

# OVERSIGHT HEARING ON THE RUNAWAY YOUTH ACT

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HEARING  
BEFORE THE  
SUBCOMMITTEE ON ECONOMIC OPPORTUNITY  
OF THE  
COMMITTEE ON EDUCATION AND LABOR  
HOUSE OF REPRESENTATIVES  
NINETY-FIFTH CONGRESS  
SECOND SESSION

---

HEARING HELD IN WASHINGTON, D.C. ON MARCH 7, 1978

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Printed for the use of the Committee on Education and Labor  
CARL D. PERKINS, *Chairman*



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ACQUISITIONS



*Compliments*  
*Congressman Ike Andrews, Chairman*  
*Subcommittee on Economic Opportunity*  
*Room 340 Cannon H O B*  
*U. S. House of Representatives*

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## OVERSIGHT HEARING ON THE RUNAWAY YOUTH ACT

TUESDAY, MARCH 7, 1978

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON ECONOMIC OPPORTUNITY,  
COMMITTEE ON EDUCATION AND LABOR,  
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Ike Andrews (chairman of the subcommittee) presiding.

Members present: Representatives Andrews and Goodling.

Staff present: William F. Causey, majority counsel; Gordon A. Raley, legislative associate; Patricia A. Sullivan, chief clerk majority; and Martin L. LaVor, senior legislative associate, minority.

Mr. Andrews. Good morning, ladies and gentlemen. We welcome each of you here. We know by your presence, you are interested in the Runaway Youth Act. This is an oversight hearing with respect to that act and those matters.

We are pleased to first recognize Gregory J. Ahart, Director, Human Resources Division, General Accounting Office, who, I believe, is prepared to give us the benefit of a recent study made by the General Accounting Office of the Runaway Youth Program. We are pleased to have you.

[Prepared statement of Gregory Ahart follows:]

(1)

United States General Accounting Office  
Washington, D.C. 20548

FOR RELEASE ON DELIVERY  
Expected at 10 a.m. EST  
March 7, 1978

Statement of  
Gregory J. Ahart, Director  
Human Resources Division  
Before the  
Subcommittee on Economic Opportunity  
Committee on Education and Labor  
United States House of Representatives  
on  
The Management and Operation  
of the Runaway Youth Program  
Administered by  
The Administration for Children, Youth, and Families  
Department of Health, Education, and Welfare

Mr. Chairman and Members of the Subcommittee, I am pleased to appear here today to discuss the Runaway Youth Program, authorized by title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

Last November, you requested us to conduct a limited review of the Runaway Youth Program in the following areas:

- Whether the program has been adequately evaluated by the Administration for Children, Youth, and Families to determine its strengths and weaknesses;
- The extent to which the program has reduced the involvement of runaways in the formal juvenile court system;
- The dispositions of children sheltered by the runaway houses supported in whole or in part by program funds; and

--The general management and administration of the program by the Administration for Children, Youth, and Families.

#### THE RUNAWAY YOUTH PROGRAM

The Runaway Youth Act, providing for a Federal assistance program to deal with the problems of runaway youth, was enacted in response to concern over the alarming number of youth leaving home without parental permission and who are exposed to dangers while living on the streets.

The act authorizes the funding of new and existing shelters and services for runaway youth through grants to State and local governments and nonprofit agencies. The first grants were awarded in 1975. The act also authorizes the provision of technical assistance and short-term training to staff of runaway facilities.

The act requires that HEW submit an annual report to Congress on the status and accomplishments of the program with particular attention to the following four areas which HEW has adopted as goals of the program:

- the effectiveness of using runaway houses in alleviating the problems of runaway youth;
- reuniting children with their families and encouraging the resolution of intra-family problems through counseling and other services;

- strengthening family relationships and encouraging stable living conditions for children; and
- helping youth decide upon future courses of action.

Public Law 95-115, the Juvenile Justice Amendments of 1977, approved October 3, 1977, extended the Runaway Youth Act through fiscal year 1980, and provided that priority be given to grants of less than \$100,000, compared to \$75,000 in the previous legislation. It also increased the annual authorization for appropriations to \$25 million for fiscal years 1978 through 1980. The Federal appropriations for the program for fiscal years 1977 and 1978 were \$8 and \$11 million, respectively.

The Runaway Youth Program is operated by the Youth Development Bureau which is part of the Administration for Children, Youth, and Families, HEW. Implementation of the act is the responsibility of a single representative in each of HEW's 10 regional offices, whose activities are monitored by the Youth Development Bureau. The Youth Development Bureau has nine staff members assigned to the program at its headquarters office. Responsibility for review and approval of grant applications rested with HEW headquarters through fiscal year 1975. Since then, it has rested with the HEW regional offices.

During fiscal year 1977, 129 projects were funded nationwide--128 provide services to runaway youth and their families through community based facilities while one provides referral and communication services through a national

toll-free telephone service. The projects received a total of about \$7.7 million with about \$261,000 going to the grantee operating the national switchboard. During fiscal year 1977, 33,000 youth received services from the runaway facilities and 35,000 were served by the national switchboard.

#### SCOPE OF WORK

We conducted our work at the HEW headquarters in Washington, D.C., and at three of its regional offices-- Philadelphia (Region III), Chicago (Region V), and San Francisco (Region IX). These regions were selected because they had a large number of grantees and were geographically dispersed. We visited 9 of the 56 grantees--six runaway houses, a runaway house's administrative office, the national toll-free telephone service, and a grantee which purchases services for runaway youth through various community based service agencies--to observe their operation and to discuss the program.

We noted that:

- grantees operating runaway houses provide at least a minimum level of services which are temporary shelter, counseling for youth and families, 24 hour staff availability or a telephone hotline, aftercare, transportation, and community outreach;
- the majority of the projects are located in urban areas;

- the average annual grant under the program is \$58,000;
- the houses we visited appeared to be austere yet structurally sound, clean, and comfortable. They blended well with the surrounding area and according to the grantees are becoming well accepted in the community;
- many of the youth served by these houses were from the local community; and
- salaries of full-time staff counselors ranged from \$8,000 to \$10,000 annually at these projects, with program directors getting up to \$14,000.

#### EVALUATION OF THE PROGRAM

A program evaluation is being conducted for HEW by a private contractor. Recognizing the need to adequately respond to Congress' concern over program effectiveness, the Office of Youth Development (today the Youth Development Bureau), HEW, issued a request for proposals for a national evaluation of the runaway youth program in July 1976. Seven proposals were submitted. On October 1, 1976, the Department announced the request was being canceled because the proposals were technically unacceptable. Subsequently, HEW revised the request for proposals. The first request for proposals was designed to determine the effectiveness of project services in meeting program goals as viewed by HEW. Added to the second request for proposals

were tasks designed to identify and analyze factors affecting the provision of services.

The new request for proposals was issued on May 20, 1977, eliciting 18 responses. Three responses were initially rated technically acceptable. After submission of additional information by the acceptable respondents and further review and analysis by the Office of Youth Development, a cost-plus-fixed-fee contract estimated at \$364,000 was awarded on September 30, 1977, to Berkeley Planning Associates, Berkeley, California.

Work under the contract will be conducted over a 15-month period and is scheduled for completion by December 30, 1978. The contract provides for examination of the extent to which a sample of 20 HEW-funded runaway youth projects have implemented the program and are meeting the four goals of the program. Data are to be provided on the effectiveness of the services provided to youth and their families and the effect of specific organizational, community, and other local factors in achieving HEW's goals. The contract also calls for an assessment of the impact these factors have on the delivery of services to clients.

According to HEW, the information generated by the evaluation will be used by the projects to strengthen and increase the effectiveness of services provided. An official within the Office of the Assistant Secretary for Planning and Evaluation who was responsible for reviewing

the evaluation proposal told us the contract as currently planned provides a good framework for evaluating the program. Runaway Youth program officials advised us that work under the contract is proceeding without difficulty.

EXTENT TO WHICH THE PROGRAM  
REDUCES RUNAWAY INVOLVEMENT  
IN THE JUVENILE COURT SYSTEM

The next area we examined concerns involvement of runaways in the juvenile court system. Reduction of such involvement is not included in HEW's assessment of program effectiveness because it is viewed as a secondary goal of the act and is difficult to measure. We approached this issue from the standpoint of how effective the projects have been in keeping runaways out of the juvenile justice system and from being processed as status offenders. A status offense is an act which, if committed by an adult, would not be considered an offense. We did not examine the effectiveness of the projects in keeping youth from committing subsequent criminal acts.

The grantees we visited generally agreed that reduced juvenile involvement in the court system is a positive by-product of their projects. However, we believe most of the grantees were not measuring this involvement because of (1) the difficulty of measurement and (2) a question of whether such involvement is a valid indicator of program effectiveness. In addition, attempts to measure reduced involvement would detract from providing direct services

to youth because staff time would be required to determine each youth's previous and subsequent involvement in the juvenile court system.

Related to this issue was an attempt by HEW in late 1976 to implement a followup reporting system which would have provided selected information on clients 30 days after leaving the project. The system was not implemented because of the burden the data collection effort would have placed on the grantees.

Also, some of the grantees we visited questioned the validity of using reduced involvement with the juvenile court system as an acceptable criterion for evaluating program success. An official at one project we visited told us that an increasing number of clients are either physically or sexually abused. In some of these cases, depending on the severity and frequency of abuse and the emotional impact on the runaway, it is better to protect the youth by advocating court custody. Because involvement in the juvenile justice system is sometimes desirable and other times unnecessary, it is not a good indicator for measuring program success. Also, other variables such as State laws and the attitudes of local juvenile courts and police impact on the extent of involvement. For example, some grantees advised us that some juvenile judges process runaways as status offenders while other judges send youths to runaway projects. Further, police enforcement of laws affecting runaways varies among jurisdictions.

There are some indications from the grantees we visited, however, that the projects do reduce the number of runaways sent to juvenile courts. For example, some runaways are taken directly to the runaway youth projects by the local police. If the projects did not exist, some of these youth would probably appear in court, especially if a warrant had been issued or a petition had been filed. Our interviews with the grantee officials support this. They stated that an increasing number of runaways are being referred by police to the runaway houses. It is also possible that runaways' involvement with the juvenile court system may decrease in the future. Consistent with the movement to not institutionalize runaway offenders, an HEW official told us that some States are considering decriminalizing running away from home as an offense. This would relieve the juvenile court system of its responsibility for handling runaways as status offenders.

More meaningful information on the impact projects are having on runaways is expected from the evaluation contract previously discussed. The contractor plans, subject to OMB approval, to follow up on 20 youths from each of the 20 projects being studied. The followup is planned at two 6-week intervals after the youth leaves the runaway house. As of February 1978, the contractor and HEW were working on the details of the data to be collected. A program

official anticipates that information will be gathered on the youth's subsequent involvement with the court system and their subsequent living situation.

#### REPORTING DISPOSITION OF SHELTERED YOUTH

The third area of concern relates to reporting the disposition of youth sheltered by the grantees, that is, where do youths go immediately after they leave the project. Recognizing the need to obtain data on the operation of the runaway houses and the need to annually report to Congress on the status and accomplishments of the projects, HEW has established reporting requirements for grantees.

#### Initial reporting system--January 1976 to June 1976

In January 1976, a reporting system was initiated which required information on each individual client. Statistics for the fiscal year 1976 report were compiled by HEW from the monthly reports received from the runaway houses.

In its fiscal year 1976 report to the Congress, HEW provided a breakdown of the case dispositions as of June 30, 1976. These dispositions were categorized as follows: returned home, returned to street, other/unknown, placed with relatives, placed in institution or other residential setting, placed in foster home, placed in group home, independent living, placed with friends, removed by police, and requested to leave by program.

Concern has been expressed that in the 1976 annual report 8.6 percent of the dispositions were reported in the "other/unknown" category. HEW did not attempt to identify the specific dispositions that constituted the category and the reporting forms have since been discarded.

Program officials were unable to explain to us why the "other" and "unknown" categories were combined. They agreed, however, that the categories could be reported separately in the fiscal year 1977 annual report expected to be issued this month. Discussions with grantees and program officials indicate that an "unknown" classification is valid for those youth who leave the runaway projects without indicating their destination. The "other" category includes any dispositions besides those previously mentioned.

Interim reporting system--July 1976 to June 1977

In July 1976, an interim reporting system was implemented because OMB clearance on the initial system had expired. Data compiled from this system will be presented in the fiscal year 1977 report.

The interim system collected only summarized data on the number of case dispositions in each category; clients were not reported on individually. As a result, cases reported in the "other" category were not fully identified and HEW will be unable to identify the disposition of youth reported in the "other" category in its 1977 annual report.

Current reporting system--July 1977 to present

In July 1977, HEW implemented a new reporting system similar to the initial system which will include information on each client. HEW plans to minimize use of the "other" category when another disposition category is more suitable, and to identify case dispositions reported in the "other" category. The system will allow HEW to report additional information concerning the reasons youth came to the projects and their previous involvement in the juvenile court system.

HEW has also developed an automated management information system to more effectively manage and analyze the reported data. Previously, the data were manually tabulated. Implementation of the system is planned for this month.

The system has the potential to serve as the basis for reassessing program policies and could provide Congress with more extensive analysis on the nature and extent of the runaway problem. Another intended benefit is the feedback it will provide to grantees, thus providing a better basis for assessing their own effectiveness. Program officials told us that in the past little feedback has been provided to the grantees.

It should be pointed out, however, that difficulty is being encountered in implementing the reporting system. Because many reporting forms submitted by the projects either contain errors, are incomplete, or both, information cannot be entered into the automated system without being manually

edited and corrected. As of February 1978, there were about 10,000 unedited forms at HEW's central office. If the errors and omissions on the forms submitted since June 1977 cannot be corrected, the 1978 report to Congress will not contain complete or accurate data.

#### MANAGEMENT AND ADMINISTRATION

The last area I will discuss deals with the management and administration of the Runaway Youth Program. According to HEW and grantee officials, the program has suffered from a lack of management continuity which in turn has caused program shortcomings in areas such as project funding, long-term planning, and coordination with other Federal agencies.

We believe that these problems are at least partially the result of turnovers in two key positions: the Director, Youth Development Bureau, and the Director of the Bureau's Division of Runaway Youth Programs. The Bureau Director left in February 1977. Since that time, the position has been staffed successively by two civil service employees in an acting capacity and since January 1978, by a Bureau Director-Designate. More importantly, since December 1975, the Division Director's position has been filled by three different individuals, two in an acting capacity.

In addition, there have been several positions within the Bureau that have been lost due to a reorganization in the Department. According to program officials, this

situation has hampered the performance of routine administrative functions.

This disjointed leadership and staffing pattern has occurred at a critical time in the program's development. Now approaching its fourth project funding cycle, we believe the program has had sufficient time to be firmly established with policies and long-term program plans. However, our review indicates the program is experiencing difficulty in conducting routine operations as well as in developing long-term plans and policies.

#### Program direction

During hearings held before this Subcommittee in April 1977, HEW proposed a one-year extension of the Runaway Youth Act. The Assistant Secretary for Human Development Services stated that HEW wanted to see how the program " \* \* \* can be integrated with other HEW social services which provide the needed services for youth." During our review, we attempted to determine whether such planning efforts were underway. Federal and grantee officials were unable to identify any formal planning efforts. Near the end of our fieldwork in February, we were advised that a high-level Steering Committee was being established to study the youth-related issues, with a goal of submitting proposals for revised legislation to Congress for its consideration prior to expiration of the current act in fiscal year 1980.

### Funding guidelines need to be examined

An area which we believe needs management attention involves project funding guidelines which are general in nature and do not contain definitive guidance. As a result, program officials are unsure whether an appropriate balance exists between the need for consistency in project funding from region to region and for flexibility to address unique regional problems.

For example, one regional representative stated that he preferred to fund as many projects as possible at a reduced level. Conversely, another representative indicated a preference for funding fewer projects at levels high enough to ensure that the grantees could establish themselves.

Two other funding issues which need to be examined include:

- whether projects should be funded to serve the maximum number of youths regionally and/or nationally, or to maximize geographical dispersion.
- whether there should be different funding criteria for well established versus newer projects.

### Regional program administration

We noted two other factors, travel and administrative support, which impact on regional program administration. For the three regions we visited, regional travel funds

have either remained the same or decreased over the past two fiscal years (i.e., fiscal year 1977 and 1978). Regional officials told us that current travel budgets prevent them from visiting projects as often as they think is necessary. They also believe the anticipated increase in the number of grantees will adversely impact on their ability to properly monitor all projects.

Regional officials further stated that the availability of administrative support is limited, thus detracting from their ability to perform necessary duties. We noted that most of the 10 regional program officials share secretarial support with other programs. While this may not present a problem in all cases, regional officials with a larger number of projects, such as those in regions V and IX, are being hindered.

#### Coordination with other Federal agencies

Runaway projects including some funded by the Youth Development Bureau have other Federal funding sources. Our review indicates program coordination has been very limited. The Bureau's Director-Designate indicated that this is one of his principal concerns and that he plans to foster working relationships with other programs, including the Law Enforcement Assistance Administration's juvenile justice efforts and the Labor Department's youth

employment programs. We believe such coordination could improve Federal efforts to assist runaway youth.

Management initiatives

In contrast to the program's weaknesses, we observed initiatives, either underway or planned, which we believe have the potential to enhance program management. On July 28, 1977, the Secretary of HEW established a Major Initiatives Tracking System. The primary purpose of this system is to improve client services. Selected programs will be monitored by the Office of the Secretary for an 18-month period which started October 1, 1977. One result of the system should be increased program visibility.

The Runaway Youth Program is included in the tracking and has established specific program goals to be achieved by March 1979. The goals are:

- Funding about 150 projects (compared to the current 129 projects);
- Increasing the level of support provided by about \$8,000 per project; and
- Improving the quality of services and project administration through technical assistance.

Technical assistance to runaway projects is provided by a private contractor. The goal of technical assistance is to enhance project effectiveness through the use of such techniques as multi-regional, individual, and cluster workshops. Unlike previous technical assistance contracts, the current contract contains a requirement to develop a framework within which the technical assistance shall be evaluated, thus providing a basis to assess its effectiveness. It also requires the development of an operations manual which will provide a means to strengthen project administration and service delivery.

We also noted that there are plans to strengthen the requirements that grant applications must meet. Grant applications for previous funding cycles were to contain assurances that certain program requirements would be met. According to program officials, future grant proposals will have to contain detailed explanations concerning how such requirements will be fulfilled. This will provide more information for evaluating proposals and awarding grant funds.

- - - -

Mr. Chairman, that concludes our statement. We will be happy to answer any questions that you or the other Subcommittee members may have.

**STATEMENT OF GREGORY J. AHART, DIRECTOR, HUMAN RESOURCES DIVISION, GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY BENEDETTO QUATTROCIOCCI, ASSISTANT DIRECTOR; WAYNE ROSEWELL, SUPERVISORY AUDITOR; AND LESLIE LYNAM, AUDITOR**

Mr. AHART. I would like to introduce my associates with me at the table. On my right is Benedetto Quattrociocci, Assistant Director, Human Resources Division. On my far right is Leslie Lynam, Auditor, Human Resources Division and on my left is Mr. Wayne Rosewell, Supervisory Auditor of our Washington office.

I have a prepared statement and I would like to hit the highlights of that statement, if I might, and file the full statement for the record.

Mr. ANDREWS. Very good.

Mr. AHART. We are pleased to appear here today to discuss the Runaway Youth Program. As you recall last November, you requested us to conduct a limited review of the Runaway Youth program in the following areas:

- 1) Whether the program has been adequately evaluated by the Administration for Children, Youth, and Families to determine its strengths and weaknesses;
- 2) The extent to which the program has reduced the involvement of runaways in the formal juvenile court system;
- 3) The dispositions of children sheltered by the runaway houses supported in whole or in part by program funds;
- 4) The general management and administration of the program by the Administration for Children, Youth, and Families.

**THE RUNAWAY YOUTH PROGRAM**

The Runaway Youth Act, providing for a Federal assistance program to deal with the problems of runaway youth, was enacted in response to concern over the alarming number of youth leaving home without parental permission and who are exposed to dangers while living on the streets.

The act requires that HEW submit an annual report to Congress on the status and accomplishments of the program with particular attention to the following four areas which HEW has adopted as goals of the program: The effectiveness of using runaway houses in alleviating the problems of runaway youth; reuniting children with their families and encouraging the resolution of intrafamily problems through counseling and other services; strengthening family relationships and encouraging stable living conditions for children; and helping youth decide upon future courses of action.

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tions for the program for fiscal years 1977 and 1978 were \$8 and \$11 million, respectively.

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#### SCOPE OF WORK

We conducted our work at the HEW headquarters in Washington, D.C., and at three of its regional offices. We visited 9 of the 56 grantees—6 runaway houses, a runaway house's administrative office, the national toll-free telephone service, and a grantee which purchases services for runaway youth through various community based service agencies—to observe their operation and to discuss the program.

We noted that: 1) Grantees operating runaway houses provide at least a minimum level of services which are temporary shelter, counseling for youth and families, 24-hour staff availability or a telephone hotline, aftercare, transportation, and community outreach; 2) the majority of the projects are located in urban areas; 3) the average annual grant under the program is \$58,000; 4) the houses we visited appeared to be austere yet structurally sound, clean, and comfortable, 5) they blended well with the surrounding area and according to the grantees are becoming well accepted in the community; 6) many of the youth served by these houses were from the local community; and 7) salaries of full-time staff counselors ranged from \$8,000 to \$10,000 annually at these projects, with program directors getting up to \$14,000.

#### EVALUATION OF THE PROGRAM

A program evaluation is being conducted for HEW by a private contractor. HEW issued a request for proposals for a national evaluation of the runaway youth program in July 1976. On October 1, 1976, the request was canceled because the proposals were technically unacceptable. Subsequently, HEW revised the request for proposals. Added to the second request for proposals were tasks designed to identify and analyze factors affecting the provision of services.

