom and its curriculum. How do you and your institute approach this question: How much effort would you place in the school? What do you perceive as institutional alternatives?

Session III: Normal Adolescence

Question:

Recently it has been argued that while the incidence of problems such as abuse, juvenile delinquency or drug addiction are alarming, still the vast majority of young people manage to pass through adolescence into adulthood without becoming one of these statistics. On the other hand, it is argued that there are additional issues (such as problems of anomie or self-concept) which are prevalent among all categories of youth. The question is this: from your experience, and from the experience of your research institute, how can one distinguish and define the problems which normally occur in adolescence from those which do not? Secondly, are there any of these normally occurring problems which might require governmental intervention?

Session IV: The Relationship of the Adolescence Research Community to the Various Branches of Government

Question:

Legislation, research policy, and program directions with respect to young children are all heavily and consistently influenced by the research and development community. Is the same equally true with respect to adolescence? If not, what steps might you suggest as appropriate to amalgamate adolescence research concerns and to communicate them?

The workshop was divided into five hour-and-a-half discussion sessions. Participants were asked to respond verbally to the four written questions above with one session spent on each topic. They had not seen the questions beforehand, nor had they previously prepared verbal statements of any kind. A fifth and concluding session, held without a written question, discussed the role of the Federal government in guiding youth policy. Thus what each of these five sessions required was simply honest and spontaneous reaction. These reactions were recorded on tape and were subsequently typed into raw manuscripts.

The summary had three intentions: First it attempted to interpret and summarize the views of the participants. Second, it hoped to clarify specific issues on which there was agreement and disagreement. And lastly, it tried to separate these two categories of issues and to contemplate their implications for a policy on youth. This was no small undertaking, for each discussion evolved its own format. Some sessions were tightly organized. In others, dialogue was allowed to float freely over new

issues or over past topics, depending upon the mood. Some sessions were marked by fatigue on the part of the participants; other sessions were characterized by genuine insight. This variance was normal, and was to be expected. But whichever form the discussion took, we put together the opinions as we heard them, and tried to present them and our conclusions simply and concisely.

WHAT WE KNOW AND WHAT WE DON'T KNOW

This section heading is a misnomer, for it is often true that to confirm the fact that we do not know something is to state a new fact that we know. In our opinion, to find out, and to admit that there is something "we don't know" is just as important a goal as to find out and to reach agreement on what we do know. So we have no apologies for the subjects on which we have no agreement and the questions for which we have no answers.

With Respect to Rights and Privileges vs. Obligations and Responsibilities

There was unanimity that healthy adolescence development should contain both elements, that these elements should be balanced, and that this balance was highly specific with respect to age, competence and community norms.

To be considered a community, whether it be family or nation, there have to be some basic, agreed-upon tenets. If there are none, then the community will cease to function as a community.

We do not know whether age or competence is the more accurate criterion for granting privileges or responsibilities. Nor do we know if competence is a function of getting older, or whether the community has to provide these experiences before a competency can develop. For example, we do not yet know whether adults derive their sense of responsibility from having had the power to make decisions for themselves as youths, or whether adult responsibility results from watching responsible adults from within non-decision-making roles as youths. The difference is crucial, and the lack of consensus on this issue is one example of something we don't know becoming in itself, something we do.

This dilemma is not likely to be solved, for clearly there is no simple answer. Young people need to experience making decisions for themselves, but young people also need social constraints. What we do know is that they need both. What we don't know is in what balance, and for whom. These are questions which the research community can help elucidate by virtue of studying precedent, but questions which the community needs to decide by virtue of philosophy.

With Respect to Normal Adolescence

An understanding was reached that most adolescents develop in ways that are not deviant, however one defines the term deviant. Most adolescents reach adulthood without having entered the juvenile justice system, without having run-away from home, and without having psychological trauma sufficiently serious to be defined as "mentally at risk."

There was a unanimous concern for normal adolescents, who they are and how they develop. And there was a genuine feeling that as a topic, adolescence has been subjected to pronounced amounts of mythology, to misrepresentation and to social prejudice; that many of these myths look upon adolescence as a period of universal "storm, stress, and alienation;" and that the perpetration of these myths has been exacerbated by local and Federal government agencies.