The new request for proposals was issued on May 20, 1977, eliciting 18 responses. Three responses were initially rated technically

acceptable. After submission of additional information by the acceptable respondents and further review and analysis, a cost-plus-fixed-fee contract estimated at \$364,000 was awarded on September 30, 1977, to Berkeley Planning Associates, Berkeley, Calif.

Work under the contract will be conducted over a 15-month period and is scheduled for completion by December 30, 1978. The contract provides for examination of the extent to which a sample of 20 HEW-funded runaway youth projects have implemented the program and are meeting the four goals of the program. Data are to be provided on the effectiveness of the services provided to youth and their families and the effect of specific organizational, community, and other local factors in achieving HEW's goals. We are told the contract as currently planned provides a good framework for evaluating the program. Runaway youth program officials advised us that work under the contract is proceeding without difficulty.

#### EXTENT TO WHICH THE PROGRAM REDUCES RUNAWAY INVOLVEMENT IN THE JUVENILE COURT SYSTEM

We approached this issue from the standpoint of how effective the projects have been in keeping runaways out of the juvenile justice system and from being processed as status offenders. A status offense is an act which, if committed by an adult, would not be considered an offense. We did not examine the effectiveness of the projects in keeping youth from committing subsequent criminal acts.

The grantees we visited generally agreed that reduced juvenile involvement in the court system is a positive by-product of their projects. However, we believe most of the grantees were not measuring this involvement because of one, the difficulty of measurement and two, a question of whether such involvement is a valid indicator of program effectiveness.

In some of these cases, depending on the severity and frequency of abuse and the emotional impact on the runaway, it is better to protect the youth by advocating court custody. Because involvement in the juvenile justice system is sometimes desirable and other times unnecessary, it is not a good indicator for measuring program success. Also, other variables such as State laws and the attitudes of local juvenile courts and police impact on the extent of involvement.

There are some indications, however, that the projects do reduce the number of runaways sent to juvenile courts. For example, some runaways are taken directly to the runaway youth projects by the local police. Officials told us this trend is increasing.

More meaningful information on the impact projects are having on runaways is expected from the evaluation contract previously discussed. The contractor plans, subject to OMB approval, to follow up on 20 youths from each of the 20 projects being studied. The followup is planned at two 6-week intervals after the youth leaves the runaway house. As of February 1978, the contractor and HEW were working on the details of the data to be collected. A program official anticipates that information will be gathered on the youth's subsequent involvement with the court system and their subsequent living situation.

## REPORTING DISPOSITION OF SHELTERED YOUTH

The third area of concern relates to reporting the disposition of youth immediately after they leave the project. HEW has established reporting requirements for grantees.

*Initial reporting system—January 1976 to June 1976.* In January 1976, a reporting system was initiated which required information on each individual client. Statistics for the fiscal year 1976 report were compiled by HEW from the monthly reports received from the run-away houses.

In its fiscal year 1976 report to the Congress, HEW provided a breakdown of the case dispositions as of June 30, 1976. These dispositions were categorized as follows: Returned home, returned to street, other/unknown, placed with relatives, placing in institution or other residential setting, placed in foster home, placed in group home, independent living, placed with friends, removed by police, and requested to leave by program.

Concern has been expressed that in the 1976 annual report 8.6 percent of the dispositions were reported in the "other/unknown" category. HEW did not attempt to identify the specific dispositions that constituted the category and the reporting forms have since been discarded. As a result, cases reported in the "other" category were not fully identified and HEW will be unable to identify the disposition of youth reported in the "other" category in its 1977 annual report.

*Current reporting system—July 1977 to present.* In July 1977, HEW implemented a new reporting system similar to the initial system which will include information on each client. The system will allow HEW to report additional information concerning the reasons youth came to the projects and their previous involvement in the juvenile court system.

HEW has also developed an automated management information system to more effectively manage and analyze the reported data.

The system has the potential to serve as the basis for reassessing program policies and could provide Congress with more extensive analysis on the nature and extent of the runaway problem.

It should be pointed out, however, that difficulty is being encountered in implementing the reporting system. Because many reporting forms submitted by the projects either contain errors, are incomplete, or both, information cannot be entered into the automated system without being manually edited and corrected. As of February 1978, there were about 10,000 unedited forms at HEW's central office. If the errors and omissions on the forms submitted since June 1977 cannot be corrected, the 1978 Report to Congress will not contain complete or accurate data.

## MANAGEMENT AND ADMINISTRATION

The last area I will discuss deals with the management and administration of the runaway youth program. According to HEW and grantee officials, the program has suffered from a lack of management continuity which in turn has caused program shortcomings

in areas such as project funding, longterm planning, and coordination with other Federal agencies.

We believe that these problems are at least partially the result of turnovers in two key positions: The Director, Youth Development Bureau, and the Director of the Bureau's Division of Runaway Youth Programs. The Bureau Director left in February 1977. Since that time, the position has been staffed successively by two civil service employees in an acting capacity and since January 1978, by a Bureau Director-Designate. More importantly, since December 1975, the Division Director's position has been filled by three different individuals, two in an acting capacity.

In addition, there have been several positions within the Bureau that have been lost due to a reorganization in the Department.

This disjointed leadership and staffing pattern has occurred at a critical time in the program's development. We believe the program has had sufficient time to be firmly established with policies and long-term program plans. However, our review indicates the program is experiencing difficulty in conducting routine operations as well as in developing long-term plans and policies.

*Program direction.* During hearings held before this subcommittee in April 1977, HEW proposed a 1-year extension of the Runaway Youth Act. The Assistant Secretary for Human Development Services stated that HEW wanted to see how the program \* \* \* can be integrated with other HEW social services which provide the needed services for youth." During our review, we attempted to determine whether such planning efforts were underway. Federal and grantee officials were unable to identify any formal planning efforts. Near the end of our fieldwork in February, we were advised that a high-level Steering Committee was being established to study the youth-related issues, with a goal of submitting proposals for revised legislation to Congress for its consideration.

*Funding guidelines need to be examined.* An area which we believe needs management attention involves project funding guidelines which are general in nature and do not contain definitive guidance. Program officials are unsure whether an appropriate balance exists between the need for consistency in project funding from region to region and for flexibility to address unique regional problems.

Two other funding issues which need to be examined include: Whether projects should be funded to serve the maximum number of youths regionally and/or nationally, or to maximize geographical dispersion; whether there should be different funding criteria for well established versus newer projects.

*Regional program administration.* We noted two other factors, travel and administrative support, which impact on regional program administration. For the three regions we visited, regional travel funds have either remained the same or decreased over the past 2 fiscal years—that is fiscal year 1977 and 1978. Officials told us that current travel budgets prevent them from visiting projects as often as they think is necessary.

Regional officials further stated that the availability of administrative support is limited. We noted that most of the 10 regional program officials share secretarial support with other programs.

This may not present a problem in all cases, however regional officials with a larger number of projects, such as those in regions V and IX might be hindered.

*Coordination with other Federal agencies.* Runaway projects including some funded by the Youth Development Bureau have other Federal funding sources. Our review indicates program coordination has been very limited. The Bureau's Director-Designate indicated that this is one of his principal concerns and that he plans to foster working relationships with other programs. We believe such coordination could improve Federal efforts to assist runaway youth.

#### MANAGEMENT INITIATIVES

In contrast to the program's weaknesses, we observed initiatives, either underway or planned, which we believe have the potential to enhance program management. On July 28, 1977, the Secretary of HEW established a Major Initiatives Tracking System.

The runaway youth program is included in the tracking and has established specific program goals to be achieved by March 1979. The goals are: Funding about 150 projects—compared to the current 129 projects; increasing the level of support provided by about \$8,000 per project, and, improving the quality of services and project administration through technical assistance.

The goal of technical assistance is to enhance project effectiveness. Unlike previous technical assistance contracts, the current contract contains a requirement to develop a framework within which the technical assistance shall be evaluated, thus providing a basis to assess its effectiveness.

We also noted that there are plans to strengthen the requirements that grant applications must meet. Grant applications for previous funding cycles were to contain assurances that certain program requirements would be met. According to program officials, future grant proposals will have to contain detailed explanations concerning how such requirements will be fulfilled.

Mr. Chairman, that summarizes our statement, and we will be happy to answer any questions that you may have.

Mr. CAUSEY. Mr. Ahart, you noted in your report that grantees were encountering problems in determining if a youth had previous involvement in the juvenile court system. In the course of your review, did grantees express any views of what a good measure of effectiveness would be?

Mr. AHART. I think the ones we visited indicated they thought the concept of positive placement would be a good measurement of the effectiveness of the project. Such a placement, in our view, would be one that gave consideration to the objectives set forth dealing with putting them in a situation where the problems, such as family problems, family relationships, or other problems the youth might have would be alleviated or eliminated. I guess we would share with them that this is a fairly good indicator, provided the objectives of the act were given consideration.

Mr. CAUSEY. You state, in your statement, that many reporting forms being submitted either contain errors or are incomplete or

both. During your fieldwork, did GAO gain any insight as to why these problems exist and whether there is a likelihood these areas will be decreasing in the future?

Mr. AHART. Let me ask Mr. Lynam who visited quite a few of these projects to give you a feel for what difficulties they have. I might mention that it is a rather complicated form. It runs about eight pages and asks a lot of questions.

Mr. LYNAM. There are several reasons we identified as being causes of the errors occurring. First, some of the grantees did not complete the forms when the youth was first processed into the program. Counseling staff first talk with the youth and make written reports. Later volunteer staff fill out the HEW reporting forms based on these narratives. We are also told by some grantees and also HEW officials, that some mistakes and missing information resulted in this transfer of information from one report form to another. Another reason for the errors is that grantee staff sometimes do not give a high priority to accurately completing the reporting forms and there is also a significant turnover of staff at the grantee runaway youth houses which causes a constant retraining effort that has to be maintained. Finally, another problem that was cited was a lack of guidance from the runaway youth program concerning definitions for the categories, and the result is inconsistent reporting by the houses.

Mr. AHART. Some of the grantees complained about not getting feedback from headquarters from the data they sent in. I think any time you have that kind of situation, the incentives for the grantees to pay a lot of attention and really be careful about the forms are diminished.

Mr. CAUSEY. Do you believe that the new management system that ACYF is intending to initiate will improve the program in any way?

Mr. AHART. If the data problems are solved—if they can get the right data in and get it in the computer—there is an awful lot of data that can be analyzed to come up with a better picture of what the Runaway Youth problem is. To the extent that can be done and a better assessment can be made, there should be opportunities for improved program management.

Mr. CAUSEY. Will the evaluation contract that is being conducted by the Berkeley Associates Group review the administration program and management level here in Washington as well as the administration program in the field?

Mr. AHART. I believe it is drafted mainly to the local projects. Let me ask Mr. Rosewell here. He is more familiar with it than I.

Mr. ROSEWELL. Yes. The evaluation contract is directed primarily at reviewing the types and the effectiveness of services that are provided by grantees. Possibly, in a marginal way, it could involve HEW because they do, through a contractor, provide technical assistance to the grantees and to the extent the Department is properly and effectively managed, the technical assistance efforts then would be reflected in evaluation.

Mr. CAUSEY. You make reference to the technical assistance. You reported that is going to be by outside contract?

Mr. ROSEWELL. Yes, sir.

Mr. CAUSEY. Were you able to analyze the extent of that effort, that progress, at that particular review of technical assistance? Is it a contract review, technical review, or contract to provide technical assistance?

Mr. ROSEWELL. A contract to provide technical assistance.

Mr. CAUSEY. Has that been done before by the program to contract out technical assistance?

Mr. ROSEWELL. Yes, sir, two prior years.

Mr. CAUSEY. So this is not an uncommon occurrence?

Mr. ROSEWELL. Not for this program, no.

Mr. AHART. I think there have been quite a number of programs over the years that have used technical assistance to help grantees at the local level. I think it goes back to the OEO days when they used quite a few technical assistance contractors to help grantees on community-based programs to get organized, set up and improve their program performance over time.

Mr. CAUSEY. What is technical assistance for these types of programs. What would be an example of assistance that can be given?

Mr. AHART. Whatever they might need to have in place to meet the objectives of a particular program. This might include helping them set up the business management part of a project, the accounting records—just anything that needs to be done to set up a viable project at the community level.

Mr. CAUSEY. And is assistance being provided to the 129 projects in existence, now?

Mr. AHART. I am not sure we have the extent to which all of them have been covered. All of them have the technical-assistance contractor on call.

Mr. ROSEWELL. It is my understanding the current contractor is providing assistance to all of the grantees with the exception of region V.

Mr. CAUSEY. Why is that an exception?

Mr. ROSEWELL. I will refer that to Mr. Lynam since he talked to the people in region V.

Mr. LYNAM. Region V has proposed to go to another method of receiving technical assistance. Essentially, rather than having the technical-assistance contractor confined to direct technical assistance, they will be setting up their own workshops and using their own grantee staff within the region, and their own resource people, in providing training and exchanging needed resource information on how to improve their projects.

Mr. CAUSEY. What is the reason for doing it that way?

Mr. LYNAM. Essentially it is my understanding that region V grantees were dissatisfied with the technical assistance being provided, essentially concerning the way it was being handled, and they felt they could do it better through the exchange of information rather than coming from the technical-assistance contractor. It is my understanding the particular resource person was not widely experienced in regard to the technical assistance, and the grantee staff felt they had more experience in the programs in dealing with

everyday problems. It is for this reason they are going to an alternative method and receiving technical assistance.

Mr. CAUSEY. You mentioned the 1976 annual report of the program, with reference to the unknown "other" category regarding dispositions. I believe that figure increased in the 1977 report, which was released yesterday. Have you had a chance to review that 1977 report? What indications do you think emerge?

Mr. LYNAM. I think we have had a chance to look at it in part. I think that figure has increased to 18 percent. Mr. Rosewell might have more information on that.

Mr. ROSEWELL. We discussed this particular matter with people in the Department, and they were unable to explain to us why it had increased.

Mr. CAUSEY. What was the percentage in 1976?

Mr. ROSEWELL. The first report was 8.6 percent for the combined category, and this year, I believe, it was 18 percent.

Mr. CAUSEY. And that is 18 percent of the total youth served by the program?

Mr. ROSEWELL. Yes, sir, total dispositions.

Mr. ANDREWS. I am pleased that my colleague, Mr. Goodling has joined us.

Bill, do you have questions from any of the gentlemen or state-ments?

Mr. GOODLING. No. I was just helping the Greek representative in our country solve the Cyprus problem so I couldn't get to the Run-away Youth until I was finished with that.

Mr. ANDREWS. Is there a lot of difference, really?

Mr. GOODLING. Yes, quite a bit. We will have more problems here. I do have a question.

It seems to me when they were before us 1 year ago, they were interested in a 1-year extension to look the situation over. What did you find out in 1 year, and what are the plans now? If I remember correctly, the last time we had hearings, you wanted just 1 more year to take a look at this thing, and then there would be some recommendations.

Mr. AHART. We indicated, before you came in, Mr. Goodling, that HEW had planned to get a 1-year extension and see how to integrate this program with delivery of other services to you. We have inquired of the HEW—they will be following us here, and can give you a better response than I can as to what planning has actually been done; we asked at headquarters and at the grantee level, and we weren't able to find out where any concerted efforts to do this kind of planning had happened.

The Secretary has appointed, we understand, quite recently a Steering Committee to study the relationship of the different youth initiatives and come up some legislative recommendations. That has been quite recent.

Mr. GOODLING. As a matter of fact, I think you had indicated you didn't really see much direction in the program.

Mr. AHART. That is true, due both to the lack of overall direction of the program and also the turnover in the top executives that have

been running this program. We feel there has been quite a bit of lost motion.

Mr. GOODLING. I have nothing further.

Mr. ANDREWS. Gordon, did you have any questions?

Mr. RALEY. No.

Mr. ANDREWS. Before we hear the next witness, if we may, let's take about a 2 or 3 minute recess. I need to speak to Mr. Goodling.

[At this point, a brief recess was taken.]

Mr. ANDREWS. Ladies and gentlemen, would you please resume your seats. We are pleased, next, to welcome Mr. T. M. Jim Parham, Deputy Assistant Secretary for Human Development Services. Mr. Parham, if you will, introduce those ladies and gentlemen who accompany you. We are pleased to have each of you.

[Prepared testimony of T. M. Jim Parham follows:]

TESTIMONY OF T. M. JIM PARHAM, DEPUTY ASSISTANT SECRETARY, HUMAN  
DEVELOPMENT SERVICES

Mr. Chairman and Members of the Subcommittee, I want to thank you for the opportunity to discuss the Runaway Youth Program. My name is Jim Parham, and I am the Deputy Assistant Secretary for Human Development Services. With me this morning is Blandina Cardenas, Commissioner of the Administration for Children, Youth and Families, and Larry Dye, our newly appointed Director of the Youth Development Bureau. I know that you are eager to get to know Dr. Dye, and so my prepared remarks this morning will be brief.

I want to take just a few minutes to put the activities of the Runaway Youth Program in the broader context of youth and family services, and then would like to give you some sense of what we are learning about runaway youth projects and the young people they are serving.

Runaway Youth is located within the Administration for Children, Youth and Families, and that in turn is now one of five Administrations reporting to the Assistant Secretary for Human Development Services. That Office for Human Development Services (OHDS) was created in July of 1973 to permit a more focused response to the needs and problems of

some of our citizens with greatest needs: children, youth, the elderly, the handicapped, and Native Americans. Last year Secretary Califano expanded OHDS to include all of the major social service programs administered by HEW, and since that time we have been working with a broad range of interest groups, professional organizations, and members of Congress to work out the details of the recently announced reorganization of OHDS. We believe that the new arrangement will make it possible for us to develop a comprehensive strategy for responding to the broad human services needs for which HEW bears a special responsibility. More important, the new organization should prove beneficial to the relatively newer and smaller service programs, like Runaway Youth, to receive the kind of focused attention they deserve. In the past, there were twenty-seven programs and offices competing for the attention of the Assistant Secretary--and in that kind of competition the smaller programs often lost.

Those days are behind us now. We have a new administrative structure that makes it possible for us to look broadly at related human needs, but which will also insure that individual programs will get individual attention.

That first point has important implications for youth. A broad human services perspective requires that we think in terms of more than just "problems". Young people are more than a negative catalogue of delinquency, vandalism, drugs and alcoholism--though that is the way they have often been regarded. They are individuals in an important stage of development, whose experiences now may well shape their futures as adults. The services we provide for them, and the ways in which we consider them, will have an important influence in how public and private programs respond to their needs. Thinking of youth just in terms of the problems they represent -- as dropouts, delinquents, drug users, or whatever -- provided an easy excuse for ignoring the family and community context within which the problems occur, and more important, led to a view of youth that labeled them as the problem. We intend to move beyond that negative approach to youth.

The Runaway Youth Program is a case in point. By creating a Youth Development Bureau with the Runaway Youth Program serving as a focal point for addressing the needs of youth, we believe we can serve those needs in ways that are more carefully tailored to their special requirements and without making them "the problem." In the past it was assumed that the needs of youth could be served by the same

traditional agencies that had been established for a very different -- usually much older and much younger -- population. That hasn't worked, but not because the agencies are bad or the people in them not interested in youth. It happens because young people have a different style, and different concerns that are not adequately met by these agencies. Some are reluctant to bring their health and social problems to the same professionals who are seeing their parents, neighbors, and older relatives, they don't want to label themselves as "mentally ill" or otherwise problematic -- as using traditional services often requires, and they don't feel comfortable in bureaucratic settings.

A Youth Development Bureau, with its special orientation to youth, and a willingness to set up programs where young people are, on their terms, and conscious of the need to look beyond the immediate problem to what is happening in the families, communities and schools of these young people, should help provide a better answer than what has been available in the past.

That is why we are so enthusiastic about the Runaway Youth Program and the opportunity it provides. In over 120 community-based, unpretentious, imaginative and above all flexible projects located across the country, the Runaway Youth Program is providing an alternative service to which nearly 33,000 troubled youth and their families turned last year for help. For a young program, reaching out to a population that has been distrustful of social services in the past, that is an impressive achievement. During this fiscal year, the number of projects funded nation-wide will be expanded to 150, and they will receive an average budget increase of about 20%.

These projects do not have an easy task. They are dealing with young people who are particularly vulnerable: very young adolescents who might otherwise be prey to pimps and drug dealers, minority youth, and young people from every conceivable background who are vulnerable simply because they have run away from home.

Some of these youth have been forced to leave home, others have been abused by their parents or guardians, still others faced problems at school or in their communities too big for them to handle by themselves. Frightened, alone, not knowing where else to turn, they call in to the National

Runaway Switchboard, or show up at the projects with needs as individual and varied as their particular circumstances. When Secretary Califano visited a program located in the heart of New York City's prostitution and pornography district, he met one teenager who left home after his mother had attempted suicide in his presence, a fourteen year old who had been thrown out of his own home and turned to hustling, and a teenage girl who had come to the program to escape from a pimp. Their stories are not pretty. Some of them -- often little more than children -- have been beaten, abused, rejected by their families, exploited, disenfranchised; now, because they cannot think what else to do, they are on the run.

Their needs are enormous. They need counseling, a place to live, food, medical care, legal advice, and a wide range of other services. And their problems cannot be easily solved. Foster families that would gladly take a homeless infant are much less willing to open their homes to a troubled teenager. The needs they present have forced the projects to become increasingly imaginative and adept at


providing emergency services within the projects, and a network of referrals to other services agencies throughout the community. Some projects have found ways to use Runaway Youth funds for immediate services, and title XX and other resources to pay for longer-term living situations.

Other youth come to the projects with problems that are less dramatic, but no less troubling to the young people involved. These young people come, from central cities, rural areas and suburbia, because of problems in their schools or with their friends, problems with drugs or alcohol, sometimes as a way of forcing their parents to take note that something has gone wrong. They bring to the projects a host of problems that for one reason or another they cannot seem to solve by themselves. Their service needs are, understandably, less dramatic as well. Some need a place to stay for a night or two, while some are helped by short-term counseling that makes it possible for them to return to their families.

Except for the details, the problems of runaway youth are not new. There have always been young people on the run -- from the young people hopping freight cars in the thirties to the flower-children of a decade ago and the runaway

youth of today. Runaway youth, then as now, represent a kind of microcosm of the problems of teenagers everywhere. What is new is the availability of publicly supported activities like the Runaway Youth Program, to respond to their very special needs. As runaway youth projects have become more sophisticated (the GAO has noted that the staff of the projects include more people with professional training) and have had longer experience in dealing with runaway youth, the nature of the services provided has become increasingly comprehensive and complex. That may be one reason why the average stay in a runaway center has lengthened from a few days to over a week.

We have seen one difference over the years that the program has been in operation: today runaway youth don't go as far away from home. It is less common now to find young people going from Ohio to California or from one end of the country to the other. Instead, over 40 percent go less than 10 miles from their homes, and another 16 percent go less than 50 miles. That has important implications for the community - based nature of these projects. By their location and their orientation, they are better able to help those young people in the communities where the problems arose, and better able to work with their families and make



it possible for them to go back home. Two-thirds of the runaway youth who come to our projects for help return to their families or are placed with relatives, friends, or in foster families.

An important element in our services to runaway youth has been support for the National Runaway Switchboard. It provides 24-hour-a-day, toll-free, telephone lines to serve as a neutral channel of communication between runaway youth and their families, or to put runaway youth in touch with agencies and individuals that can help them. Last year alone over 40,000 calls came in over the switchboard--more than double the number placed in the year-and-a-half before.

As the word spreads, and as acceptance for the projects grows, we have reason to expect that even more young people will be turning to runaway youth projects. We will be awarding five demonstration grants to existing projects to test the capacity of the program to provide comprehensive services when those are needed, to develop creative approaches to the needs of runaway youth, and to

permit locally-tailored responses in communities that are facing special problems like an increase in abused adolescents, or a rise in drug and alcohol abuse.

The Department has already put in place a set of uniform statistical and program performance reporting requirements to give us better information on the projects and their clients' needs. As authorized by the Act, we have undertaken to provide ongoing technical assistance to the individual projects, in order to strengthen their management capabilities and to help them better meet their clients' needs.

In September of last year we let a contract for an in-depth evaluation of the effectiveness of the services provided to runaway youth and their families, as judged against the four goals specified in the Act. That contract has already provided us with a profile of the various projects, based on eleven program characteristics. A survey instrument developed under the contract will be put in use shortly.

In addition, we have used research funds to identify the service needs of special groups within the runaway youth population. We will be obtaining information about the service needs of these young people and their families after they leave the projects, the ways in which long-term needs can be met for those runaways who are unable or unwilling to return to their families, and about the kind of preventive services that might be provided in the context of runaway youth projects. These research findings will be shared among the projects so that each can profit from the experience of others.

On February 23, the Proposed Rules needed to implement the Runaway Youth Act as amended last September, were published in the Federal Register, and application kits for fiscal year 1978 were distributed last week. (A copy of the Regulations and the Kit setting out procedures for the grants applications process is attached. We are also submitting a copy of our budget justification for the record.)

In the short time that Larry Dye has been with us, he has met informally with individuals who have responsibility for youth programming in the Departments of Justice, Labor,

and Commerce, and at ACTION; those contacts will be continued to ensure a good working relationship around youth programs.

We think the Runaway Youth Program boasts a uniquely dedicated staff who accept low salaries (\$7,000 to 10,000 as noted in the GAO's review) for a difficult and often frustrating task. But across the country we have been impressed by the creativity and dedication which has been brought to bear in meeting the needs of runaway youth. We believe this is a program with a record of proven and growing success. We look forward to building on the experience of the last few years, and working with the members of this Subcommittee in the years ahead.

We would be pleased to answer any questions that you may have.

**STATEMENT OF T. M. JIM PARHAM, DEPUTY ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY LARRY L. DYE, ASSOCIATE DIRECTOR, YOUTH DEVELOPMENT BUREAU; AND BLANDINA CARDENAS, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES**

Mr. PARHAM. Thank you very much, Mr. Chairman. I am very happy to be here and talk with you about this program. I have with me, Dr. Blandina Cardenas, who is Commissioner, Administration for Children, Youth, and Families and Dr. Larry Dye, who is the Director Designate for the Youth Development Bureau. I am the Deputy Assistant Secretary for Human Development Services.

I would like to take just a few minutes to put the activities of the runaway youth program in a broader context of youth and family services and then I would like to give you some sense of what we are learning about the runaway youth projects and the young people they are serving.

Runaway Youth is located within the administration for Children, Youth, and Families, and that in turn is now one of five administrations reporting to the Assistant Secretary for Human Development Services. That Office for Human Development Services—OHDS—was created in July of 1973, to permit a more focused response to the needs and problems of some of our citizens with greatest needs: Children, youth, the elderly, the handicapped, and Native Americans. Last year, Secretary Califano expanded OHDS to include all of the major social service programs administered by HEW, and since that time we have been working with a broad range of interest groups, professional organizations, and members of Congress to work out the details of the recently announced reorganization of OHDS. We believe that the new arrangement will make it possible for us to develop a comprehensive strategy for responding to the broad human services needs for which HEW bears a special responsibility. More important, the new organization should prove beneficial to the relatively newer and smaller service programs, like Runaway Youth, to receive the kind of focused attention they deserve. In the past, there were 27 programs and offices competing for the attention of the Assistant Secretary—and in that kind of competition the smaller programs often lost.

Those days are behind us now. We have a new administrative structure that makes it possible for us to look broadly at related human needs, but which will also insure that individual programs will get individual attention. I think that first point has important implications for youth. A broad human services perspective requires that we think in terms of more than just "problems." Young people are more than a negative catalog of delinquency, vandalism, drugs, and alcoholism—though that is the way they have often been regarded. They are individuals in an important stage of development, whose experiences now may well shape their futures as adults. The services we provide for them, and the ways in which we consider them, will have an important influence in how public and private programs respond to their needs. Thinking of youth just in terms of the problems they represent—as dropouts, delinquents, drug users, or what-

ever—provided an easy excuse for ignoring the family and community context within which the problems occur, and more important, led to a view of youth that labeled them as the problem. We intend to move beyond that negative approach to youth.

The runaway youth program is a case in point. By creating a Youth Development Bureau with the runaway youth program serving as a focal point for addressing the needs of youth, we believe we can serve those needs in ways that are more carefully tailored to their special requirements and without making them "the problem."

In over 120 community-based, unpretentious, imaginative, and above all flexible projects located across the country, the runaway youth program is providing an alternative service to which nearly 33,000 troubled youth and their families turned last year for help. For a young program, reaching out to a population that has been distrustful of social services in the past, that is an impressive achievement. During this fiscal year, the number of projects funded nationwide will be expanded to 150, and they will receive an average budget increase of about 20 percent.

These projects do not have an easy task. They are dealing with young people who are particularly vulnerable; very young adolescents who might otherwise be prey to pimps and drug dealers, minority youth, and young people from every conceivable background who are vulnerable simply because they have run away from home.

Some of these youth have been forced to leave home, others have been abused by their parents or guardians, still others faced problems at school or in their communities too big for them to handle by themselves. Frightened, alone, not knowing where else to turn, they call in to the National Runaway Switchboard, or show up at the projects with needs as individual and varied as their particular circumstances. When Secretary Califano visited a program located in the heart of New York City's prostitution and pornography district, he met one teenager who left home after his mother had attempted suicide in his presence, a 14-year-old who had been thrown out of his own home and turned to hustling, and a teenage girl who had come to the program to escape from a pimp. Their stories are not pretty. Some of them—often little more than children—have been beaten, abused, rejected by their families, exploited, disenfranchised; now, because they cannot think of what else to do, they are on the run.

Their needs are enormous. They need counseling, a place to live, food, medical care, legal advice, and a wide range of other services. And their problems cannot be easily solved. Foster families that would gladly take a homeless infant are much less willing to open their homes to a troubled teenager. The needs they present have forced the projects to become increasingly imaginative and adept at providing emergency services within the projects, and a network of referrals to other services agencies throughout the community. Some projects have found ways to use Runaway Youth funds for immediate services, and title XX and other resources to pay for longer-term living situations.

Other youth come to the projects with problems that are less dramatic, but no less troubling to the young people involved. These young people come, from central cities, rural areas, and suburbia, because of problems in their schools or with their friends, problems with drugs or alcohol, sometimes as a way of forcing their parents

to take note that something has gone wrong. They bring to the projects a host of problems that for one reason or another they cannot seem to solve by themselves. Their service needs are, understandably, less dramatic as well. Some need a place to stay for a night or two, while some are helped by short-term counseling that makes it possible for them to return to their families.

Except for the details, the problems of runaway youth are not new. There have always been young people on the run—from the young people hopping freight cars in the thirties to the flower children of a decade ago, and the runaway youth of today. Runaway youth, then as now, represent a kind of microcosm of the problems of teenagers everywhere. What is new is the availability of publicly supported activities like the runaway youth program, to respond to their very special needs. As runaway youth projects have become more sophisticated—the GAO has noted that the staff of the projects include more people with professional training—and have had longer experience in dealing with runaway youth, the nature of the services provided has become increasingly comprehensive and complex. That may be one reason why the average stay in a runaway center has lengthened from a few days to over a week, and we plan to investigate the basis of this increased time through some of our services.

We have seen one difference over the years that the program has been in operation; today runaway youth don't go as far away from home. It is less common now to find young people going from Ohio to California or from one end of the country to the other. Instead, over 40 percent go less than 10 miles from their homes, and another 16 percent go less than 50 miles. That has important implications for the community-based nature of these projects. By their location and their orientation, they are better able to help those young people in the communities where the problems arise, and better able to work with their families and make it possible for them to go back home. Two-thirds of the runaway youth who come to our projects for help return to their families or are placed with relatives, friends, or in foster families.

An important element in our services to runaway youth has been support for the National Runaway Switchboard. It provides 24-hour-a-day, toll-free, telephone lines to serve as a neutral channel of communication between runaway youth and their families, or to put runaway youth in touch with agencies and individuals that can help them. Last year alone over 40,000 calls came in over the switchboard.

As the word spreads, and as acceptance for the projects grow, we have reason to expect that even more young people will be turning to runaway youth projects. We will be awarding five demonstration grants to existing projects to test the capacity of the program to provide comprehensive services when those are needed, to develop creative approaches to the needs of runaway youth, and to permit local responses to communities that are facing special problems like an increase in abused adolescents, or a rise in drug and alcohol abuse.

The Department has already put in place a set of uniform statistical and program performance reporting requirements to give us better information on the projects and their clients' needs. As authorized by the act, we have undertaken to provide ongoing technical assistance to the individual projects, in order to strengthen their

management capabilities and to help them better meet their clients' needs.

In September of last year, we let a contract for an indepth evaluation of the effectiveness of the services provided to runaway youth and their families, as judged against the four goals specified in the act. That contract has already provided us with a profile of the various projects, based on 11 program characteristics. A survey instrument developed under the contract will be put in use shortly.

In addition, we have used research funds to identify the service needs of special groups within the runaway youth population. We will be obtaining information about the service needs of these young people and their families after they leave the projects, the ways in which long-term needs can be met for those runaways who are unable or unwilling to return to their families, and about the kind of preventive services that might be provided in the context of runaway youth projects. These research findings will be shared among the projects so that each can profit from the experience of others.

On February 23, the proposed rules needed to implemente the Runaway Youth Act, as amended last September, were published in the Federal Register, and application kits for fiscal year 1978 were distributed last week. A copy of the regulations and the kit setting out procedures for the grants applications process is attached. We are also submitting a copy of our budget justification for the record.

In the short time that Dr. Larry Dye has been with us, he has met informally with individuals who have responsibility for youth programming in the Departments of Justice, Labor, and Commerce, and at ACTION; those contacts will be continued to insure a good working relationship around youth programs.

We think the runaway youth program boasts a uniquely dedicated staff who accept low salaries—\$7,000 to \$10,000 as noted in the GAO's review—for a difficult and often frustrating task. But across the country we have been impressed by the creativity and dedication which has been brought to bear in meeting the needs of runaway youth. We believe this is a program with a record of proven and growing success. We look forward to building on the experience of the last few years, and working with the members of this subcommittee in the years ahead.

We would be pleased to answer any questions that you may have.

Mr. ANDREWS. Thank you very kindly. Mr. Goodling, do you have questions?

Mr. GOODLING. Yes.

First of all, I would like to know how you determine who gets these projects? How do you make that determination? Obviously, there is not enough money to provide money for everybody.

Mr. PARHAM. Obviously there is not enough and we have sets of criteria. I think a detailed answer could be provided to you by Dr. Dye.

Mr. GOODLING. My followup question will be, how to evaluate the effectiveness or ineffectiveness of the programs.

Dr. DYE. Right now we are just going into a grant review cycle for the next fiscal year. The grant review cycle sends out—first, it is published in the Federal Register—the announcement of the grant application, HEW's effort to request applicants to come in for grants.

This would be a copy of the grant application that is sent out to all people who have responded to the Federal Register announcement. The individuals or applicants would then forward their grant applications to the regional office of HEW where the Grants Contract Office would review the grant for its technical response, for example, to see that all of the technical components of the grant are complied with. It would then be turned over to the program staff. In each of our regions we have a regional director. The program staff has a review committee established to read all of the grants, according to the guidelines, and then a determination to come out with a rating on each grant, and that rating form is then the basic determination for the funding of the individual contract.

Mr. GOODLING. Would you give preference, for instance, to people, to organizations, that have proven themselves rather capable in these areas, say, Jewish Community Service, the Lutheran Church Service? Lots of times we give new agencies that just pop up money and we run into problems.

Dr. DYE. One of the major criteria in the review of the grant is the project's demonstrated capability to work with runaway youth.

Mr. GOODLING. Could I, as an individual, make application?

Dr. DYE. You, as an organization.

Mr. GOODLING. I thought you were talking about individuals.

Dr. DYE. I am sorry.

Mr. GOODLING. But it has to be an organization, not an individual applicant?

Dr. DYE. That is right.

Mr. GOODLING. How do you determine whether they are effective or not? As I said earlier, GAO reported some questions last year. How do you determine whether these are effective projects?

Dr. DYE. I am not sure if you are making reference to the effectiveness of the grant application or the effectiveness of the runaway youth projects we are funding at this point.

Mr. GOODLING. I am now interested in the runaway youth projects.

Dr. DYE. Then, it would be a completely different process. We have, in the regions, our youth development specialist, who has a responsibility of monitoring projects once they are funded. We have built into our procedures what we call the program performance evaluation that all programs have to fill out. That is coupled with our technical assistance contract which helps the program develop according to the criteria listed in the program performance standards, and finally, we would do it by both project evaluations by staff, and now we are going into a contract where we are looking at the effectiveness of a limited number of projects through a grant.

Mr. GOODLING. One last question. Are local and State governments—do you try to involve local and State governments, in any way?

Dr. DYE. Yes, we do. One of the criteria in the grant application is to look at interface with other components of Government in the local community.

Mr. GOODLING. Thank you.

Mr. ANDREWS. All right, Mr. Causey.

Mr. CAUSEY. The subcommittee staff, which has been working with ACYF for the past year, with respect to the runaway youth program,

is pleased to learn of Dr. Dye's appointment. Could you just give us a brief statement of your background for the record?

Dr. DYE. Yes, and just to correct the record—you mentioned me as designata, and I am officially appointed, as of this week, so I am officially on board as the Director of the Youth Development Bureau.

I most recently have left the New York State Division of Youth where I was the deputy director of rehabilitation services responsible for about 6,000 delinquent youth in the State. I have had about 2,000 employees on my staff, and a \$33 million operation budget to provide services to those youth.

Prior to that, I have been at the University of Massachusetts for 7 years, where I completed my masters and doctoral work in higher education. I also developed a series of programs on the campus that interfaced youth and students to provide direct services to youth that were in need of care both referred from the department of services and, as well as youth that were fleeing from their families, and that also included being foster parent to approximately 8 different youth in my own home.

Prior to that, I was here in Washington, D.C., out of the Office of the Secretary of Health, Education, and Welfare, created an Office of Students and Youth Affairs, and had oversight responsibilities for the Juvenile Prevention Act of 1968.

Before that, I came from San Francisco where I was working with the youth leadership training project in San Francisco.

Probably more important, I also bring with me a background that started at the age of 12, with a drunk and disorderly charge in the city of Los Angeles, where I progressed through popping hub caps. Eventually, at the age of 15, being incarcerated in a juvenile correction facility in the city of Los Angeles, from which I escaped, and I returned to the streets.

I moved through that process to where, at age 19, I was finally committed to California Department of Corrections as an adult offender, and moved for 3½ years inside of that State facility, and then coming out and starting to get involved with social programs in the community.

Mr. CAUSEY. Recently the Office of Human Development became part of the ACYF. To what extent has this organization affected the operations of the program, and how will it affect the program in the future, over the next several years?

Mr. PARHAM. Well, the Office of Youth Development is a part of the administration, as you say, the Administration for Children, Youth, and Families. What we have tried to do is put together related programs regarding children and youth and parents in families. These will be administered, of course, by Dr. Cardenas. We think that it will allow close attention to those very closely related activities, a maximum effort to identify ways to create a balanced program for these categories in our population and also an attitude that will be essentially aware of the need, not only to build these programs uniquely and individually, but to relate them to the other programs which the Office of Human Development is responsible for, specifically title XX and the Vocational Rehabilitation Act, Native

Americans and other programs of that type. We think it will provide those of us who have that managerial responsibility with a much more rational way to manage this total enterprise.

Mr. CAUSEY. Has the reorganization resulted in the imposition of additional layers of supervision between the actual operation program and the upper levels of management within OHDS?

Mr. PARHAM. One might look at the chart and come to such a conclusion. However, we believe that the plan provides a reasonable span of control for leadership staff. Each of the operational programs are at a peer level, so that the only thing the reorganization has done, it seems to me, is to establish an appropriate span of control over what we hope will be superbly qualified operational leaders who can make sure these programs develop as they should, and are given appropriate management. As you know, before the OHD organization was reconfigured, there were a total of 24 separate programs and offices that all answered directly to the Assistant Secretary for Human Development Services. We felt it was necessary to group some of those that were related and provide, as I said, a more reasonable span of control.

Mr. CAUSEY. How many now will report to the Assistant Secretary?

Mr. PARHAM. There will be three program offices and five Administrations that will report to the Assistant Secretary, and others such as the legislative and public affairs types.

Mr. CAUSEY. Instead of 24 there now will be approximately 10?

Mr. PARHAM. Approximately.

Mr. CAUSEY. Runaway Youth was one of the 24 at the time but will not be one now?

Mr. PARHAM. No. Runaway Youth is one of, I guess, about five or 6 programs that report to Dr. Cardenas.

Mr. CAUSEY. The Runaway Youth Division itself has been without a full time director for 7 months, and I believe it is without a full time director today. Why has there been such a long delay in the appointment of a director for the program, and what does this indicate with respect to ability within the Department?

Mr. PARHAM. I think I will let Dr. Cardenas answer that.

Dr. CARDENAS. I guess the most honest way to answer is that we have a basic situation in appointments, beginning with mine. I took office as Commissioner of ACYF in August of last year. The Assistant Secretary having a strong motivation to find a superbly qualified person to head up that Administration, and then my own wishes being to again find a Bureau Chief, a Bureau Director of top quality and making the management decision that that person ought to have the prerogative to choose a person, on a permanent basis to run the runaway youth program once he was on board. We have been extremely successful in finding that superbly qualified person in the person of Larry Dye. I did have the option to announce that post 2 months ago, but I simply made the decision that that person ought to be selected by the person who was going to be heading up that office. That is basically the situation we have found ourselves in.

Mr. CAUSEY. Can the subcommittee then now assume the process will begin to provide a full time director?

Dr. DYE. Yes, it has. One of the unfortunate situations, being in an "acting" capacity, I could not make any appointments. Now that I am officially appointed, it will be staffed very shortly.

Mr. CAUSEY. I'd like to get back to a point you raised, Mr. Parham, when you were answering the question regarding the reorganization and the emphasis within the Department or within this program, there seems to be a difference of opinion among experienced people as to whether there should be an emphasis on family advocacy or youth advocacy. Sometimes those are contradictory, and bump heads. I understand your statement to be that ACYF is leaning towards a family oriented policy of delivery of services. To what extent do you regard the possibility of youth advocacy having problems with family-oriented advocacy?

Mr. PARHAM. It seems to me both kinds of advocacy are necessary. There are many situations that all of us have had experience with where the interest of a particular child or children are not well-served by their natural parents or by foster parents, so there is a need for both kinds of advocacy.

It always seemed to me, in my experience, if one helps effectively a child or youth who is in some kind of distress, one does a very good service, but it is possible for you to help a parent to help that child or youth, you are in some ways more successful. But it seems to me there needs to be no necessary dichotomy, and it seems to me there needs to be at least some emphasis on each kind of advocacy. I don't know if that is a satisfactory answer to your question but it is the way I see it.

Mr. CAUSEY. Let me approach it in this respect. One of the categories of disposition or of reference to category of disposition of youth who are through the process of a program, is positive placement. I guess, initially, the thought would come to mind that positive placement would be back with the family. I presume that is not always the case. In some cases positive placement could be anything but the family.

Mr. PARHAM. In particular instances, I think that is true. I have a long background in juvenile court youth programs, and it is obvious, in many instances, that the family, for various pathological reasons, is not the best place for some children. One has to protect youth or children from their parents in those instances. I think it is obvious a positive placement would not be return to a family that was not nurturing or loving in its attitude toward that youngster.

Mr. CAUSEY. Does ACYF have any figures which would indicate to any extent youth who seek shelter or care through these programs are the results of physical or sexual abuse by a family member?

Dr. DYE. At this point in time we don't have that information for the record, but we do have it in the intake service forms. Those are the intake forms that each individual project administers for each individual and we will be making that available today.

Mr. CAUSEY. With respect to grantees of the program, is there a requirement by the Department that grantees receive an annual or semiannual financial audit?