Thus we know that despite current waves of fear, about drugs, violence sex, non-employment, anomie or parental conflict, normal incidence is not as bad as what is feared. The need for an intelligent and balanced perspective was so pronounced on this particular issue, that we believe the subject deserves to be thought out clearly, and perhaps youth development strategies retooled accordingly.

However, to decide precisely what behavior is normal, and precisely what behavior is deviant is not easy, and the truth is that there is no simple formula for us to follow. Public opinion may differ from research opinion, and research opinion may differ from advocate opinion. The exact point at which a given act ceases to be within the range of normal and permissible, and at which it enters the deviant arena and therefore becomes unpermissible, is not a subject of consensus.

But from the discussion at this workshop we do know this much, that there are certain problems of adolescence which are normal problems and which should not be considered deviant. For example, the problems of being "in preparation" for adulthood are normal. These can include financial dependence and distance from a structure of power. Furthermore, the value of knowing that these and other problems occur normally, precludes the need to eliminate them through intervention efforts, and saves those efforts for adolescence problems more amenable to amelioration.

With Respect to the Influence of the School

From these discussions it became evident that schools, as diverse as they may be, do expose young people to the norms of work and authority. These characteristics may be in quantities which are overabundant, or insufficient, depending upon the example and upon one's personal credo. Furthermore, it is evident that schools serve both manifest and latent functions, but that for many populations and particularly middle class populations (regardless of ethnic background) the school performs surprisingly well. This opinion, it was felt, was much in contrast to popular ideology.

With Respect to Youth Policy and the Role of the Federal Government

Individuals held strong views on these issues, but there were four areas of convergence: the need to understand adolescence better and therefore the need to see it in relation to other stages of life and to give special attention to it; the prevalence of popular myths about adolescence which deserve to be exposed as such; the belief that diversity and pluralism are not only abundant, but laudable; and finally, that a more creative role that government can play is one of "facilitator" for intelligent debate.

Final Notes on Who Comes Under a Youth Policy, the Proactive Research Style, and Two Themes for a National Research Agenda

After thinking over the exchanges at this Workshop three brief additional notes were presented which related to policy. One concerned how a community might decide who comes under a youth policy. The second suggested a modest reform to publicly supported research. The third advanced two specific themes which should be included in a future research agenda.

1. Who Comes Under a Youth Policy: Conflicting Criteria for Defining Adulthood. Since the environment of each age group is different, some suggest that adolescent rights and obligations should be allocated on the basis of age categories, with each year implying an increment of some kind. On the other hand, age differences may be significant for one behavior or activity, and not for another. Deciding which individual is more responsible is complex, the concept of responsibility ranging over the following: finances, information, judgment, and impulse control. So others suggest that we allocate rights and obligations not on the basis of age, but on the basis of competency at handling these responsibilities. Nevertheless, the depth of this complexity can be illustrated if we remind ourselves that there are many "adults" who are not responsible in any of these categories of competence.

But as one participant put it, a "competency" cannot be scientifically determined, almost any kind of job can be done in some other way, and competencies achieved by some other method. Policy requires a uniform criterion, fair to everybody, and not subject to vast ranges of interpretation. So in allocating responsibility, communities are faced with a dilemma; the definition and measurement of competencies is inadequate for their use in policy, but more uniform criteria, such as age, are inadequate in scientific terms.

In deciding for whom a policy should apply, perhaps we should defer to utilizing obvious demarcations, such as legal age parameters. For however inadequate other age categories may be for explaining the activities of a given individual, the fact is that all individuals live under the rule of law, and for example, those under a given age are not allowed to legally make certain decisions independent of adult sponsorship. So in the future,

when gearing social policy to "dependent" children, legal age can be useful for defining what we mean by dependent, for it has legal behavioral implications which are, in point of fact, universal.

2. Proactive Research. Current publicly-sponsored research on adolescence contains inherent partialities resulting from its processes of sponsorship. Popular pressure builds up to "solve" whatever is currently perceived as a crisis; legislation is sponsored which mandates one or another branch of the administration to discover the problem's prevalence, causes, and solutions; and subsequently funds may or may not be allocated to it. Funding will frequently depend upon the perceived level of crisis, and this can create pressure on the responsible research branch to magnify its prevalence. This process has occurred with respect to problems of runaways, drug use, adolescent pregnancies, school dropouts and teenage unemployment, all independent from each other. From this process emerge three effects. First, the amount and nature of the research sponsored is partial to deviant behavior. Second, this process hinders the search for common causes while it divides problems according to short-term pressure and administrative organization. Third, this style elicits duplication of effort, divides support (e.g.: drug use vs. runaway behavior as the most pressing problem), and therefore wastes resources.