Dr. DYE. There has been some lack of clarity around that issue in the past. We have just released issuances that say that each project will have an annual audit, and as a minimum surely one every 2 years, and at the close of the project they will have a final audit of the program.

Mr. CAUSEY. Will that audit be effective for fiscal year 1978?

Dr. DYE. Yes. The actual issuance is out already.

Mr. CAUSEY. Does ACYF have any established health and safety standards with respect to shelter facilities and program standards with respect to projects around the country?

Dr. DYE. Yes. What we call program performance standard sheets rating sheets. After the individual project completes the information, it comes to our regional Directors and they, in turn, are geared towards monitoring this.

Mr. CAUSEY. Does this include structural facilities, health standards?

Dr. DYE. There are 13 different items on the program performance sheet that talk to the issues of service from intake through residential care, out to final disposition, and then there are 5 that are geared toward the organizational structure that talk about everything from staff development training to the Board of Directors, et cetera, and how the organization is staffed.

Mr. CAUSEY. To your knowledge, has ACYF ever denied a grant application because of inadequate housing facilities, health standards, and so forth?

Dr. DYE. I don't have that information.

Mr. CAUSEY. Last year when the subcommittee was conducting hearings on reauthorizing title III, HEW requested a 1-year extension, authorization providing \$8 million. I have two questions.

One, is there any discussion within ACYF for supplemental appropriation for this program, and two, will you be able to meet your 1979 goals as stated in Mr. Parham's report with an \$11 million authorization?

Mr. PARHAM. There is no discussion on supplemental requests, at this time, and I assume that the goal of 150 projects funded this year is still a viable goal. Is that correct?

Dr. DYE. Yes.

Mr. CAUSEY. Within the \$11 million appropriation?

Mr. PARHAM. Yes.

Mr. CAUSEY. You have 128 projects currently, plus the national toll-free telephone service—that is 129 total projects. How much of the 1978 appropriation has been expended to date for those 129 projects?

Mr. PARHAM. Did you say 1979 or 1978?

Mr. CAUSEY. 1978. I don't think you have 1979 yet.

Mr. PARHAM. No. I thought you said 1979.

Dr. DYE. You are asking for 1978?

Mr. CAUSEY. Right.

Dr. DYE. I think it is \$7,800,000, but I am not sure.

Mr. PARHAM. That much has been obligated? We will be glad to supply you with that.

Dr. DYE. I don't think I can find it immediately. This present year we are working off of approximately an \$8 million budget that have 129 different projects.

Mr. CAUSEY. Will the balance be used to meet—

Dr. DYE. \$11 million will be to meet the balance of the goals.

Mr. CAUSEY. Are all of the 129 grantees totally funded through this program? Do they receive any other financial source from non-governmental sources?

Dr. DYE. Yes.

Mr. CAUSEY. Non-Federal sources?

Dr. DYE. Yes. The different grantees, you know, represent various kinds of program services. You might have very sophisticated programs like youth alternatives out of the bay area that operate. We provide a limited amount of resources for Huckleberry House, which is one of their programs, but they have an overall operation budget in a service capacity that far exceeds Runaway Youth. I think our moneys for Huckleberry House are approximately \$100,000. Their moneys are clearly over \$1 million. They run programs for other youths in high school settings, also, and we find other programs around the country that have multiple services.

Mr. CAUSEY. What would be the major categories of State and local government?

Dr. DYE. State and local, private demonstrations, some projects do their own raffles to keep themselves self-sufficient. The United Way would be an example. Some have some title XX moneys. They have money from health service projects in local communities.

Mr. CAUSEY. Would it be possible to supply the subcommittee with a breakdown of Federal and non-Federal funding sources to programs?

Dr. DYE. It was one of the questions I was getting out upon initially coming aboard. I will try to get at that information. The obvious problem is going into somebody else's administrative structure and asking them to report on other sources of income, and I don't know the technicalities of that.

Mr. CAUSEY. GAO noted in its report, the runaway youth program has lacked program direction over the past several years and only recently have appointed a steering committee to study youth issues. What is the status of the steering committee, and how will the steering committee impact upon runaway youth?

Mr. PARHAM. The status of the committee is that it is just getting started. It resulted from a conversation which I had with the Secretary in late January. I only came to HEW right before Christmas. The essence of the conversation was that I expressed a notion that most of our programs start from a point of defining some kind of problematical adjustment or deviance on the part of youth. It seemed to me that that resulted many times in a kind of labeling phenomena

that in some cases adds to the problems of youth. We might be wise to look at some more positive approaches, taking into account the fact that adolescence is a special developmental period in the lives of all children and that most adolescents have some difficulties and problems that require approaches not necessarily well handled by schools or families. The Secretary asked me to explore that and create a committee including not only HDS, but representatives from the Public Health Service, the Office of Education and the Social Security Administration. We are just beginning our work, and we expect to make a preliminary report to the Secretary in April. We hope to come up with a legislative initiative that we will talk about in the late spring or early summer. That is essentially the status. It will look at all of our youth initiatives in the department. We recently had announced one in regard to teenage pregnancy, for example. We will look at all of them as to how they interrelate and also how a more positive approach might be introduced. That is really the essence of the notion and we are exploring it.

Some States do have programs whereby they encourage local communities or local governments to develop positively oriented youth activities other than what is found in the schools or other typical community organizations. We will be working on this and will certainly want to be talking with the subcommittee and talking with the staff of the subcommittee.

Mr. CAUSEY. Does the steering committee have any other Departments represented?

Mr. PARHAM. Not at this point. The steering committee is made up of representatives from the various components of HEW, at this time. We expect to expand that activity to bring in others in interested groups.

Mr. CAUSEY. The subcommittee understands that HEW terminated a contract with Associate Consultants in 1976 for the "Analysis of Current Management Processes of Runaway Normative Models."

Why was the contract cancelled? Was there money paid on this contract, and what is the status of the money that was paid?

Mr. PARHAM. Larry is prepared to answer that, I believe.

Mr. DYE. This contract was let, and after review, both extensive amount of work that was done by the contractor as well as by the Youth Development Bureau staff in the development of both the work prospectus as well as other work with the staff of Associate Consultants, Inc., our staff reached the conclusion that, one, there is a demand on our staff's time to actually finish the product. The consulting group, as they came with the proposal, the proposal looked very good. However, the group itself did not have the capability of being able to do the product and our staff, in the central offices, were actually doing most of the work according to the contract.

The second component was based upon the delays in getting the product done. We saw it was going to cost the Federal Government a considerable cost overrun to be able to continue with the ongoing program so it was with these combinations of activities around the capability of the group, as well as the potential cost overrun to the

Federal Government, a determination was made to terminate that contract. They completed the work that they had in place. However, they did not complete the total prospectus they had submitted. The amount of money spent was approximately \$98,000 paid to the contractor for the services they had performed during the time frame that they were working with the Youth Development Bureau.

Mr. CAUSEY. Was what was completed at that time useable by the Administration?

Dr. DYE. No, it was not.

Mr. CAUSEY. GAO noted in its report, there was a technical assistance contract to provide technical assistance to projects and that Region V had a problem in working with the contractor. Can you amplify on that problem?

Dr. DYE. Yes, I could. The way the technical assistance contract is defined is that the individual grantees would go through a field assessment process to identify the kinds of services that they wanted from the technical assistance contractor. In Region V, the needs assessment came out documenting areas that the technical assistance contractor was not capable of providing the services to the region, so it was agreed, with the TA contractor, as well as with the regional program director and the grantee, to use those resources essentially in consulting days, based upon the needs of Region V grantees, and so the services are still being provided in Region V, but they are not necessarily consistent with what is going on in the other Regions and the monies are being expended.

Mr. CAUSEY. Who is the recipient of that contract?

Dr. DYE. The Educational Systems Corp.

Mr. CAUSEY. When was that contract signed?

Dr. DYE. That contract was signed in, I believe it was September of 1977.

Mr. CAUSEY. Did that corporation ever provide services to the Department prior to this contract?

Dr. DYE. Yes, it had. We have had 4 technical assistance contracts for 1975, 1976 and 1977. In 1975, the technical assistance contract was let to Educational Systems Corp. as well as the National Youth Alternative Program. It was split between the western half of the United States and the eastern half of the United States.

In 1976, there was one contract let for nationwide effort, and that was conducted by the National Youth Alternatives contract. In 1977, one contract was again let, and that was to the Educational Systems Corp., who presently has the technical assistance contract.

Mr. CAUSEY. Mr. Chairman, we have a few more questions, but in the interest of time, perhaps we could submit these in writing and perhaps you could respond to these.

Mr. ANDREWS. Dr. Dye, you say that the contract for technical assistance for the year 1976, was not to Educational Services Corp., but to some other agency?

Dr. DYE. That is right.

Mr. ANDREWS. But that the technical assistance contract for 1977 was again, as was the case in 1975, let to the Educational Services Corp. Yet I understood you to say that the contract with Educational Services Corp. was signed, you believe, in September of 1977.

Would not fiscal year 1978 begin on October 1, 1977? Why would you be signing a contract with Educational Services Corp. to provide services for the fiscal year 1977, in September of 1977, when that year was essentially already over?

Dr. DYE. Do you want to answer that, Dr. Cardenas?

Dr. CARDENAS. The contract was signed to provide services for the succeeding year.

Mr. ANDREWS. For 1978 rather than 1977?

Dr. CARDENAS. That is right.

Mr. ANDREWS. When was the service, as performed by that contract terminated?

Dr. CARDENAS. It has not been terminated.

Dr. DYE. It is presently under contract, now.

Mr. ANDREWS. I understood you to say that it was discovered that they did not have the competence to perform the contract and their services were terminated?

Dr. DYE. That was a different contract. That was not a technical assistance contract. That was a contract to develop an analysis of current management process, and what they call a normative model. That was one of the research contracts that we had and that was terminated based upon the corporation's inability to provide services.

Mr. ANDREWS. What was the name of that?

Dr. DYE. That was Associate Consultants, Inc., and the contractor that has the technical assistance component is Educational Systems Corp., and the other group that had the technical assistance was National Youth Alternatives Project.

Mr. ANDREWS. Dr. Dye, you say there are about 13 criteria by which you evaluate a proposal to determine whether to fund a grantee who is submitting a proposal. I believe you said at a later time that you don't have any records to indicate what portion of the total cost of that program is paid by the Federal Government as opposed to the local government or some other entity.

Do you not take into consideration in the evaluation and awarding of particular grantee programs, what it will cost? In other words, if the Federal Government could get a program where some other entity is paying perhaps 90 percent of the money against the Federal Government only paying 10 percent, I would think that would be a considerable inducement to grant funds to that program, based not so much on its work altogether, but its work as compared with Federal dollars.

Dr. DYE. Yes. If we take, for example, the San Francisco project that I cited earlier, we do look very hard. We have a regular budget summary sheet that takes a look at the projects for the services that are provided for youngsters under Runaway Youth and other services they provide in the city.

For example, we do not ask them to spell out their budget allocation for their diversion programming. We are interested in the fact they provide that kind of service in the community, and it is reflected in one of the statements relative to their providing expanded service delivery, but we do not ask them for a budget breakout for other projects they have funded under their larger umbrella.

Mr. ANDREWS. I understand that you do not ask them to furnish information for expenditures other than the one for which they apply. I am not asking you what expenditures they make for programs other than the ones we are discussing. My question has to do with whether or not you know what portion of specific programs provided for by the Runaway Youth Act are expending funds from other than Federal sources?

Dr. DYE. Yes, we do.

Mr. ANDREWS. Well, then, that, I believe, was the question Mr. Causey was asking concerning what portions of the total cost, in each of the 129 Runaway Youth grants at each of those sites, is borne by the Federal Government? Do you have that information?

Dr. DYE. I do not have that information at hand, but we can make that information available.

Mr. ANDREWS. You do have it somewhere?

Dr. DYE. I will have to go back and look at that specific request in our grant application, but I believe we do have it there, and can make that available.

Mr. ANDREWS. Do either of the three of you know if you have that someplace?

Dr. DYE. Unfortunately, none of us have gone through a funding cycle at this stage of the game.

Mr. PARHAM. I don't have it, Mr. Andrews, but the thought occurs to me that many of the grantees are multi service units, such as the one that Larry characterized in San Francisco. If I am following the import of your question, you are suggesting that wherever we might get the goals of the Runaway Youth Act served with less Federal dollars, that that would be to our advantage. Some of these multiservice youth programs insofar as their budgeting process is concerned, to do those functions peculiar to the Runaway Youth Act, they may concentrate the Federal dollars available under this, and they may do diversion programs or other kinds of services with other dollars. How those dollars are mixed together in their total budget might not be in the analysis. We can certainly take a look and try to get the data you are interested in. I think it is a very valid question. I don't think we have it at the present time from all of the information discussed about this program at this time.

Mr. ANDREWS. I think a logical followup question would arise from what I now understand to be two circumstances—one is that I believe you say when the application is made for Federal funds, for the operation of a program involving the concepts and purposes of Runaway Youth program, that you do, at that time, ascertain whether monies other than Federal are to be expended for your desired purpose.

Then, on the other hand, I believe you are telling me that at the end of the period of time in question, if the applicant applies for  $x$  amount of Federal dollars to operate a particular project for the runaway youth program, and, within a given time frame ask you to provide  $x$  number of dollars in return for their supplying  $y$  number of dollars from other sources, the fact that they offer to provide  $y$  number of dollars becomes an inducement to consider the

granting of the  $x$  number of dollars. If that is the case, how can it be that at the end of that period of time, you don't have any accounting as to whether they provided the  $y$  number of dollars?

Mr. PARHAM. I think it is because of the fact that this kind of data has not been generated by the reporting system. I think that would be the case.

Mr. ANDREWS. That this kind of data is what—not generated?

Mr. PARHAM. Has not been generated by the reporting systems, and data collecting systems, and I think your interest is well placed, and I think it is something we ought to look at, but my response is: I don't think we have that data now but we will look and see if we do, and if we don't, we can institute ways to secure it.

Mr. ANDREWS. In my opinion, that is somewhat of the essence in accounting to taxpayers for how money is spent. If the fact that grantees put up half or whatever share of the total cost is an inducement for you to grant the request and in turn to supply the Federal half, I am amazed somebody isn't making an effort to see if, in fact, they came up with their share. Apparently, you are telling me that, whatever statistics you are accumulating, one of them is not whether the grantee share came forward.

Mr. PARHAM. What I have said is I don't know if that is the case.

Mr. ANDREWS. Do you think you have anybody that knows—just in case somebody is interested in whether they put up their share of the money?

Dr. CARDENAS. I have had about 50 notes passed to me, Mr. Chairman.

Mr. ANDREWS. Does any of them contain that information?

Dr. CARDENAS. They all say that we do have that information. I hope I got this right from the whispers—that the Regional Grants Management Office, in fact, does check to see whether the Federal match that was indicated is, in fact, available, and that we will be able to get that information for you. Also, in our application form, we do have an "other resources category" that is reported to us, so I think we are in good shape on all of that and we will be able to provide it.

Mr. ANDREWS. I am pleased that somebody is—I am not. Can you tell me how much the grantees are complying with their promises to put up whatever number of dollars—is there someone who can come here and tell us that?

Dr. CARDENAS. Yes.

Mr. ANDREWS. Who would that be?

Dr. DYE. Our Branch Management Office of HEW. We also, under our auditing procedures that have just been issued, have an outside auditor that will be completing the complete audit of expenditures so we have that information through the audit also.

Mr. ANDREWS. I was interested in the term to which I believe you referred, Mr. Parham—positive placement. Are you referring to the fact that your statistics include attempts and some success in seeing what eventually happens to the various 33,000 youth that come to certain of your grantees as runaways? I believe you report in the GAO report—I assume they got the figures from you—that a certain percentage of these youth were returned to their families; a

certain percentage will return to some relative other than the immediate family; a certain number went to the police; and a certain number—I believe 18 percent—went to an undesignated place. About 12 percent ran away again and as far as you know just continued to be runaways. Which of those, if any, do you designate as positive placements?

Dr. DYE. Here, we would be looking at, I believe, it is two-thirds of the youth positively placed back in their own family situation or living situation in their home environment, and are counseled by staff of the runaway program. That would be consistent with our returns home and/or to other appropriate living arrangements in the community.

Mr. ANDREWS. What percentage of the runaway youth being served by the program or programs do you estimate have become runaways because of difficulties encountered in the home from which he or she ran in the first instance? Don't most of them leave home because of difficulties they are encountering in the setting from which they ran?

Dr. DYE. Yes, there are interfamily difficulties, some of which can be a family dispute. Some of it can be related to bad grades in school. Some of it could be relative to a multitude of different issues that cause the youth to run. The staff are geared toward trying to first reunite and realign them with the existing family structure there.

Mr. ANDREWS. I think, in many instances, obviously, that would be where they go, but I wonder why, if the child left the setting in which the child was—the immediate family, uncle, or grandparent—I don't know why the fact that you caused the child, after a period of time, to return to the setting would necessarily be considered positive. I don't know how you, by gathering all of these statistics—that 2.9 percent were placed with friends, 4.9 percent with relatives, 4.1 percent in group homes, 4.1 percent in foster homes—can know that the placement was positive. I, myself, can't draw any conclusion that if that 2.9 percent figure were raised to 20 percent or reduced to 1 percent, that either way it would necessarily be good. I think, in order to have any statistics that would enable me or anyone to evaluate whether what you are doing is good or bad you have to know more about whether returning that child to its parents was good or bad. I don't know how you can say that the fact you returned a number of runaways to the parent is good or bad. I guess you are presuming somebody thinks it is good or high enough or not too little. To me, it is meaningless unless you knew the parent or the social worker and could ascertain whether or not, for that particular child to be sent back to that parent was a good thing to do or not a good thing to do. None of these statistics tell us anything in terms of whether somebody is making a good judgment as to what to do with a given child in a given situation.

Has anybody attempted to make that kind of evaluation based on merit rather than just figures?

Dr. DYE. Each project is evaluated based upon their capability to provide services. There are multiple reasons why youth will come to a program. Once the youth accesses the program, then the staff

work first with the individual youth. The youth indicates their reasons why he or she ran away from home—sometimes it is because of a school grade, sometimes because of sexual abuse in the family. It may be any one of a number of different issues. Those staff then work with both the youth and the family to ascertain what the problems are and the issue of reuniting them with the family is geared towards that individual youth's needs. For example, if it is just a fight in the family or sibling rivalry or some other problem like that, the staff, in discussing it with the youth and the family would work on reuniting them, and in the context of that would provide some kind of services through the center. If, in fact, the youth was referred to us, say, because the youth ran away because he was being sexually abused or had no family structure to return to, then, a different determination would be made by that staff, professionally.

Mr. PARHAM. Can I elaborate?

Mr. ANDREWS. You are not addressing what I am asking you, but if you want to pursue it further.

Mr. PARHAM. I will try. It seems to me the import of your question is again a valid one, because it does require a very sophisticated evaluation to determine "positive consequences of certain actions." I think there is a general presumption on the part of most people that return to the home or the family is a good thing. Obviously, that is not necessarily true. There are many consequences or many circumstances that might not be necessarily a good thing. If we attempted to do this on each one of the 33,000 children that we served last year, or thousands more that we may serve in coming months, there would be imposed on the program a very heavy expenditure for recording and analyzing data. I believe one of the research projects, Mr. Andrews, is designed to follow up 20 children each out of 20 projects and try to get, in a much more sophisticated way, at the very question you pose. You are right that the simple data which you have read there do not support a conclusion that that is necessarily good. Is that responsive to your question?

Mr. ANDREWS. Yes, that is responsive. In other words, I think what you are saying and what I am saying is, when you put it together, someone, presumably, at each of these 129 points throughout the Nation, does make a judgmental decision for each child, as to whether the child would be better off to be returned to the parent or to the various other places that such children are put. But then, at another point in time, you are telling us that you spend \$100,000 here, \$300,000 there, \$200,000 somewhere else to employ people to come up with statistics, and reports, and so forth which I understand to be absolutely meaningless in terms of providing anybody, certainly including this subcommittee, with any basis for ascertaining whether the judgments made at those individual 129 places are good or not. I believe Mr. Parham, you are saying, as I do, that they aren't—that the only way you can evaluate whether the child was properly put back in the home would be to determine whether the child leaves again and how many of these 33,000 children you served have been there how many times? There is nothing like that.

I am aware of the fact that recently the business of providing statistics for the Federal Government has become one of the 10 largest industries in the United States in terms of dollar volume. We are paying billions of dollars for innumerable people, growing all of the time, to get statistics, to get research data, to make studies, and to provide technical assistance. I bet I know another industry that will soon surpass that, and that is for these experts that know how to prepare those grand reports. Apparently, you don't know what is in the report anyway. You don't know, at the Federal level, whether it includes the money which should have been put up by grantees. You say somebody knows somewhere, but that it is not in the reports the Federal Government is paying for. On the other hand, information I think to be meaningless is replete in these reports. I don't know what it costs, again.

Take, for example, the fact that 2.9 percent, not approximately 2 percent or approximately 3, but 2.9 percent of 33,000 children who were placed or came to runaway facilities, were placed in turn with friends. What does it mean to you or mean to me if that figure is 2, 1, 6, or 9 percent? What different does it make unless somebody has ascertained whether a good judgment was made in placing them with friends. That is not here, so frankly I don't consider this to be worth the cost of printing, let alone the cost of getting it in the first instance, which is obviously a tremendous amount of money.

Maybe I am wrong. Do you think perhaps I am? Is there something in here that is worth something to you?

Mr. PARHAM. I think we are interested in where the children go following their experience with the local runaway houses. The fact that they go, in most instances, voluntarily; we are interested in that.

Mr. ANDREWS. Do you intend to try to do something about it or try to make the number that went to friends greater next year or less?

Mr. PARHAM. I don't think that would be a relevant kind of consideration. If the trends change significantly from year to year, that should be a trigger to tell us something may be happening that we ought to look into. That is the purpose of those kinds of statistical data but your point again is well taken. One of the things with which I had previous experience was that my workers complained about all of the forms they had to fill out because we were trying to meet congressional, Federal, State, and other reporting requirements. The workers said they were spending most of their time filling out reports and not having time to work with the people who had problems. There is a kind of a medium ground where there are certain kinds of information we have to have staff and grantees report to us. If we impose requirements for too sophisticated or extensive reporting back to us, grantees will be complaining that too much time has to be given to those kinds of things. That is why, directly related to your salient comment, we need to use sampling procedures to secure more sophisticated appraisals of these programs and determine what is happening as a result of the intervention for which the Federal and local government pays. I hope we will see a solid

development along those lines rather than creating extensive reporting systems that take valuable time away from the people we have in the front line. We hope they can spend their time dealing effectively with young people in distress.

Mr. ANDREWS. Also, there was some reference earlier by GAO, and again, I believe, by some of you, to the fact that within the past year or so you have had a lot of turnover of personnel in the higher echelons of the agency. Did I understand that the last director left around February of 1977?

Mr. PARHAM. The last director of the Youth Development Bureau, yes.

Mr. ANDREWS. Who was that?

Mr. PARHAM. Mr. Jim Hart from Florida, I believe.

Mr. ANDREWS. Where did he go from that position? Do you know?

Dr. DYE. He is running a small private facility for children, superintendent of a facility for children, I think, between here and Baltimore.

Mr. ANDREWS. Did he go to that position immediately upon his leaving, in other words, in February of 1977, or sometime shortly after that?

Dr. DYE. I just don't have that information.

Mr. ANDREWS. Gordon, do you have any questions?

Mr. RALEY. Yes, I do have a few. Dr. Dye, I would like you would focus on the annual report and some of Congressman Andrew's concern with it. Do you have a copy of your report with you?

Dr. DYE. Yes.

Mr. RALEY. Would you look at page 19, please, the first paragraph. I will quote just two sentences.

Of the grants awarded during fiscal year 1977, 88.2 percent were made to private and 11.8 percent to public agencies. Nearly  $\frac{3}{4}$ ths, 73.6 percent of these projects had past experience in providing services to youth.

Can the subcommittee gather from this that about 26 percent of the grantees you funded last year had no previous experience providing services to youth, and if so, why did you make grants to agencies with no prior experience providing services to youth?

Dr. DYE. Unfortunately, I was not there during that funding cycle, so I don't have the technical information. I would only be able to speculate that—I would rather not speculate. I would rather provide that answer in writing for the subcommittee.

Mr. RALEY. We will look forward to that answer. Do you have the 1976 Annual Report with you? Again, I recognize, that you were not there, at the time it was written.

Dr. DYE. No, I do not.

Mr. RALEY. You talked a little about positive placements and the definition of what that is. On page 11, of that report there is the following quote:

In effect, positive environments and stable living conditions were formed for 9 out of 10 of the youth served.

If I quote from page 27 of the fiscal year 1977 annual report released yesterday, it says:

Positive living arrangements therefore were secured for two out of every three of the youth served by the HEW funded projects.

If my math is correct, that means, according to your own reports, that in fiscal year 1976, 90 percent of the youth served were put in these "positive placements," and that last year, only 66.7 percent were placed in such placements. What is the reason for that dramatic change in this one year period of time regarding this term called "positive placements"?

Dr. DYE. Again, that would be a question I would have to provide an answer to in writing because I have not had the detail to look at each project.

Mr. RALEY. Let me seek clarification on another point.

Mr. ANDREWS. I don't think that one has been clarified yet.

Dr. DYE. What I am saying is I would go back and get with my staff and come back with a written report as to why there is that discrepancy.

Mr. RALEY. Let me emphasize that we would like that report written. Just another quick question regarding dispositions. This information comes from pages 27 and 28 of your annual report. It says 42.7 percent of the young people sheltered were returned to their homes, and about 23.6 percent were placed in "other appropriate arrangements", including placement with friends, relatives, group homes, foster homes, independent living, and "other forms of alternative living arrangements". This last category represents about 5 percent or about 1,100 of the 22,000 young people who got temporary shelter care last year.

Can you give us an example of what "Other Forms of Alternative Living Arrangements" include?

Dr. DYE. The "Other" category on the intake form obviously can only list so many, and we tried to get as many as possible that we could think of.

Mr. RALEY. If you can give us some examples of what might be another alternative?

Dr. DYE. Evaluation standard—it goes into special center for evaluation purposes, a center for, you know, disturbed kids, special kinds of residential care, other things like that.

Mr. RALEY. Some of the other disposition categories were "Didn't Say Where They Were Going"; "Continued Running"; "Other Types of Arrangements"; "Requested to Leave by Program"; and "Removed By Police." Now, I gather for the category "Other Types of Arrangements" that you are not able to tell whether those are appropriate or not.

Could you give us examples of what "Other Types of Arrangements" might be?

Dr. DYE. In the "Other" category, there is a line for specification. I can go back and bring that information forward to you.

Mr. RALEY. We would like that in writing.

Congressman Andrews, I believe, asked you a question about the number of young people who left home because of problems in the family that might be severe, such as physical or sexual abuse. You said you did not have that information. Is that correct?

Dr. DYE. I said I did not have that information with me, at this time.

Mr. RALEY. There was around \$400,000 spent for a statistical survey of Runaway Youth. Am I correct in assuming that that statistical survey, covering calendar year 1975, was not able to determine how many young people left their homes because of physical or sexual abuse?

Dr. DYE. I do not have that information available.

Mr. RALEY. You are familiar with the statistical survey?

Dr. DYE. Yes.

Mr. RALEY. One thing the statistical survey did tell me, at least, is that about 733,000 young people left home at least overnight. I am aware that 128 projects are providing services to about 33,000 young people, and about 22,000 receive temporary shelter care.

Would you make an estimate roughly as to what percentage of the serious runaway problem in this country you feel you are meeting through the runaway program?

Dr. DYE. I would say about 6 percent.

Mr. RALEY. Given that, Congress raised the authorization level now that you are able to request from \$10 million a year to \$25 million a year. Given the fact that you are only meeting 6 percent of the need, I am curious why you are continuing to ask for the same level of appropriation that you sought last year. Are you satisfied with only meeting 6 percent of the need?

Mr. PARHAM. I think part of the answer to that is Dr. Dye was not present at the time the program was being appraised and he was not available to appraise and to offer new directions. Now that he is here, we expect an appraisal and we will deal with the very concerns you raised.

Mr. RALEY. Do you feel the \$11 million appropriation that has been requested for fiscal year 1979 is sufficient?

Mr. PARHAM. I think that is a question we really can't answer. There are many problems which contain a large universe of individuals needing help. One has to look at how one serves those that are most in need of help. I doubt, personally, that we are serving all of the children, youth, who need our help at this point in terms of the universe, and I think it is probably impossible to answer how much money one ought to have for such a service.

Mr. RALEY. Section 341(b) of the act requires that:

"The Secretary, through the Office of Youth Development, which shall administer this title, shall consult with the Attorney General through the Associate Administrator of the Office of Juvenile Justice and Delinquency Prevention"—Mr. John Rector—"for the purpose of coordinating the development and implementation of programs and activities funded under this title with those related programs and activities funded under title II of this Act and under the Omnibus Crime Control and Safe Streets Act of 1968, as amended."

I believe, in your testimony, Mr. Parham, you did mention that Dr. Dye had already begun coordination functions. You mentioned both the Department of Justice and the Department of Labor. Dr. Dye, could you tell us on what occasions and to what purpose you have met with Mr. Rector of the Office of Juvenile Justice and Delinquency Prevention?

Dr. DYE. When I first came to Washington, D.C., I called John Rector, and we sat down and started preliminary discussions with the Office of Juvenile Justice and Delinquency Prevention. We have had that one meeting, and have subsequently met at other places, but not formally.

Mr. RALEY. So you met when you first came to Washington, D.C., but have not met again since then?

Dr. DYE. I believe that was about the 2nd or 3rd week in January, we had a formal meeting in the office. We have not met since then.

Mr. RALEY. Are you satisfied with that level of coordination? Is this what we mean when we talk about coordination with other Federal agencies?

Dr. DYE. No. John and myself both talked about the need to get together, as well as interface between HEW and Labor Department, and meetings with Robert Taggart's staff, and the same holds true with other runaway youth agencies. Agriculture has a number of programs as well as Interior. One of my concerns in coming to HEW was the lack of interface between the Youth Development Bureau and other Federal agencies, and I have seen that as one of my priorities to start making those linkages with other agencies.

Mr. RALEY. Could you tell us just briefly, recognizing time is short, what some of your ideas are, what plans you have, and what directions you would like to see the Runaway Youth provisions follow during the next several years?

Dr. DYE. At the beginning stages, to provide some good forceful leadership and direction for that office. I think that is something that the Bureau has not had over the course of at least the last year, but I think that from there I would like to think a lot more about the interface between Runaway Youth, Youth Development Bureau, and other internal agencies inACYF and in HEW.

One of my concerns in coming to Washington, D.C., was the fact that youth, I think, are one of the most neglected groups in our society. I know every group has its own level of neglect, but I think there has been little attention to the needs of youth in this country, and I think we have got to focus much more heavily on the needs of youth. That comes under the Youth Development Bureau, and its interface with HEW and other parts of HEW as well as other agencies. For Runaway Youth specifically, one of the things I see, as focusing on, is accessing other service delivery components within HEW. We have a number of youth programs that are placed into title XX resources. I see us seeing that those services are made available.

Mr. RALEY. Mr. Chairman, that is all.

Mr. ANDREWS. Mr. Goodling had to leave us, but his secretary has asked me to ask this question.

I have to paraphrase a little bit. He has a figure here, \$98,000 paid to Associate Consultants, Inc. If they were not performing their work satisfactorily, how was the above figure arrived at and what work was completed in what time frame? I understood, to elaborate a little, that the work they did perform was determined not to be of any sufficient quality to be of any value. I think that is

what he is implying. Then, how did you arrive, or somebody arrive, at a figure of \$98,000 to be paid to them? What period of time did they perform unsatisfactorily whatever they were supposed to perform?

Dr. DYE. I don't have the specifics in terms of that information, but I know the Grants Management Offices of HEW would go through a complete review process on any kind of funding like that and make a determination of what services they would pay for and what they would not. I can make those available to the subcommittee.

Mr. ANDREWS. Well, you say they will go through a complete review process so as to arrive at the value of the service that was, in fact, performed.

Mr. PARHAM. When a grant is defunded there are procedures to try to ascertain a fair way to complete fiscal details, because if it is not performing properly, there are procedures gone through to determine what is a considerable payment, and whether there should be an effort to recoup any of that money. We don't have the details, but could probably get those for you.

Mr. ANDREWS. When was the contract with Associate Consultants, Inc. terminated?

Dr. DYE. June of 1977.

Mr. ANDREWS. Do you know when the \$98,000 was paid? I assume it was not paid in a lump sum—was it paid in several installments? Do you know when the last installment was paid? Was it after June or before June?

Dr. CARDENAS. I think it would have been as of June. I would have to check on that.

Mr. ANDREWS. But you don't know whether since June anyone has arrived at a determination as to what value, if any, the services performed amounted—whether or not these people were over-paid?

Dr. CARDENAS. As Mr. Parham has pointed out, the Grants Management office does go through an analysis of the services performed and makes a determination that certain payments are in order. That is a rigorous process, as I have become aware of it and a payment is made at the time that the final decision is reached and given the termination of the contract in June of 1977, I believe that that would have been when the last payment would have been made.

Mr. PARHAM. We did say, for the record, that the product that was produced was not useable by us.

Mr. ANDREWS. Yes, I am aware of that. If they were doing the work so as to be of assistance to you, I don't know who better than you could determine to what extent they provided information that was, in fact, usable by you. It seems that the person to whom the service was provided would be best able to determine whether it was useable—as you contemplated when you made the contract.

Mr. PARHAM. We did determine that and we have defunded the grant. In terms of how much actual compensation would be paid, that becomes, I suppose, legal and technical financial questions. That is the function of a Grants Manager.

Mr. ANDREWS. Has this other entity that is to determine the value—whoever it is—consulted any of you as to what you consider to be the value of what was performed?

Dr. DYE. Unfortunately, none of us were here at that point in time during that consultation. I am sure the consultation was undertaken with my staff, and I have not had the opportunity to go over each grant of the contract in relationship to the various questions we had and have defunded.

Mr. ANDREWS. Dr. Cardenas, I believe I remember you from being here to testify about a year ago.

Dr. CARDENAS. I was not in an official capacity a year ago.

Mr. ANDREWS. Then you came here as a witness.

Dr. CARDENAS. The Office of Youth Development was reorganized into ACYF right about August, the time I took the oath of office for administering ACYF, and so this occurred prior to the time this program was part of my responsibility and prior to the time that I have been officially sworn in. Like Mr. Dye, prior to the time I was sworn in, I was in a consultant status to HEW and this was never brought to my attention prior to that time, so we have got an action that occurred outside of my agency and prior to the time I came on board.

Mr. ANDREWS. When did you testify here before?

Dr. CARDENAS. I think I have done it so many times. I would not have testified, Mr. Andrews, prior to August 4.

Mr. ANDREWS. Of 1977?

Dr. CARDENAS. That is right.

Mr. ANDREWS. My memory then is faulty.

It is now about 12:15. We have 3 witnesses for later, each of whom represents one of the grantees—one in New Orleans, one in Columbus, Ohio, and one, I believe, in Region V, which includes Chicago.

Suppose we recess for lunch and return at about 2 p.m. Could, at least one of you be back with us at 2 p.m. for perhaps an hour or so in case there are questions about which you could perhaps provide information.

[Whereupon, at 12:15 p.m., the hearing was recessed until 2 p.m., on the same day.]

#### AFTERNOON SESSION

2:00 p.m.

Mr. ANDREWS. The hearing will be resumed. Dr. Dye, would it be possible do you think for your Department or Agency to respond to certain written questions the staff would like to submit and could you do that within, say, 2 weeks?

Dr. DYE. Absolutely.

Mr. ANDREWS. Good. All right. We have, for this afternoon, a panel of witnesses consisting, I believe, of Mr. Donald Loving—is Mr. Loving here? He is director of the Greenhouse in New Orleans, and Kay Satterwaite, who is program coordinator with the Huckleberry House, Columbus, Ohio, and Cynthia Myers, executive director of the National Runaway Switchboard, Chicago.

All right, then, Mr. Loving, your name appears first, so if that is satisfactory, we will look forward to receiving such statement as you make.

Mr. LOVING. Thank you very much.

Mr. ANDREWS. Did you know the gentleman, second to my left, prior to this?

Mr. LOVING. I was going to make reference to that in my testimony, sir.

[Prepared testimony of Donald Loving follows:]

## TESTIMONY OF DONALD M. LOVING

BEFORE THE HOUSE OF REPRESENTATIVES  
SUBCOMMITTEE ON ECONOMIC OPPORTUNITY  
March 7, 1978

Mr. Chairman and members of the House Sub-Committee on Economic Opportunity, I am Donald M. Loving, Executive Director of Youth Alternatives, Inc., a multi-service, non-profit organization in New Orleans, Louisiana. It is my pleasure to testify today concerning Title III of the Juvenile Justice and Delinquency Act, otherwise known as the Runaway Youth Act.


My agency has operated a crisis center called the Greenhouse since January of 1972. During this period of time, we have provided emergency housing and counseling to over 2,400 youth. In addition, we have provided non-residential, short term counseling to over 6,200 youth and their families. For the past two and one-half years, the Greenhouse has received funds to provide these services through the Runaway Youth Act (RYA). This testimony is based largely on my experience as the person who designed and administered the Greenhouse since its inception. I also have knowledge of programming for runaway youth and youth in crisis in other parts of the country because of my association with the National Network of Runaway and Youth Services, Inc., a membership organization with over 120 member agencies, many of whom provide services to runaway youth. I am currently serving as Chair of this national organization.

My testimony will cover three areas. First, how the needs of youth and their families are addressed through services such as those provided by The Greenhouse; second, the contribution of emergency shelter programs to planning for a more complete system of comprehensive services; and finally, the significance of the RYA in the delivery and development of services, past and present, to youth. To address the first area, the Greenhouse began in 1972 in response to the need for a program to deliver emergency shelter and counseling services to the thousands of runaways who were passing through the city of New Orleans each year. Prior to our existence, runaway youth or youth who were on the streets without parental supervision either were ignored or were arrested and put through the juvenile justice system, detained and/or sent home without any attempt to deal with the causative factors which precipitated the runaway episode. Our assessment was that these youth had not committed an offense which would require involvement with the juvenile justice system. It seemed more likely that most of these runaway youngsters were reacting to problems which had not been dealt with by the family. We felt that their needs called for professional intervention by people trained in counseling and crisis intervention, rather than by law enforcement personnel. We therefore developed a program which could provide immediately accessible services 24 hours a day to any young person in crisis and in need of housing and/or counseling. These services were designed to offer professional counseling and temporary shelter for those young people who would otherwise be on the street.

We chose a centrally located, accessible facility capable of housing 16 youths between the ages of 12 and 18. Thus, Greenhouse crisis center came to be known as a place where a troubled youngster away from home could find professional counseling with people sensitive to his or her situation. He or she could also find temporary shelter as a welcome alternative to the dangers and pitfalls of life on the street. The Greenhouse continues to offer these services to the present day.

Because our services are voluntary most young people are not "placed" with us but rather choose our program. Many youngsters seeking crisis counseling services are confused, anxious and frightened. They are frequently suspicious of more "traditional" agencies which exist within the community. Therefore our program and our professional staff must present an alternative source of help which is attractive and responsive to the needs of these youths. We feel we have succeeded in creating such an environment as evidenced by the large number of young people who utilize our program.

The Greenhouse staff creates a safe, comfortable atmosphere in a therapeutic environment to help each young person begin to search for alternatives to his or her difficulties. The staff and all the residents assist this process in at least four different ways:

- 1) Regularly scheduled group sessions with counselors and residents are held twice a day.
  - 2) Individual counseling is immediately available to residents at all other times of day.
  - 3) Family counseling is always encouraged when the family
- 

is available.

- 4) All activity in the Greenhouse is focused upon problem solving and responsible decision making by the young person.

These activities generally lead to one of several solutions to the individual's situation. The ideal is for the young person to return home to the family. Next is to facilitate placement with a friend or relative. The third option is to help the young person arrange a specialized substitute living situation such as foster care or a group home. I am pleased to report that the majority of the youth we see return home to their natural families. Several extremely important activities of our program contribute to its effectiveness:

- We are accessible 24 hours a day. Because of this we can at times prevent a crisis situation from escalating into a more serious problem.
- We are in a position to provide services to families who have never before had contact with a helping agency. In the overwhelming number of cases the adolescent who seeks our help is the first member of his family to take action to alleviate serious family problems.
- We are able to divert young people from the juvenile justice system. Our agency is used by the local juvenile courts for runaways and youths in need of supervision as an alternative to detention or institutionalization.

- We are community based with a vast array of linkages to other youth serving agencies, groups, and individuals in the community.

To respond to my second point, the existence of an emergency shelter and crisis intervention program like Greenhouse, can contribute to planning for services to youth in two basic ways. First, these services can provide the knowledge and information necessary to develop a system of substitute care services outside the institutional setting. This is what occurred in New Orleans, and it is interesting to see how this happened. Although Greenhouse began as a single service agency, it soon became apparent that providing short term counseling services and temporary shelter would not adequately meet the needs of every young person who walked in the door. Many did not have a home or a suitable living arrangement to return to. In addition, it became clear to us that other community services were not available to meet this need. This awareness has compelled not only us, but others to plan and develop additional substitute care services. These include group homes for long term residential care of adolescents, emergency shelter for non-voluntary placement, and foster homes. For our agency, this awareness has meant the development of "spinoff" services which we administer directly. We are currently operating the crisis care services and long term group homes; planning is underway for a long term foster care program and we anticipate developing a guided, independent living component as the next step.

Without the knowledge gained through dealing with youth on a day to day basis, this planning and program development would not have occurred in so relevant a fashion.

Secondly, emergency shelter and crisis intervention services are a source for current, up to date information on the needs and problems facing young people, thus supporting appropriate planning for youth services to be offered by other agencies. The Greenhouse has provided services to nearly 9,000 young people since our opening. They come from all socio-economic levels, and experience the gamut of problems you are so well aware of. These include physical abuse, sexual abuse, economic deprivation, and educational deficiencies, overt psychosis, various reactive behaviors resulting from family crisis or family disintegration, to list some of the more serious ones. We have sought out appropriate community resources to assist young people with these problems. For the most part they do not exist or cannot fully address the level of need in the community. This identification of specific problems facing youth and the lack of services, has allowed us to provide valuable information to other community groups and decision-makers for use in planning other youth services. We have done this by participating in such state and local planning efforts as:

The Governor's Juvenile Justice and Delinquency Prevention Advisory Board

Orleans Juvenile Court Advisory Committee

Mayor's Drug Abuse Advisory Council

The Committee to Develop Comprehensive Emergency Service within the Metropolitan New Orleans Area

HEW Region VI Federal Regional Task Force on Youth Development.

We have also provided consultation to agencies both within our community and beyond, to assist in development of their programs by sharing our experience and knowledge. In addition, we have advocated for the rights of individual youth, and the strengthening of existing youth services in our community.

Thus the existence of our crisis facility has encouraged the planning for, development and improvement of youth services in New Orleans. Our experience is paralleled in many other youth programs around the country.

Finally, I want to emphasize the importance of the RYA legislation. I can say with assurance that the services provided by The Greenhouse in my community would not be in place at this time had it not been for funds made available through this piece of legislation. I can also assure you that my agency and other agencies across the country have extracted the maximum mileage from very limited funds. For the past two and a half years the maximum amount of funding we could receive to provide services to runaways and other youth in crisis was limited to \$75,000.00. Because of limited funds actually appropriated and the goal of establishing new programs in areas that did not have crisis centers, the full amount authorized for individual grants was rarely made. The net result of these factors was to divert valuable staff and board time from provision of direct services and program development activities to program survival activities. I am convinced that funding of programs at realistic levels will significantly contribute to both the provision of quality services and the development of additional support services.