Instead, consideration should be given to conducting research "proactively," rather than maintaining this traditional process of "reactive research." Proactive research might do things differently in two ways: it would attempt to systematically investigate the linkages among problem behaviors; and secondly, at the same time it would investigate the linkages among normal behaviors. A proactive approach would not ignore valid and significant differences in behavior (not all runaways are drug users or vice versa), and simplistically assume single causes for diverse phenomena. What proactive research would do, however, is to investigate whether common causes and common solutions do exist; it would spend a reasonable amount of energy investigating why and how young people are socialized into becoming healthy adults. Simply put, proactive research would attempt to understand the processes of adolescence, attempt to help the socialization to adulthood however possible, and most importantly, it would attempt to take steps ultimately to prevent problems over the next

decade, which through traditional reactive research planning, wouldn't have been anticipated.

3. A Research Agenda for the Future. One purpose of this Workshop was to help generate a future direction for youth research. But several elements which were introduced at the Workshop should be mentioned by way of an introduction. First, a research agenda should never pursue an idea in which there is no genuine question. Admittedly, no research or researcher is separable from personal preconception and precommitment. Nevertheless, a research agenda should not be organized around a theme to which all participants know the answer, nor should that theme contain the simple purpose of generating proof.

Second, a research agenda should be specific enough theoretically so that it has intellectual cohesiveness. But no theme should be so specific that it is destroyed by disputed elements, or so microscopic so as not to engage a variety of participants, i.e.: so as not to "carry it to port." For example, the change in mean age of puberty should not be a theme for a research agenda on youth. That theme would fail, not for lack of a clear research problem, but for the lack of genuine and diverse participation.

Third, one of the functions of any government-sponsored research agenda should be to raise the quality of the public debate. This is not to imply that only through the government can discussion be intelligent. Clearly that is not the case. What this implies is that for the most part, the debates over important themes in youth research are diffuse, are spread throughout academic journals and conferences, widely separated by time and by the financial ability to travel.

This could be overcome by government. One function of any research agenda should be to sponsor public forums, or "science courts" for very specific issues in adolescence research. Through debate, where sides genuinely differ, a research agenda can come to some valid conclusions, and program policy can benefit by recommendations which are carefully constructed.

Themes for a Research Agenda

From this Workshop, two themes seemed to emerge which met the criteria for a viable research agenda; one had to do with rights and obligations, the second had to do with the notion of community. Both issues are real, and tap the commitments of a multitude of researchers, professionals, politicians, and the public. Both contain genuine questions and are not issues which need supporting evidence in order to justify a new idea for a program. Both contain elements which would be subject to substantive debate, which lend themselves to public attention, and which deserve to be elevated and facilitated by government.

1. Which Rights, Which Obligations, and When. This theme is eternal, but the fact that it would be unreasonable to expect a simple answer does not in any way deny the need for answers to elements within it. We illustrated this by giving two examples.

a. We know for a fact that even in the most compromising of "inner-city" milieus, the majority of adolescents in school are not "terrorists". Furthermore, we also know that social disruptions in a classroom can come to be tolerated to such a point that those who wish to learn cannot. Whenever these two assumptions pertain, then the question to be raised by society is when and under what circumstances the minority should be confronted with their social obligations (even if it implies classroom exclusion), so that the rights of the majority to learn can be protected.

b. An adult woman now has the right of control over her own body, and pregnancies can be terminated under specified conditions. On the other hand, despite the general diffusion of control devices, the rate of adolescent pregnancies has increased dramatically. The question is this: does the teenage pregnant woman have the same rights as an adult pregnant woman? Whether the answer to this is yes or no, there is a second question, does an adolescent have the right to family planning irrespective of parental opinion?