The proposed guidelines for the RYA establish that the maximum grant available under the legislation be raised to \$100,000.00. Funding at this level will certainly help programs to develop and to assist us in our efforts to provide a complete system of services. The Sub-Committee on Economic Opportunity is to be congratulated for authorizing the funding be set at \$25 million dollars for the RYA. I feel this action indicates your recognition of the importance of this piece of legislation to youth programs around the country. I only hope that Congress will follow your lead and authorize the entire \$25 million dollars. There is no more significant action you can take to encourage the development of youth services and comprehensive planning for services to youth and their families across the country.

STATEMENT OF DONALD LOVING, DIRECTOR, THE GREENHOUSE,  
NEW ORLEANS, LA.

Mr. Loving. It gives me great pleasure to be here to speak about the Runaway Youth Act. I feel this is an extremely important piece of legislation for the youth of our country and I would like to give you a little history that will help put into prospective where we are at as a service providing agency, delivery services to young people in crises, many of whom are runaways.

One reason this piece of legislation is very important is that we have developed a system of services or a style of services to deliver to runaway people that 6 or 7 years ago did not exist in this country. My agency began in 1972 with the help of Mr. Gordon Raley. He was one of the people who helped identify some funds for our program and got them underway. At the time that we began, I think it is very important to realize there was not a knowledge base about how to deliver services to these young people that were leaving home at that point in time, in rather epidemic proportions. The estimate back then was like one million young people a year.

Over the years, we have been able to improve our service delivery and identify ways of helping young people and this has brought us to this point in terms of our sophistication of programming and increased ways of learning how to help these young people who are experiencing problems in their home and find themselves in the street seeking our services from our program. One thing we have, that my program has really been impressed with, has been this Runaway Youth Act, which came to us at the time when we most desperately needed it. If the Runaway Youth Act did not exist, we would not exist—lets put it that way—and in the 2½ years we have received funds under this act, we have been able to increase our knowledge of how to help young people who are in crisis.

I would like to talk about the kinds of young people that we see in our program. When we go out and make talks to groups, we hear the response from people—well, you know, kids like to have adventure and it is kind of normal to run away. We don't quite see that picture.

What we see are young people that are having many, many problems running an entire gamut ranging from kids being pushed out of their homes to young people who have been sexually and physically abused. Young people who have internalized family problems to the point that they can really not function in school or with their peer groups seek out our services, a lot of times, just as a place to get away from all of that, and then it is our responsibility to help identify what the problems were, and through counseling, help correct some of those and identify resources for them.

Another very significant thing about our center is that, because we see so many young people in the community in a years time, it gives us a real overview of what exists in the community in terms of resources for these young people, ranging all the way from educational resources, recreational resources, mental health services, health services, and how our community treats young people.

We house approximately 350 young people a year. We see, in counseling services, double that, young people and their families. We see close to a thousand young people a year, and since we have been open, we have seen almost 9,000 young people.

This gives us a very unique opportunity to know our community extremely well. The kids that we see have changed. They are different today than they were when we first opened our doors. Let me explain that to you a little bit. When we first began delivering services, it was at the height of what now, in the historical prospectus, was the runaway epidemic. It was part of the whole flower-child thing. Young people were leaving their homes because there were problems there, others because they were seeking themselves. That has changed rather drastically in the ensuing years. Today—

Mr. ANDREWS. Is it now the parents that run away and the kids that stay? [Laughter.]

Mr. LOVING. No, what we are seeing today is to be classified more as technical runaways. Before, the length of time a young person had been away from home would be a week or so before they would seek our services. Today, our kids are coming more from within our community and they may have left school at 3:00 or 3:30 and come to the Greenhouse or left home to go to school and come into the Greenhouse, so, technically, they are within our program without their parents permission, but they don't follow the same pattern that the youth we used to see followed. I think that is a real significant thing. What we are providing to the community now is immediately accessible service to young people when they are having problems and hence, by delivering services to the young people, it accesses us to parents where we can begin doing family counseling to correct the problems that led up to the runaway episode.

This has also led us to seeing so many young people with so many different kinds of problems, and our responsibility, in addition to counseling these youths, is to, in most cases, find a resource for them. We can either refer them, or the family too, for follow-up services.

What we find is that there are no services out there, in most cases, for these youths to be referred to for follow-up services. This has led us to do a number of things. One is to encourage other social agencies to develop programs. It has also led us to develop other programs and resources within our own system of services moving towards a more comprehensive planning approach to a total system of services that young people can respond to their needs for.

One thing I would like to wind up with, is to respond to a question that was asked earlier. That was in terms of the question of how many sexually or physically abused young people do we see nationally?

Those statistics are kept locally, and we see between 30 and 40 percent of our young people having had sexual or physical abuse occur to them. That is an extremely high number. We are aware of that. We are extremely concerned about it and it is one of the areas that we are spending a lot of time and energy in identifying resources and ways of dealing with that. I think with that, sir, I will be willing to answer questions or go to Kay.

Mr. ANDREWS. Very well. How many children a year do you house—300 or so?

Mr. LOVING. We provide temporary housing for 350.

Mr. ANDREWS. And, you see how many?

Mr. LOVING. Double that many—just counseling.

Mr. ANDREWS. About 700 or so that you counsel and some 350 you provide temporary housing for—or are they overlapping?

Mr. LOVING. Sometimes they overlap, but usually not. These are separate categories.

Mr. ANDREWS. How many of those would you say are repeaters?

Mr. LOVING. Approximately 10 percent come in and receive housing services a second time within a year's period of time.

Mr. ANDREWS. How many—maybe a third or a fourth more than a second time, would you say?

Mr. LOVING. When we get to a third time, that would go down to about 1 percent. Very few come back for a second time; even fewer for a third time; and, hardly any for a fourth time. We discourage that very much because what that is saying is whatever disposition was made was not working.

Mr. ANDREWS. All right, but that wouldn't necessarily be your fault in each instance?

Mr. LOVING. That is correct. We cannot control the disposition, in most cases.

Mr. ANDREWS. What percentage—if you don't know, just give me your best opinion—of the kids who come there do so because of something that is school related?

Mr. LOVING. Our staff indicates that that is a lower number. It is more like 10 or 15 percent who respond that there is some school related problem that brought him in or her in. Now, we identify school problems that the young person is having, but this is their report.

Mr. ANDREWS. One reason I am asking is that this subcommittee also has some jurisdiction of, and has been asked by various members of Congress, to undertake some Federal program having to do with school violence or school vandalism—violence, I suppose, is a better term. It was indicated that a large number of students attend school with a considerable amount of fear—that within many schools there are certain gangs, or to say the least, dominant personalities that tend to either steal from students or even require, I understand, daily or weekly payments to be protected from abuse. "We either abuse you or you pay a dollar a week"—that type of thing. Some of the people who have made national surveys have told us that a tremendously large percentage of students refuse to go to certain places within that school—certain bathrooms, or certain other places that are not attended by teachers or administrators, but just kids. It is said that when certain kids, weaker physically perhaps, go there, they are attacked. I just wonder if that results in a considerable number of such students seeking the assistance of programs such as yours. In other words, maybe they are not literally runaway in the sense of permanently leaving home but perhaps they too seek advice or counseling or refuge in these youth houses.

You don't think many of your students come there for those reasons?

Mr. LOVING. Not that they report, although we are familiar with just what you are talking about—we see that happening—but it is

not something that the young person identifies as one of the primary factors of the reason they come to the program.

Mr. ANDREWS. I might say to those of you in the audience, I notice some people are smoking. It is my understanding, although I have not been officially told this, that smoking is not permitted in legislative hearings. However, I have not been instructed that smoking could not be permitted, and I believe, if it is all right with those of you who are here, we will just adopt that understanding, so long as our subject matter has to do with the legislative history of HEW. [Laughter.]

May I ask—I am not extremely familiar with New Orleans, but I slightly am—where your facility is located, physically, in New Orleans? Do you have more than one site?

Mr. LOVING. Well, there is one site for the crisis program, for the shelter, but we have other components of our agency scattered in other parts of the town. When we decided to respond to the need with our center, we identified the area where most young people went to, and that was the French Quarter of New Orleans, and so therefore, we located our center two blocks away from the French Quarter.

Mr. ANDREWS. Did that have any consideration for where you assumed that most of the runaway children would emanate from? In other words, is that the approximate residence area from which you assume most young people would seek to escape?

Mr. LOVING. The research that we did before we began this program indicated that most runaway young people gravitated toward the French Quarter.

Mr. ANDREWS. Rather than running from it, they ran to it?

Mr. LOVING. The French Quarter doesn't have that many youthful residents. It really isn't a place where a lot of people live—it is a place where a lot of people go to play.

Mr. ANDREWS. I see. Now, you say some 30 to 40 percent of the children who seek your assistance, apparently, do so because they have been physically or otherwise abused in some way? Is that usually by some member of their immediate family? There again this is not very much related to school, I take it.

Mr. LOVING. That is correct. It is usually a family member. Sometimes it is a stepparent, but it is in the family, and in some cases it is an older brother or sister.

Mr. ANDREWS. What do you do in that type of circumstance?

Mr. LOVING. There are a couple of things that we can do. If the abuse is legally or medically proveable, or we have strong suspicion that it is going on, we have a legal obligation to report it to the Child Protection Unit, in which case they follow-through on investigation. But a lot of times, we get only strong suspicion, and it is really not enough to follow through on, but because of the certain behavioral patterns and other indicators, we strongly suspect something is going on. Then the young person will indicate to us, during counseling, that they indeed had been abused. Then, we begin working with the parents, and usually the Child Protection Agency, to correct the situation, usually through some kind of counseling, as opposed to legal intervention, although legal intervention is certainly something we will do if it is appropriate.

Mr. ANDREWS. I don't mean to imply by this statement, that I disagree at all with the fact that you, apparently, in certain instances notify police authorities of such abuse as has been reported to you by the child. I am not at all disagreeing that you should do that, but as a matter of fact, I don't believe there is any legal requirement—

Mr. LOVING. In Louisiana, there is a legal requirement, with a rather substantial penalty, for professional people to not report an act of child abuse.

Mr. ANDREWS. That is a State law?

Mr. LOVING. That is a State law, yes, sir.

Mr. ANDREWS. How does that law define professional people?

Mr. LOVING. Social workers, teachers, lawyers, physicians.

Mr. ANDREWS. I see. In what category would the people in your facility fall with respect to that?

Mr. LOVING. Social workers.

Mr. ANDREWS. Are social workers licensed in Louisiana?

Mr. LOVING. Yes, sir, they are. I am a licensed social worker.

Mr. ANDREWS. By the State?

Mr. LOVING. By the State.

Mr. ANDREWS. What percentage of the young people who come to your facility are, in turn, themselves, reported to or delivered physically to law enforcement officers for further consideration as to whatever they might have done?

Mr. LOVING. I am not sure I understand. Are you talking about young people who we have knowledge of—

Mr. ANDREWS. Suppose, on the contrary to what you just said—rather than your having reason to believe that the young person in question has been abused by someone else, suppose your inquiries as to why the child is there indicate to the contrary that the child, who is escaping or running, has committed larceny or theft or some other felony, and the parent, school authority, or police, perhaps, are closing in on the child, and the child comes to you as a part of an escape mechanism from some legal wrong that the child has committed, or which you have reason to think that the child has committed. Maybe the child is obviously partaking of drugs or something beyond legally permissible bounds or for some other reason you think that the child needs to be reported. Perhaps a report should be made to protect the family, community, or school from the child?

Mr. LOVING. That is a question we have raised about our program a number of times, both from the community at large, the legal community, and the courts.

In our experience, that has just not happened. We have not learned of the young person having done something to the point where we would report the young person without that young person's knowledge, or involvement. We have found, in a number of cases, a young person is fleeing a State correction school. Since we have to have permission from the young person's parents or guardian before we can provide shelter service to him or her, then we know, and the young person knows, that we have to make contact with that institution or that program or probation staff. Then it is out of our hands and into their hands. That happens very rarely,

but we have never had a case where we learned of a young person's criminal behavior and had to take some action on it without that young person being a part of that process. It doesn't happen that often. We don't find young people coming to us for sanctuary away from the law.

Mr. ANDREWS. All right. I feel that since your association is such as it is with our friend, Gordon—Bill, let's skip you and ask Gordon to ask some questions.

Mr. RALEY. I guess at the outset, I should clarify my relationship with Don and the Greenhouse. My role in identifying funds for Mr. Loving's group was in a professional capacity with the mayor's office in New Orleans. I do not have a rich uncle. [Laughter.]

One of the areas discussed concerning dispositions, was that, occasionally, young people are requested to leave the houses by the program. I was just curious how often that happens at the Greenhouse, and what kinds of reasons or behavior, on the part of the young person, would prompt that kind of response by your organization?

Mr. LOVING. Percentagewise it would be—I don't have the figures right in front of me—2 or 3 percent of the total. The reasons for a young person being asked to leave would be in the following category—violence within the house—now, these aren't the first times they are usually second or third time—breaking of the basic rules of the house, violence, weapons, use of drugs, sex in the house. Those are the basic ones.

Mr. RALEY. Maybe to clarify—could you tell us what some of the rules of the house would be for a young person who comes there—what he or she agrees to do when staying at the Greenhouse.

Mr. LOVING. Those are the basics.

Mr. RALEY. Why don't you restate those for us?

Mr. LOVING. No sex in the house, no violence in the house, no stealing, no weapons, and no drugs, and they have to be in at—

Mr. ANDREWS. What about cigarettes? [Laughter.]

Mr. LOVING. They can smoke. And an 11 p.m. curfew. The other rules really relate to maintenance of the house. Now, maintenance doesn't mean just cleaning up. It means the household staying together, which it does, and includes chores. It includes their willingness to participate in the household activities as relates to the counseling program. We have two groups a day, and they must attend those, individual counseling sessions, family counseling sessions. They cannot come in and say, I don't want to fool with that or I don't want to participate in that part of the program. That becomes really one of the ground rules of the house—to participate in all of the activities of the house, which can include things like house meetings and so forth.

Mr. RALEY. Just one other question. We have talked some about physical abuse and sexual abuse that might be done to the child by his or her family. Another category of which I am aware is called "pushouts." The stereotype of runaways are kids who leave home to seek adventure or because they don't like family discipline. But in some cases they do so at the direct invitation, forcefully, of the parent. Do you experience this? Could you give us some idea of what that problem might be?

Mr. LOVING. It is a very severe problem, and it is getting worse. Now, this isn't just kids who have been physically ejected from the house—it is kids that get the clear message from their parents in many different ways, that they are not wanted in that house. We are able to identify that once we get into that family, if we are able to get into the family, because those families usually do not come in for any kind of counseling. The kids get the counseling but the parents refuse it. The kids say, I got thrown out. The clue is when the parents of the young person refuse to come in for counseling or refuse a referral to a counseling center for mediation of the problem. It is a very severe one. I am hesitant to say what percent of our kids are in that category, but we know it is large.

Mr. RALEY. Thank you. That is all of the questions I have.

Mr. ANDREWS. Let me ask if you have any time limitation as to how long a particular youth might remain in the house?

Mr. LOVING. No; we don't. Our average, though, is between 8 and 10 days, but we have had young people in the house as long as 3 and 4 months. That is because there would be no resource for the young person. This would be a young person whose family is not intact, and is either not participating with us in finding a resource for the young person or a young person who needs specialized care on a long term basis outside of their own home because of emotional problems or other problems like that, and it takes us that long to identify a resource and identify how we are going to pay for it, and, of course, we have to do all of the work, so in some instances, young people may be there a long time but our average is 8 to 10 days.

Some States, I understand, have legal limits on how long the person can be there. We do not, in our State.

Mr. ANDREWS. Now, as to those who stay beyond, say 2 or 3 days, is there ever any effort made to require anyone, where that might be feasible, to pay for the care, the treatment, the room and board, or whatever other costs might have been involved?

Mr. LOVING. No, sir. Our primary client is the young person and he or she does not have any income, and we don't go to the parents and say your young person sought out our services, so now you are going to have to pay for it.

Mr. ANDREWS. As to your particular house or facility, what portion of the cost of operating that facility is borne by the Federal program?

Mr. LOVING. About 50 percent.

Mr. ANDREWS. And where does the remaining 50 percent come from?

Mr. LOVING. When you say Federal program, you mean the Runaway Youth money?

Mr. ANDREWS. Any Federal support.

Mr. LOVING. Oh, any Federal money—our total support is around 80 percent, with the remaining coming from a trust fund my agency has that generates enough income to match Federal dollars.

Mr. ANDREWS. Well, not if the Federal dollars are 80 percent. You don't mean an even match?

Mr. LOVING. No. Usually the match is—well, for Runaway Youth money, it is a 10-percent match, so that is part of it, and it is 40

percent private money—I am sorry—and 30 percent public, and then we have a title XX contract, which is a 30-percent match in Louisiana, which kills us, and we can't use Runaway Youth Act money to match title XX, so we have to come up with the entire 40 percent.

Mr. ANDREWS. You know, it wasn't until I got to Washington that I learned what you just referred to. If you say, outside of the Federal Government, that you will put up so much, and I will match you—in dollars or whatever we are talking about—that is what I thought "match" meant and I can't very well get away from it. But usually within the Federal Government, when you say local match, you are talking about in terms of a Federal 80- or 90-percent share and a local 10- or 20-percent share.

If I say to a child, for any money you save, I will match you, I think the child understands that if he or she saves \$5, I will put \$5 with it to add to it equally.

You get, then, altogether, for all of your expenses from any source, about what percent Federal money?

Mr. LOVING. Are you talking about our entire program, not just the shelter?

Mr. ANDREWS. Let me ask you both ways. For the entire program, what percent do you get in Federal money?

Mr. LOVING. About 30 percent.

Mr. ANDREWS. Now, for the shelter program?

Mr. LOVING. About 60 percent.

Mr. ANDREWS. And then where does the remainder come from? You say you have a trust fund?

Mr. LOVING. Yes; and that is about 40 percent.

Mr. ANDREWS. How did you acquire this trust fund? Maybe that is not within the scope of this hearing.

Mr. LOVING. That is kind of a long, involved story. We are a very old agency going back to 1853. We were providing residential services to young people continually until May of 1971, and couldn't continue doing that because the building that was being used was just not in condition to continue delivering quality services, so we closed the program down and then sold the building and property which gave us our trust fund to match money and begin this program.

Mr. ANDREWS. Then you were housing those that fled from the Army of Northern Aggression? [Laughter.]

Mr. LOVING. We sure did.

Mr. ANDREWS. Next, we have Ms. Kay Satterthwaite, program coordinator for Huckleberry House, Columbus, Ohio.

[Prepared testimony of Kay Satterthwaite follows.]



# HUCKLEBERRY HOUSE

24-HOUR CRISIS COUNSELING FOR YOUTH

PHONE (614) 294-6663

March 1, 1978

LOCATED ON 8TH AVENUE  
1/4 BLOCK EAST OF SUMMIT STREET

The Honorable Ike Andrews, Chairman  
House Subcommittee on Economic Opportunity  
Room 326, Cannon House Office Building  
Washington, D.C. 20515

Dear Congressman Andrews:

Please find enclosed three copies of the testimony I plan to present at the hearing of the Subcommittee on Economic Opportunity on March 7, 1978, regarding Runaway Youth programs authorized by Title III of the Juvenile Justice and Delinquency Prevention Act of 1974.

I am looking forward to this opportunity and hope that it will be of some benefit to your considerations.

Sincerely,

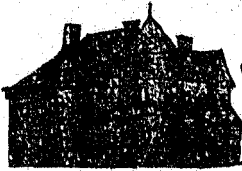
*Kay Satterthwaite*

Kay Satterthwaite  
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# HUCKLEBERRY HOUSE

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1/2 BLOCK EAST OF SUMMIT STREET

TESTIMONY FOR RUNAWAY YOUTH ACT OVERSIGHT HEARINGS  
HOUSE SUBCOMMITTEE ON ECONOMIC OPPORTUNITY  
March 7, 1978

My name is Kay Satterthwaite, and I am Program Coordinator of Huckleberry House in Columbus, Ohio. I am also representing the Ohio Coalition of Runaway Youth and Family Crisis Services, a network of 12 programs similar to Huckleberry House, many of which receive Runaway Youth Act funds.

I am pleased to have this opportunity to talk with you about Huckleberry House, my views of the Runaway Youth Act and its administration, and some thoughts regarding the future of youth programming.

## HUCKLEBERRY HOUSE

Huckleberry House is a resource for young people under 18 and their families. While there are many community resources to aid intact families, youth who have run away or are contemplating such a decision have very few resources to whom they can turn without fear of coercion, loss of control, or the betrayal of trust. Young people on the street are isolated and vulnerable. There are few people they can trust. Huckleberry House exists to help these young people.

Through the operation of a 24 hour counseling service and emergency shelter, Huckleberry House offers young people the freedom to make responsible decisions in a safe, caring environment.

The paid staff, in addition to myself, is composed of the Executive Director, Doug McCoard, three full-time counselors, one full-time house coordinator, ten part-time housemanagers, including four young people under 18, and three administrative support staff. There is always at least one paid staff member on duty and generally one of our twenty volunteer staff as well.

When youth come through the door at Huckleberry House, every effort is made to reduce the tension or anxiety they may be experiencing. They are assured that resources are available to help them examine the reasons they left home or are considering doing so. Youth are assured that confidentiality is maintained and no one is held involuntarily. No phone calls are made behind the youth's back.

Once trust is developed and a youth requests help, which usually occurs during the first few hours, alternatives are explored with the youth. Usually an agreement is reached to involve family members in steps toward reconciliation. If this is not possible, a legally sound, mentally healthy alternative to family reconciliation is sought, though not always available.

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Family, individual, and group counseling are available to explore the problems that led to the decision to run away. When possible, after the immediate crisis is resolved, an aftercare planning interview with the youth and family reflects on the progress achieved, and assesses with them the need, if any, for further Huckleberry House or other community services.

Since Huckleberry House opened in November, 1970, we have provided service to more than 4,000 young people. Over 15,000 counseling sessions have been provided for these young people and their families, and nearly 10,000 nights of shelter. We have also had contact with nearly 10,000 additional persons seeking some kind of advice, information, referral, or looking for a runaway youth. For the past seven years, we have provided community education/small group presentations as well, explaining why youths run, describing services available, and alternatives to prevent running. We have trained hundreds of paid and volunteer staff in methods of working with troubled youth and families.

I am also including, as an appendix, a brochure, containing a more detailed service profile, outlining a description of those served, problems leading to running away, and outcomes.

#### RUNAWAY YOUTH ACT AND ITS ADMINISTRATION

I want to commend the Congress for its leadership and courage in passing the Runaway Youth Act. The services provided by programs funded through this act have aided a group of young people sadly neglected by a system too often concerned with labeling and warehousing youth long after their first cries for help.

The Runaway Youth Act has been beneficial in a variety of ways. Most obviously, the funding has enable many new programs to emerge. In Ohio, there are seven programs funded through the act. Within the last year, Runaway Youth Act funded programs have provided service to over 3000 young people and their families. This is compared to the 500 a year reached when Huckleberry House was the only runaway house in the state.

At Huckleberry House, this funding has enabled us to increase the size of our paid staff, which has increased the quantity and quality of services we are able to provide. One staff increase of particular significance is the addition of four high school students as housemanagers. There is a dual benefit in their involvement; the service they provide is invaluable in terms of reaching youth who feel more comfortable relating to peers during initial stages of involvement with the program, and the training these youth staff receive is an important investment in the development of an effective youth service system. We have found these young people to be extremely competent and responsible in their work. One particularly dramatic example is the work of Diane Riblet, 16, with a suicidal caller. A young man called during one of Diane's shifts, hinting at his thoughts of suicide. Suspecting that he might call back, Diane went home that night and reviewed the material on suicide covered during her training period. The next day the young man called again, and was taking pills and drinking while telling Diane of his desire to die. At times he was incoherent and unable to respond to her, but Diane kept him on the phone for over two hours, keeping him awake until help could get to him. He came in to Huckleberry House for counseling the next day. Many young people are involved in providing this type of help in runaway programs.

To some extent, the development of the Ohio Coalition of Runaway Youth and Family Crisis Services is a product of the Runaway Youth Act. Ohio programs were brought together through technical assistance meetings sponsored by the Act. We became aware of the need to address larger issues of youth advocacy to supplement and support our local program efforts and began meeting around these issues. This has expanded to meeting with the Ohio Youth Services Bureau Association, with whom we are, this week, sponsoring a training conference for 100 youth workers from throughout the state. The Ohio Coalition is also an affiliate of the National Youth Alternatives Project, who are involved in advocating for the development of a more comprehensive, responsive national youth policy.

The Act itself has provided some very important sanctions for programs. The requirement of the Act for confidential, voluntary, non-lock-up services has enabled local programs to engage in dialogue with existing service systems to encourage a broader range of community services for youth. These sanctions have also enabled cooperative relationships to develop between law enforcement agencies and runaway programs.

The administration of the Runaway Youth Act by HEW must be given a mixed review. On the positive side, in Region V, we are most grateful for the assistance of the Regional Director of the Youth Development Bureau, Nancy Fischer. We have found her to be responsive to our needs, helpful in untangling a variety of problems with the federal and state bureaucracies, and genuinely concerned with helping programs develop in ways which are appropriate to their localities. I understand that not all regions have had this same experience with their regional staff, however I believe this model of administration is a good one for programs of this type. When the regional staff person defines his or her role as that of advocate and liaison, I believe the needs of programs and administration can be met most effectively.

The Central office of the Youth Development Bureau seems to have been in a state of flux during most of the past three years. Certainly start-up for a new program, followed by a change of administration, reorganization of HEW, and a significant period of time without permanent leadership have taken their toll. The cost to programs has also been high in terms of delays, changes, and confusion.

The Youth Development Bureau seems not to have taken into account the experience gained by some programs prior to Runaway Youth Act funding. By the time Huckleberry House received funds through the Act, we had already developed a data base, purchased computer time to perform a variety of statistical computations on data gathered, and established a complete planning and evaluation system based on these data. We have retained our system and adopted the HEW system in addition, requiring a tremendous amount of duplication. Some programs which had developed their own data gathering methods prior to the advent of Runaway Youth Act funding had to drop their own systems due to insufficient administrative staff to maintain both systems. The administration's reporting requirements of programs include the completion of eight pages of questions for each individual client, a task relegated in most programs to service staff. The Youth Development Bureau has not reported back the compiled statistical information in a timely manner, thought they assured programs a year and a half ago that they would produce monthly reports. I understand that they have recently begun processing a backlog of some 34,000 individual client forms, and am hopeful that this information will be shared with

programs in a form which is useful for evaluation and planning. I am also hopeful that client data can, in the future, be reported by programs as group data, and that future research and evaluation efforts will be focused more on producing information beneficial to service delivery, methodology, and effectiveness.

Another problem experienced with Youth Development Bureau's administration is one common to a variety of funding sources: territoriality. Huckleberry House now has 5 different funding sources, 5 different fiscal years, and 5 different sets of reporting requirements. We are now having audits performed every 3 months because these funding sources are unwilling to accept on another's reports. The administrative costs for our program, with a budget under \$200,000, are exorbitant, and the question which has to be asked is, how many more young people could be served by the money bureaucracies eat up in similarly overlapping reports which are filed away in Washington, D.C., state capitols, and county seats?

#### FUTURE DIRECTIONS

The major issue looming in the future of youth services is the deinstitutionalization of status offenders. In preparation for that, there must be recognition of the extensive developmental needs of teenagers in our complex culture. Current youth services are focused on adult-identified, youth needs, such as custody, rehabilitation, control, and punishment. Such efforts omit programming aimed at youth-identified needs such as emotional support, information, assistance in problem solving, enrichment, and involvement. The direct access by youth to services such as these is a model pioneered by programs of the Runaway Youth Act, a model which will require expansion in the variety and scope of voluntary, non-coercive, non-labeling services in the coming years.

The Runaway Youth Act Amendments of 1977 include more pieces of the type of service system necessary to do justice to youth needs. Provisions for services to homeless youth are positive. However they do not begin to complete the picture. Still missing are adequate variety and availability of suitable alternative living situations, medical and emotional care which is not dependent on adult consent, educational and employment alternatives which are community-based and contribute toward the development of useful knowledge and skills.

Current legislative efforts address these issues on many fronts. Critics say some of these efforts are too narrowly categorical. Indeed the provisions for homeless youth may be so, for there is an insufficiently developed support system to meet the long term residential and financial needs of these youth. The services available for runaway shelters to refer these youth to are likely to be unacceptable to these youth and part of the reason they are homeless. Other legislative efforts are seen as too broad in their attempt to be comprehensive, to wit the efforts to make schools responsible for the moral, nutrition, emotional, and educational development of our youth people, all in one building, en masse.

I believe the missing connection in youth services is a comprehensive youth policy which is not dependent on monolithic, standardized approaches for implementation, but which can be effectively addressed by a range of community programs and services linked through referral networks and directly accessible to youth.

It is conceivable that President Carter's decision to create a Department of Education could be the catalyst necessary to stimulate such a national youth



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policy. It certainly seems critical, then, that input be sought from people who are involved with the provision of all types of youth services to aid decision makers in determining what programs will be included in the Department of Education.

Funding of youth services can no longer be viewed as a luxury, to be afforded during good times and cut during bad times. It is a myth that seed money is all it takes for a program to demonstrate its effectiveness to local funding sources, who will then pick up the bill when the federal money runs out. Of our four local funding sources, three are dependent on federal matching money, which is not stable from year to year. Congress would serve us well to consider a method of ensuring the availability of the boldly conceived, necessary youth services of the Runaway Youth Act. Such direct access, youth consumer services should, perhaps, be considered for inclusion in the provisions of a National Health Insurance.

I want to thank Congress for the transfer language included in the renewal of the Runaway Youth Act. Since last spring, interest in the Runaway Youth Act has increased, and this focus of attention has been beneficial in bringing significant issues to light and attracting strong leadership to the program. Members of the Ohio Coalition are hopeful that the administration during the next three years, by whatever group the Executive Branch chooses for the role, can be characterized by:

1. Continued direct funding without the involvement of layers of bureaucracy.
2. Federal personnel administering grants who advocate within the federal system for policies and regulations reflecting the concerns of service providers and consumers.
3. Technical assistance which provides useful and needed opportunities for service providers to aid one another through the sharing of ideas and knowledge.
4. Federal personnel who impact a National Youth Policy with programmatic concerns.
5. Research efforts implemented through local programs, aimed at helping programs improve services.
6. Commitment to the uniqueness of small, community-based programs.
7. Commitment to the respect and preservation of program autonomy as programs link to larger systems in efforts to provide the comprehensiveness needed by consumers.
8. Ease in meeting soft match requirements so small programs can utilize the vast 'soft' resources in communities.
9. Continued emphasis and valuing of:
  - voluntarism
  - youth participation
  - strict interpretation of self-determination and confidentiality
  - open, un-locked facilities
  - self-referral
  - cooperative relations with police agencies
10. A system of accountability which does not violate consumer confidentiality and which is not unduly burdening to service providers.
11. The use of special funds to encourage and enable programs to be more visible to potential consumers through the use of various media.
12. The use of special funds to demonstrate innovative techniques to help program address unmet needs, including adolescent abuse, homeless youth, and teenage prostitution.

Finally, I would like to encourage Congress to fund the Runaway Youth Act for fiscal year 1979 at the level of \$16 million. The necessity of services for runaway youth have been illustrated repeatedly, and the need continues to be a crucial one. In Ohio, there are nearly 1.75 million young people between the ages of 10 and 17. It is estimated that in the year ahead, 36,000 of them will leave home, without parental consent, and find themselves in need of shelter, food, and a listening ear. Through the services of the Runaway Youth Act, such young people can receive the benefit of caring, sympathetic, competent counseling, in addition to other basic needs.

## STATEMENT OF KAY SATTERTHWAITE, PROGRAM COORDINATOR, HUCKLEBERRY HOUSE

Ms. SATTERTHWAITE. My name is Kay Satterthwaite. As well as representing Huckleberry House, I am here today on behalf of the Ohio Coalition of Runaway Youth and Family Crisis Services, a network of 12 runaway programs in Ohio. I am also here as a representative of an affiliate of the National Youth Alternatives Project, which is a District of Columbia-based advocacy program.

If I might, I would like to summarize some of the comments I have in my written testimony.

I am really pleased to have the opportunity to speak with you today about Huckleberry House, my views of the Runaway Youth Act and its administration, and some thoughts I have about the future of the youth programming.

First of all, about Huckleberry House—since we opened in November of 1970, which was 4 years prior to Federal funding, we have provided service to more than 4,000 young people. Over 15,000 counseling sessions have been provided for these young people and their families, and nearly 10,000 nights of shelter. We have also had contact with nearly 10,000 additional persons seeking some kind of advice, information, referral, or looking for a runaway youth. For the past 7 years, we have provided community education through small group presentations as well, explaining why youths run, describing services available, and alternatives to prevent running. We have trained hundreds of paid and volunteer staff in methods of working with troubled youth and families.

About the young people that we serve—80 percent of them come to Huckleberry House on their own through the referral of a friend. About 40 percent are now coming directly to Huckleberry House for help, which supports Don's comments earlier that these are young people who are technical runaways. They are aware of problems they have and are responsible enough to go to a place where they can receive help.

For about half of the young people we see, it is just their first or second time to run away from home so they are not really involved in a street kind of life. About half of the young people say they are having problems that relate to their family. Add to that a lot of young people who say they want independence, which is just another way of expressing problems with their family, I think. A lot of them say they feel personally rejected and isolated in their family and in their life in general.

To relate to the school question that was asked earlier, I would agree again with Don—it is about 10 or 15 percent of the young people who express some kind of problems with school.

A little less than half of the youth actually stay overnight, for an average of closer to 5 days. We are getting more involved in doing family counseling, in working with young people and their families. It helps to have the young people stay at the house a little longer to get their families in for a couple of counseling sessions before they return home, if that is what the plan is. We do have a limitation on our stay—it is a 2-week period of time. Of all of the youth

who come in the door, half of them return to a home, which could be their family home or the home of a relative or friend. Another 8 percent got to institutions. We have around 20 to 25 percent that leave without really involving us in plans as to what their destination is. I think that point is critical, in speaking to the fact that the resources that are available in our community are not adequate to meet the needs of young people and for those young people who may not be ready to go back home in a 2-week period of time, the alternative of going to an institution where they face the possibility of being locked up isn't worth it. They would rather go back on the street. We do hear from some of the young people who have returned home, but some of them do become involved in the juvenile justice system.

In Ohio, there are seven Runaway Youth Act funded programs, as I mentioned before, and in the past year those seven programs have provided service to 3,000 young people, and that is a good comparison with the 500 a year reached when Huckleberry House was the only runaway house in the State. I think the Runaway Youth Act has provided a tremendous benefit to young people in Ohio, just through the increased number of people served.

Moving into my comments about the administration of the act, I would say that the administration by HEW must be given a mixed review. Our experience in Region V, with Nancy Fisher, the Regional Director of the Youth Development Bureau, has been extremely positive. She has been responsive to our needs, helpful in untangling a variety of problems with the Federal and State bureaucracies, and genuinely concerned with helping programs develop in ways which are appropriate to their localities. I understand that not all regions have had this same experience with their Regional Program Director, but with ours, she has defined her role as that of advocate and liaison, and, I think, adequately met the needs of programs and administration.

The central office of the Youth Development Bureau has been plagued by problems already discussed today, and I think there have been a lot of cost to programs just in terms of delays, confusion, and changes that have happened.

Specifically relating to some things that were discussed this morning, I think that the Youth Development Bureau has not always taken into account the experience gained by some programs prior to Runaway Youth Act funding. By the time Huckleberry House, for example, received funds through the act, we had already developed a data base, purchased computer time to perform a variety of statistical computations on data gathered, and established a complete planning and evaluation system based on these data. We have retained our system and adopted the HEW system in addition, requiring a tremendous amount of duplication. Some programs, which had developed their own data gathering methods prior to the advent of Runaway Youth Act funding, had to suspend their own systems because they didn't have sufficient funding to have the necessary administrative support.

HEW's reporting requirements of programs include the completion of eight pages of questions for each individual client, a task

delegated, in most programs, to service providers, meaning it takes time away from young people, for them to fill out these papers. The Youth Development Bureau has not reported back the compiled statistical information in a timely manner, although 1½ years ago we were promised monthly reports.

The payoff for programs to do a good job of providing this information has been less than adequate. I am hopeful that eventually the information that has been gathered, which certainly is prolific, will be reported back to programs in a form that is useful for evaluation and planning. I am also hopeful that client data can, in the future, be reported by programs as group data, which would allow us to do more local work with our own individual data, and that future research by HEW will be focused more on producing information beneficial to service delivery, methodology and effectiveness.

Again, relating to some comments this morning, where the discussion was—how do you measure effectiveness? There was quite an emphasis on positive placement. Certainly, placement, isn't an issue with a lot of young people who come to our programs. Many of them have every intention of returning to their home if they can just have a chance to sit down with parents and counselors and work out some of the difficulties they have, so positive placement would not be a way of measuring if they got what they needed in coming to Huckleberry House. Rather, some way of measuring against their original problem and the kind of outcome they felt was achieved. This is a lot more intense research effort than is currently being attempted.

One final problem with the Runaway Youth Act administration is one that is common to a variety of Government funding agencies, and I don't know any other word for it than coordination. Huckleberry House now has five different funding sources, five different fiscal years, and five different sets of reporting requirements. We are now having audits performed every three months because these funding sources are unwilling to accept one another's reports. Administrative costs for our program, with a budget under \$200,000, are exorbitant, and the cost of our audit for the Youth Development Bureau this last year was \$2,800 for a \$60,000 grant. That is nearly 5 percent.

Turning to future directions, as I see it, the major issue looming in the future of youth services is the deinstitutionalization of status offenders, which I strongly endorse. In preparation for that, there must be recognition of the extensive developmental needs of teenagers in our complex culture. Current youth services are focused on adult-identified youth needs, such as custody, rehabilitation, control, and punishment. Such efforts omit programing aimed at youth-identified needs such as emotional support, information, assistance in problem-solving, enrichment, and involvement. The direct access by youth to services such as these is a model pioneered by programs of the Runaway Youth Act, and I think that it will require expansion in the variety and scope of services in the coming years.

Just as Don was saying earlier, young people need more services than are available in the community, and I think they are willing to voluntarily make use of those services if they will be available to them.

I also believe that there is a missing element in youth services, and I think that is that there is no comprehensive national youth policy which guides the creation of programs. I believe if there were such a policy, it could be effectively addressed by a range of programs and community services linked through referral networks and directly accessible to youth.

Just to wrap it up—in Ohio, there are nearly 1.75 million young people between the ages of 10 and 17. It is estimated that in the next year, that 36,000 of them will run away from home, without parental consent, and find themselves in need of shelter, food, and a listening ear. I think there are a lot of programs in Ohio, now, to meet the needs of these young people, but certainly the fact we have only served 3,000 of them through runaway programs this year speaks to the need for increased funding in the coming years.

Mr. ANDREWS. Thank you. Let me ask you first about your title. These other witnesses are called "Directors." I notice you are called "Coordinator."

Ms. SATTERTHWAITTE. Our agency has an "Executive Director" and my job is to work with the program staff exclusively. I don't have any budget responsibilities or money gathering responsibilities.

Mr. ANDREWS. How many programs do you have?

Ms. SATTERTHWAITTE. We have overall the basic services that are enumerated in the legislation. We have a prevention component which primarily consists of community education efforts. We have an emergency intake, a residential support system, the 2-week program, individual and family group counseling, and after care services that consist mostly of counseling and referral to other services.

Mr. ANDREWS. And you coordinate these programs?

Ms. SATTERTHWAITTE. Right. We have a staff of 15 program people that I work with.

Mr. ANDREWS. Do you think that is an appropriate title for the duties you perform?

Ms. SATTERTHWAITTE. I don't know that I have really had time to think about it.

Mr. ANDREWS. Now, did I understand you to say that as each person, child, youth, who comes to the Huckleberry facility, some eight pages of reports have to be completed and filed somewhere?

Ms. SATTERTHWAITTE. We have to complete eight pages and send them in triplicate to the regional office.

Mr. ANDREWS. Do you know what portion of that eight pages is required because of Federal laws or regulations as opposed to local or State or some other?

Ms. SATTERTHWAITTE. The paperwork that I am talking about right now is what is required by the Youth Development Bureau. That is just for one of our five funding sources, and the others require similar information but on their own forms. Some require, as you know, the information to be put together in different ways.

Mr. ANDREWS. You say you have five other sources of funding?

Ms. SATTERTHWAITTE. Five sources in total.

Mr. ANDREWS. What are the other four?

Ms. SATTERTHWAITTE. We have city revenue sharing money, which is dependent on Federal sources, as one of our local sources. We have three local sources that are dependent on Federal money as well.

Mr. ANDREWS. What are they?

Ms. SATTERTHWAIT. City revenue planning, a contract with County Children Services, which uses LEAA and title II moneys, and Mental Health and Retardation money, and our only real local source of funding is the United Way.

Mr. ANDREWS. All right. We may have other questions, if you don't mind, either of you, but in the interest of time let's move on then to Cynthia Myers, executive director, National Runaway Switchboard.

[Prepared testimony of Cynthia Myers follows:]

TESTIMONY OF CYNTHIA MYERS, NATIONAL RUNAWAY SWITCHBOARD,  
CHICAGO, ILL.

The National Runaway Switchboard is a project of Metro Help, a telephone service for youth in the Chicago metropolitan area.

The National Runaway Switchboard (NRS) lines began in August of 1974 to provide toll-free WATS service to runaway youth in the contiguous U.S. (to include Alaska and Hawaii within the next 8 months).

The National Runaway Switchboard is a confidential telephone information, referral and crisis intervention service which operates 24 hours per day, seven days a week, 365 days a year. The National Runaway Switchboard's role is to link young people with a resource that provides the service needed by the caller.

These linkages are provided primarily in three ways:

- A. Through the provision of a neutral channel through which a runaway may re-establish contact with his or her parent or guardian.
- B. Through the identification of agency resources to runaways in the area where the runaway is located.
- C. Through the identification of home-community resources to those young people who contact us before they run away (referred to hereinafter as pre-runaways).

Since its inception in August of 1974, the National Runaway Switchboard has served a total of 194,000 young people. More recently, in calendar 1977, the National Runaway Switchboard served 103,000 people (this figure does not include prank calls, phantoms, wrong numbers or any other insignificant calls). Of these significant calls, 83.5% were from runaways, 14% were from pre-runaways, and 2.5% were from throwaways.

Throwaways are those young people who have been forced out-of their homes or are otherwise homeless youth.

During the last 3 and one-half years, the National Runaway Switchboard has noted a significant percentage increase in the number of calls from those young people defined as throwaways. During FY 1976, 1.8% of our calls were from throwaways while during calendar 1977, that figure jumped to 2.5%.

Each year of operation the number of calls has nearly doubled. With the total for Year 1, nearly 16,000; Year 2, 35,000; Year 3, 75,000; and the expectation for Year 4 is nearly 150,000 significant calls.

In addition to receiving calls directly from runaways, the National Runaway Switchboard receives calls from agencies that are working with runaways. Non-home community agencies call us for assistance in identifying resources in the runaways' home community in order to facilitate better serving these young people upon their return home.

During the fall of 1976, two more WATS lines for runaway agency use were added to the existing set up of three incoming and two out-going WATS lines. The purpose of this expansion was to remove agency calls from the National Runaway Switchboard lines to enable those lines to serve more young people.