Under the broad theme of rights and obligations would fall many other issues discussed at this Workshop: how to define deviancy; whether to treat adolescence differently from youth; if it is more meaningful to

allocate responsibility by virtue of having reached a "stage," by having demonstrated a particular competence, or by virtue of attaining a certain age. Within this discussion too lies the ultimate question to be faced: whether society should give kids power, or whether society should not give kids power, and under what circumstances; whether and under what circumstances society should provide kids with more privileges, and whether and under what circumstances society should make more demands upon them.

2. Notion of Community. Community is a much-used word. It has appeared in education ("community-controlled"), in the planning of Model Cities (elected representatives of the "community"), and in criteria for public agencies serving status offenders ("community-based"). Nevertheless, though the use of the word has implied that these organizations contained basic agreed-upon tenets, those tenets have not always been clear, and on occasion did not exist.

We know that a sense of "community" does exist, but that it may not be geographical. Its most fundamental element is kinship. But there are also more aggregate elements to a successful sense of community. These might be represented by religious, ethnic or political identifications, and sometimes even by organizations to rid groups of particular problems (Alcoholics Anonymous, Weight Watchers, etc.). The common element is that successful individuals are transcended by a social more, and do not permit themselves to act as individuals in isolation from the expectations of those whom they respect. This is the notion of community. It has been found to be useful for understanding why some children perform better in school, why some kids don't commit crimes, and why some families stay together. It touches much of the research on education, juvenile delinquency, occupational attainment, and youth participation. We think it is time to explore it, collate as much information as we can about it, and come to a better understanding of how it works in families and how it works in larger groups.

There may be other themes to be derived from other workshops. But these two are not inconsiderable undertakings. They do not necessarily imply massive amounts of new research or program support. What they do imply is a new coordination of existing ideas and arguments. At the commencement of the workshop we pointedly asked the participants what the

role for the Federal government might be, other than to provide more monetary support. In short, this was their answer.

Section 5: Panel Outreach Efforts: A
Workshop on Research and Policy
Needs with the State of Texas

Background

The Interagency Panels have sponsored many activities to explore and classify important questions of policy which can be addressed by their member agencies. The Panels have concentrated particular attention on research issues pertaining to youth participation (in the case of the Adolescence Panel) and the ecology of childhood (in the case of the Early Childhood Panel). As an aid in identifying and defining current social problems and research needs, the Panels have sought increased interaction with groups of "consumers" of research information from across the nation. Consumers of research findings comprise a heterogeneous group of individuals and institutions, and include the following categories: researchers, practitioners in such fields as physical and mental health, welfare, and education; administrators, legislators, and decision and policy makers at the national, state, and local levels; and parents, as well as others.

The Workshop on Research and Policy Needs was the Panels' first effort to meet with consumers other than researchers and practitioners. The consumer group which participated in the two-day discussion with Panel members and other interested individuals from the Federal agencies was the State of Texas, represented by ten individuals from the Youth Services and the Early Childhood Development Divisions of the Texas Department of Community Affairs, the Texas Department of Health Resources, the Texas Department of Public Welfare, the Texas Youth Council, the Texas Legislative Budget Board, the Texas Office of State/Federal Relations, Child, Inc. (Austin, Texas), and the University of Texas at Austin.

Prior to the workshop, copies of the two Panel reports entitled "Matrix of Issues Relating to Ecological Studies of the Child" and "A Subcommittee Discussion of Youth Participation: The Interagency Panel's Subject Focus in its Effort to Increase Research Comparability" were distributed to the Texas participants. They examined these matrices of research issues and in turn developed their own compendium of research

and policy needs. Their document, entitled "Texas Research Issues," contributed the sets of issues and questions which were used as the foci of the workshop discussions.

Organization of the Conference

The workshop was held on May 6th and 7th, 1976. The participants were welcomed at the opening morning session by Dr. Edith H. Grotberg, Chairperson of the Interagency Panels, who reviewed the history of the Panels, and explained the Panels' continuing efforts to coordinate research on children and youth. During the remainder of the morning session, the participants from Texas provided background information on their state agencies and institutions, and identified some of their major needs for research information.

During the afternoon the participants divided into three discussion groups, organized around different sets of issues: (1) early childhood conditions and early intervention/later outcomes, in the context of the family; (2) community-based services for delinquent youth/school truancy; (3) educational questions relating to reading and classroom conditions/handicapping conditions and the effective use of educational resources. The participants reassembled in a plenary session the next morning, at which time reports on the group discussion were presented, and final comments and recommendations were made.

Summary of Recommendations

Three general recommendations for future Panel actions were made in the closing session, and are presented below:

1. The Interagency Panels will examine researchable issues identified by the Texas administration and researchers, in order to determine how they fit into the Panels' matrices on youth participation and ecological research, and to identify the particular Federal agencies which can address the different areas.
2. As a way of meeting the information needs identified by the Texas agencies, syntheses of ongoing research in several areas will be prepared. The three areas selected are infant mortality, delinquency and handicapping conditions.

3. Contacts between the Panels and the Texas State agencies will be strengthened in order to provide a more effective and continuous exchange of information about agency research activities, priorities and plans.

These three activities have been initiated and will be carried out over both the short and long term. The first two can be accomplished in the immediate future, and the third will be pursued on a continuous basis.

CHAPTER II

YOUTH PARTICIPATION: A SPECIAL THEME OF THE PANEL

In pursuing the goal of encouraging Interagency coordination and research comparability, the Panel considered a half-dozen research themes. In its estimation, each was intellectually cohesive and yet sufficiently broad to insure the involvement of all its member agencies. After debating those which dealt with issues such as "violence" or "normal adolescence," the Panel chose to focus special attention upon Youth Participation, and decided to spend some time exploring four of its facets: its definitions, assumptions, practices and hypothesized effects.

Consequently, discussions of how youth can, should, and do "participate" have been conducted at the last 12 meetings and at four sub-committee meetings. The dialogue has benefited by considering the opinions on the part of many agencies who have long experience in youth participation issues (including NIE, NIMH, ASPE, and OYD) and two non-government experts: Timothy Brennan from the Behavioral Research and Evaluation Corporation in Boulder, Colorado, and Donald Thomas from the School of Education at American University.

Theoretical ideas and factual information were adapted from each of these sources as the Panel slowly developed its own "framework" or "matrix" which it could use to coordinate all the discussions about the subject in all the agencies. This document ultimately contained a definition of Youth Participation and described three distinct ways in which it exists, a rationale for sponsoring it as an intervention effort, and a scheme into which issues and research questions about it could be classified.

One point of divergence in the styles of youth participation centered around the amount of control and the number of options which non-adults should have or should not have, and under what circumstances. These differing rationales for differing modes of youth participation were addressed specifically at the Panel-sponsored Youth Participation forum on November 22 and 23. Furthermore, the Panel has already made progress in categorizing the most salient areas of youth participation research. This categorization

¹The document was written by Stephen Heyneman and Donald Thomas and entitled: A Generalized Matrix for Research on Youth Participation, Social Research Group, George Washington University, Washington, D.C., January, 1977.

used a matrix of issues which included the school, the family, the work place, and health care and other community institutions. So important have these discussions been that the Panel's final presentation of the modes of youth participation styles and the matrix of youth participation research issues are presented here.

Modes of Youth Participation

Whenever youth act, or participate, they can do so in any of three ways. These modes, or styles of participation have existed to one degree or another in both theory and practice since the beginning of the century, and have been contemplated as ingredients of youth policy in many countries.

1. Youth Controlled Mode

When youth make all the decisions for themselves, control their own institution and run its affairs without adult leadership or sponsorship, this is youth participation in the extreme. It must be initiated by youth themselves and must remain independent of adults or other institutions in the community. Examples are rare, but when they do occur, when youth can be found controlling their own institution entirely independent of adults, their decisions have determined the direction to their lives, and consequently have led to either beneficial or to destructive consequences in sometimes radical form. On the one hand, youth-controlled activity has led to gang actions in which non-members have been terrorized. But on the other hand, as in the case of the youth group meeting on Mt. Hoche Meissner in Germany in 1910, it has led to a revitalized spirit and a profound sense of dedication to mankind.²

2. Adult Required Mode

In families, one frequently can find that participation on the part of youth is required, without their having a choice, and on occasion,

² Gisela Konopka and Diane Hedin, "Restive Youth Here and Abroad," Paper presented to the Annual Meeting of the American Orthopsychiatric Association (March, 1969), p.5; See also: Walter Laqueur, "The Uses of History: Hippies and the New Left of Yesteryear," Current, 93 (March, 1968).