The National Runaway Switchboard maintains an up-to-date listing of over 6,000 agencies throughout the country who serve young people.

This listing includes many shelters, group homes, community mental health centers, counseling agencies, medical clinics and any agency that will meet needs of runaways "on the road" in the home community.

In computing our statistics, we gather information on both the primary problem expressed by the caller (usually the immediate problem) and the secondary problem (often the reason for running away). Approximately

36% of our callers indicate housing as their major immediate problem, with family problems and their own emotional concerns rating second and third respectively. Other expressed problems include:

legal	7.8%
sexual	3.1
pregnancy	3.0
drugs	2.3
physical abuse	1.7
medical (non pregnancy)	1.5
rape	0.5

However, when one looks at the secondary problem expressed by callers, family problems and personal emotional concerns are 31.7 and 25.5% respectively, with housing concerns dropping to 5.8%

Every other area mentioned as a primary problem nearly doubled when seen as a secondary or long-range problem for the runaway.

legal	13.2%
sexual	4.7
pregnancy	4.5
drugs	7.8
physical abuse	3.3
medical (non-pregnancy)	2.7
rape	1.1

#### Profile of an NRS Caller

He or she is between 13 and 18 and most probably around 16 years old. Over half the time the runaway caller is female (62%), although there is an increase in the number of calls from young males. According to our data, this runaway has an even chance of being from any community in the contiguous

U.S. After 3 years, we continue to receive the same percentage of calls from a state or metropolitan area that they represent as a percentage of the total U.S. population. (There are a few exceptions to this statement, however, nothing that doesn't have a logical explanation, i.e. more calls from Florida in the winter). And chances are this is his or her first (53%) or second (22%) time away from home as a runaway. This runaway that I'm describing is probably calling to talk with someone and to obtain some help working on their runaway situation. This runaway has been gone from home two weeks or less and has been staying on the road or with a friend.

When calling the NRS, the runaway will talk with one of more than 100 volunteers who help the caller determine what course of action they will take.

In two-thirds of the calls, the runaway needs some type of help with a specific problem situation. Upon learning the nature of the young person's need, the volunteer identifies from the NRS extensive resource file the appropriate service agency that will meet that need. Although the referral has been identified, the NRS referral process is not yet complete. NRS volunteer calls the service agency of the callers' choice to double check the appropriateness of the referral and to allow the runaway caller make some verbal contact with the referral agency prior to hanging up the phone (NRS telephone patch equipment enables more than two people to converse on one line at the same time, consequently, the caller, the NRS volunteer and the referral agency can all talk to one another at the same time).

This direct contact with the referral agency is obviously not made if it is 2:00 A.M. and the agency closes at 6:00 P.M. However, in all cases where possible, the referral agency and the caller make telephone contact through the NRS lines. The NRS believes that this direct contact approach increases substantially the chances of the caller actually following through on the referral.

More than a third of our callers wish to make some contact with their families. In this type of call, a young person "on the road" (a runaway) calls the NRS with a message that they want delivered to either their parent or guardian. A NRS volunteer requests identifying information of both the caller and the family, the message is written down and transmitted to the family by some other volunteer. All callers requesting the message service are offered the opportunity to speak with their families directly through our telephone lines. Some callers take advantage of this while others still would rather have a message delivered. Most messages take the form of something positive or neutral, such as; "I'm o'kay; Don't worry", "I'll be home soon", "If you'll let me stay out later, I'll come home", etc. The NRS also asks each message service caller if they will call back for a return message from his or her parent or guardian. If the answer is "yes", the parent is told this and encouraged to leave a return message for their child.

The Runaway Youth Act appears to have been effective in providing for temporary shelter care and counseling of runaway. However, the NRS has seen, in the last three years, a tremendous increase in the need for other types of temporary shelter care in addition to runaway shelter facilities. In some cases the need is for temporary foster placement or an independent living program and in some cases, young people are able to remain at home while receiving counseling and support from a runaway program.

In conclusion, it is our belief that the impact of the Runaway Youth Act can be seen in the tremendous increase and effective usage of the NRS. More importantly, though, the impact is evident in the significant increase in callers who use the National Runaway Switchboard as a means of identifying home community resources instead of leaving home.

**STATEMENT OF CYNTHIA MYERS, EXECUTIVE DIRECTOR,  
NATIONAL RUNAWAY SWITCHBOARD, CHICAGO, ILL.**

Ms. MYERS. The National Runaway Switchboard is a project of Metro Help, a telephone service for youth in the Chicago metropolitan area. I am here as their executive director as well as on behalf of some local youth coalitions. We participate in the Chicago Youth Network Council, the National Youth Alternatives Project, and Youth-In-Action, which is a coalition of youth in Illinois. I will attempt to summarize my comments, and try not to repeat some of the things that have been mentioned here today.

Metro Help began in September of 1971, and the National Runaway Switchboard, NRS lines began in August of 1974. At that time, it was funded through the Office of Youth Development and then through Runaway Youth Act funds in July of 1975. The National Runaway Switchboard lines began in August of 1974 to provide toll free WATS service to runaway youth.

The National Runaway Switchboard is a confidential telephone information, referral, and crisis intervention service which operates 24 hours per day, 7 days a week, 365 days a year. The National Runaway Switchboard's role is to link young people with a resource that provides the service needed by the caller.

These linkages are provided primarily in three ways: (a) through the provision of a neutral channel through which a runaway may reestablish contact with his or her parent or guardian; (b) through the identification of agency resources to runaways in the area where the runaway is located, and (c) through the identification of home-community resources to those young people who contact us before they run away—and we refer to these young people who call us before they run away as prerunaways, for lack of a better term.

Since its inception in August of 1974, the National Runaway Switchboard has served a total of 194,000 young people. More recently, in calendar 1977, the National Runaway Switchboard served 103,000 people—this figure does not include prank calls, phantoms, wrong numbers or any other insignificant calls. Of these significant calls, 83.5 percent were from runaways, 14 percent were from prerunaways, and 2.5 percent were from throwaways, or the phrase that was used earlier was pushouts. Throwaways are those young people who have been forced out of their homes or are otherwise homeless youth.

Each year of operation the number of calls has nearly doubled. With the total for year one, nearly 16,000; year two, 35,000; year three, 75,000; and the expectation for year four, which we are in now, is nearly 150,000 significant calls.

In addition to receiving calls directly from runaways, the National Runaway Switchboard receives calls from agencies that are working with runaways. Nonhome community agencies call us for assistance in identifying resources in the runaways' home community in order to facilitate better serving these young people upon their return home, or other agencies they can work with while working with the young person.

The National Runaway Switchboard maintains an up-to-date listing of over 6,000 agencies throughout the country who serve young people.

This listing includes many shelters, group homes, community mental health centers, counseling agencies, medical clinics and any agency that will meet the needs of runaways "on the road" in the home community, not necessarily only those runaway shelters that we have been referring to earlier today.

In computing our statistics, we gather information on both the primary and secondary problem expressed by the caller. Usually the primary problem is the immediate reason for calling us and the secondary problem, in many cases, is the reason why they ran away. Approximately 36 percent of our callers indicate housing as their major immediate problem, with family problems and their own emotional concerns rating second and third respectively. When we talk about emotional concerns, I am referring to school problems, problems with their friends, concerns about not having a job, being suspended from school, any significant reason that affects their particular emotional state.

However, when one looks at the secondary problem expressed by callers, family problems and personal emotional concerns are 31.7 and 25.5 percent respectively, with housing concerns dropping to 5.8 percent. We believe, in looking at the secondary problems, which include some other areas that are in my testimony, that those are the reasons why young people run away. They might not be the very reason why they called us, but they are probably the reason why they ran away.

I also included in my testimony the profile of an NRS caller, which I will not mention now.

When calling the NRS, the runaway will talk with 1 or more than 100 volunteers who help the caller determine what course of action they will take.

In two-thirds of the calls, the runaway needs some type of help with a specific problem situation. Upon learning the nature of the young person's need, the volunteer identifies from the NRS extensive resource file the appropriate service agency that will meet that need. Although the referral has been identified, the NRS referral process is not yet complete. The NRS volunteer calls the service agency of the callers' choice to doublecheck the appropriateness of the referral and to allow the runaway caller to make some verbal contact with the referral agency prior to hanging up the phone—NRS telephone patch equipment enables more than two people to converse on one line at the same time, consequently, the caller, the NRS volunteer and the referral agency can all talk to one another at the same time.

This direct contact with the referral agency is obviously not made if it is 2 a.m. and the agency closes at 6 p.m. However, in all cases where possible, the referral agency and the caller make telephone contact through the NRS lines. The NRS believes that this direct contact approach increases substantially the chances of the caller actually following through on the referral.

More than a third of our callers wish to make some contact with their families. In this type of call, a young person "on the road," a

runaway, calls the NRS with a message that they want delivered to either their parent or guardian. A NRS volunteer requests identifying information of both the caller and the family, the message is written down and transmitted to the family by some other volunteer. All callers requesting the message service are offered the opportunity to speak with their families directly through our telephone lines. Some callers take advantage of this while others still would rather have a message delivered. We believe at the National Switchboard, that this direct contact approach is increasing substantially. The additional third of our callers wish to make some contact with their families. Most messages take the form of something positive or neutral, such as "I'm OK; Don't worry;" "I'll be home soon;" "If you'll let me stay out later, I'll come home," et cetera. Again, we will patch in the parent and the child, if they are interested in that. The NRS also asks each message service caller if they will call back for a return message from his or her parent or guardian. If the runaway says, "yes," the parent is told this and they are welcome to leave a return message for their child, if they like. In fact, they are encouraged to do so.

The Runaway Youth Act appears to have been effective in providing for temporary shelter care and counseling of runaways. However, the NRS has seen, in the last 3 years, a tremendous increase in the need for other types of temporary shelter care in addition to runaway shelter facilities. In some cases the need is for temporary foster placement or an independent living program, and in some cases, young people are able to remain at home while receiving counseling and support from a runaway program.

In conclusion, it is our belief that the impact of the Runaway Youth Act can be seen in the tremendous increase and effective usage of the NRS. More importantly, though, the impact is evident in the significant increase in callers who use the National Runaway Switchboard as a means of identifying home community resources instead of leaving home.

I will be happy to answer any questions.

Mr. ANDREWS. Cynthia, excuse me for being a little facetious. It occurred to me, as you described the system you have, when you combine your toll-free telephone switchboard service with the some 128 facilities throughout the country, you, in a sense, have Howard Johnsons beat. [Laughter.]

A kid could start traveling across country and have 128 free facilities to stay in with a free reservation service, making reservations community to community and can even call home for money. Are any kids using them, do you think, in that sort of a method?

Ms. MYERS. Well, I am certain someone could if they wanted to do that. However, in regards to the messages, we obviously would keep track of it.

Mr. ANDREWS. You don't see such things as calling Papa to send more money?

Ms. MYERS. No, in fact, they don't. Every once in a while there will be a case—very seldom—of someone delivering messages who is not a youth, who is obviously much older and is interested in delivering a free telephone call home.

Mr. ANDREWS. How can you know there are two or three who are more than 18?

Ms. MYERS. Well, when we call a family and talk to them about the situation and deliver the message, if it is a parent, and there was no runaway in the family, then we note that and don't provide return messages. We do carry on a conversation with them. In addition, we conduct a study specifically on our message service users. I will be happy to provide you copies, which indicate what kind of situations the young people utilize the message service for.

Mr. ANDREWS. How many telephone lines do you have into this facility?

Ms. MYERS. We operate, at the moment, a total of four incoming WATS lines and four outgoing WATS lines.

Mr. ANDREWS. I am confused. I thought the WATS line was within a State, whereas the FTS line was the interstate system. Isn't the WATS line just a free use of a telephone for calls within a particular State, the State in which that telephone is located?

Ms. MYERS. It is my understanding you can purchase different kinds of WATS lines. You can purchase it for the State you are located in, you can purchase service for the remainder of the contiguous United States.

Mr. ANDREWS. And they still call them WATS lines?

Ms. MYERS. And they still call them WATS lines. They have other technical jargon.

Mr. ANDREWS. What rent did you pay for the telephone with national usage—do you know?

Ms. MYERS. Yes, I do. The entire telephone bill for our service for this year will be approximately \$140,000.

Mr. ANDREWS. What is the total amount of money expended for the operation that you have? Obviously you have employees and rental and—

Ms. MYERS. The National Switchboard is a project of Metro Help. The entire budget is \$400,000.

Mr. ANDREWS. What is Metro Help?

Ms. MYERS. Chicago Metropolitan Telephone Service. When we first submitted for the National Runaway Switchboard grants to operate that project, we already had a metropolitan service and expanded that service into the national program.

Mr. ANDREWS. And your total budget then is some \$400,000?

Ms. MYERS. That is correct.

Mr. ANDREWS. Do you know the source of that money?

Ms. MYERS. Yes, I do.

Mr. ANDREWS. What is it?

Ms. MYERS. \$260,000 of that was a grant from Youth Development Bureau and the remaining \$140,000 is private foundation, corporation money, and individual donations.

Mr. ANDREWS. But this is an outgrowth of a Chicago metropolitan program?

Ms. MYERS. That is correct.

Mr. ANDREWS. How much of the \$400,000 is spent serving the metropolitan Chicago area as opposed to this long distance service?

Ms. MYERS. By operating both services out of the same location, we are able to save money on both of them. Were we to just operate the

National Runaway Switchboard, that could cost \$350,000 to \$400,000 to operate. If we were to just operate the local metropolitan service, that would cost \$150,000 to \$200,000 to operate. We have the same volunteers answering both lines, for instance. The full-time staff trains the volunteers, so by combining the two services it enables us to have both of them cost less.

Mr. ANDREWS. So the saving is Newark to Chicago?

Ms. MYERS. It goes both ways.

Mr. ANDREWS. How much does Chicago put into it?

Ms. MYERS. \$140,000—not Chicago, the city, but the Chicago community.

Mr. ANDREWS. Where does that come from?

Ms. MYERS. From the private foundation corporation.

Mr. ANDREWS. What does any governmental unit other than the Federal Government put into it?

Ms. MYERS. There is no other governmental unit.

Mr. ANDREWS. Is most of the \$140,000 from private and local sources raised in the Chicago area?

Ms. MYERS. Yes.

Mr. ANDREWS. All of it?

Ms. MYERS. All of it.

Mr. ANDREWS. No national foundation?

Ms. MYERS. Not at this time.

Mr. ANDREWS. How many total employees do you have?

Ms. MYERS. 7 full-time paid staff and anywhere from 2 to 10 part-time staff, depending upon what particular job we are doing and then a little over 100 volunteers.

Mr. ANDREWS. And the people who answer these free telephone calls, other than Chicago, are they primarily volunteers?

Ms. MYERS. Yes, they are all volunteers.

Mr. ANDREWS. They are all volunteers. Are they paid anything? When you say volunteers, do you mean nonpaid?

Ms. MYERS. They are nonpaid staff.

Mr. ANDREWS. Well, again, word usage varies. I thought volunteers meant that until I discovered that in some Federal programs people who are called volunteers frequently are paid. It sounds, to me at least, as if you have a very fine program.

Ms. MYERS. Thank you.

Mr. ANDREWS. Your title is what?

Ms. MYERS. I am the executive director.

Mr. ANDREWS. I see. What other titles are there among the seven other people?

Ms. MYERS. We have a training coordinator, and a resources coordinator, a volunteer coordinator, and data and systems coordinator.

Mr. ANDREWS. All of them are coordinators?

Ms. MYERS. All of them are coordinators.

Mr. ANDREWS. Who do they coordinate, if they are all coordinators?

Ms. MYERS. The volunteer coordinator has primary responsibilities for scheduling the volunteers, handling the in-service training sessions, and any other needs the volunteers have. The training coordinator does all of the preservice or pretelephone training of the volunteers. The resources coordinator maintains the resources across the country.

Mr. ANDREWS. I wonder why you refer to the young person who calls and has not run away, as a prerunaway. If you call them prerunaway, by definition, that means they are going to be running away. Isn't that a bad term? Isn't that term suggesting they are going to run away rather than perhaps be persuaded not to run away?

Ms. MYERS. In fact, those young people who call us, identify themselves as considering running away or preparing to run away. In most of the cases they already have a plan for how they are going to run away. For some reason, they have decided to call us before they do it. Probably it is because they find out we exist. They have indicated some desire to work on whatever the problem is they are having before they leave.

Mr. ANDREWS. All right. Do either of you gentlemen have questions?

Mr. RALEY. Just one or two.

Kay, Don gave us a figure—a rough estimate is really all we are talking about—that approximately 30 to 40 percent of the children or youth they are seeing at Greenhouse, have experienced some type of either physical or sexual abuse. That sounds high. I have heard it from other runaway houses, but it still sounds high. Does that seem to be based pretty much on your experience as well?

Ms. SATTERTHWAITE. Yes; and it usually goes along also with alcoholism—alcohol abuse by either one or both of the parents, a really important thing, that goes along with the whole problem of adolescent abuse. There have been few studies done about the unique aspects of the abuse of adolescents. This year we tried to get some information to see if we could start a group for teenagers who are abused and for their parents. Childrens Hospital is one of the finest, and they were frustrated also by the fact they didn't have special information about adolescents that were abused.

Mr. RALEY. Cynthia, I noted in the statement you prepared for us that the number of children or youth who seem to call your program with physical or sexual abuse was quite low—I believe, under 2 percent in both cases. Am I correct in that?

Ms. MYERS. It is significantly lower. As the primary problem, it is 2.2 percent, including both rape and other kinds of physical abuse. As the secondary problem, it is 4.4 percent. It is significantly lower. These are particularly emotional areas and since we are a telephone service, we do not try, nor do we encourage people to go through all of the incidences of their lives on the telephone. However, I do think, since we receive such a large number of calls, and also refer directly to various other areas besides runaway shelters, the percentage would be expected to be a little lower.

Mr. RALEY. Cynthia, you mentioned you took maybe 150,000 calls a year, and I know that not all of these would be runaway-related calls. Do you have any idea of how many youth you talk out of running away?

Would you like me to rephrase that?

Ms. MYERS. Would you, please?

Mr. RALEY. We talked earlier about the service of prevention that goes along with children or youth that are preparing to run away. Do you feel that you are effective in keeping children and youth from

running away sometimes, as opposed to only providing care once they do, and do you have any estimates of what proportion that is of the people you talk to?

Ms. MYERS. I would like to answer that by referring back to the followup study I mentioned before. When we did this followup study, the most recent year was 1977, and in this study we asked two questions, I think, that relate to what you are speaking about. One is whether the young person had returned home, and the second was, whether the problem situation or the reason they left home had been solved, whether the situation had changed at all, and in answer to the first question, we found that well over 88 percent of those young people had returned home. In answer to the second question, that percentage dropped into the 75-percent range. It is difficult, obviously, to determine whether one prevents running away. You ask the person how many times they have run away before. In asking them what their perception of the problem was and whether it had been solved, that is how they responded.

Mr. RALEY. Kay, could you respond very briefly?

Ms. SATTERTHWAITTE. We have about 15 percent of the young people that come to us identify themselves as having not run away. They may be housed in our program or they may just receive counseling, but it is about 15 percent.

Mr. RALEY. Do you think that your shelter is able to play much of a role in keeping young people from running away in the first place? Do people come to you who are thinking about running away, you do counseling with them, and as a result, they don't run away? I am talking about the kids that never stay overnight but only receive counseling.

Ms. SATTERTHWAITTE. We don't really do a long enough study to see if they never run away.

Mr. RALEY. I guess I am just looking for reactions from you. Do you feel that some of the counseling you provide is helpful in preventing runaways?

Ms. SATTERTHWAITTE. Surely.

Mr. ANDREWS. Don said about 2-to-1, I think. About two kids come to his facility for counseling to every one that spends the night. I get the impression you are saying most certainly the children who come to your facility come there to be housed?

Ms. SATTERTHWAITTE. Most who come do eventually get housing services as well, but we do see a large number of young people who don't get housing. As I mentioned earlier, 50 percent get housed and the other 50 percent may just get counseling or come in and get some information or referrals and then go on.

Mr. LOVING. In my experience of the approximately 700 young people that are seen during the year for nonresidential services, counseling only, that we have to make certain assumptions based on what we see, because we do not have a followup mechanism for those nonresidential youngsters, and our assumption is that that is what the service is designed for is to prevent acting out through the runaway episode, and we think that we are being successful there because we see enough of them over a period of time to know that they have, in fact, not left their home.

Mr. ANDREWS. May I ask each of you to respond, if you care to, as to what you think the Congress can do in terms of changing this legislation or anything else to facilitate what I think we probably all understand we are trying to accomplish? What can Congress do?

Mr. LOVING. I am glad you asked that. I think there are a number of things that can be done. The first thing is to authorize the expenditure of the full \$25 million for the Runaway Youth Act. That is just a beginning. The act, itself, is in place and has demonstrated what it can do, and by raising the level of expenditure in these programs can generate not only more programs that are delivering services to runaways, but from my experience, in my agency, and my awareness of numbers of other programs, especially those more than 4 years old, it generates additional spinoff services within the community. That is one. The other thing I would really like to see Congress do is begin some enabling legislation for comprehensive planning for services to young people, and the third thing is, as Kay said, develop something which we can develop ourselves in this country, a national policy, concerning youth, provide the guidelines and structure and direction for the entire Nation including, hopefully, States and local units of government.

Mr. ANDREWS. I don't know what you mean by that.

Mr. LOVING. By a national policy?

Mr. ANDREWS. I noticed two of you said that. What do you mean?

Mr. LOVING. We have a national defense policy.

Mr. ANDREWS. But we only have one nation to defend.

Mr. LOVING. We have one group of young people.

Mr. ANDREWS. I think, in fact, to the contrary. In most areas in which the Federal Government attempts to—I won't say "invade," I guess that is the wrong word—participate, it seems to me we have too much policy from the National Government which tends to dissuade subjective considerations of individual youths or people, wherever they are, or wherever they are, that need help. I think you and the others there, probably from looking at and talking with a given child or youth, talking with the parents or the school people or the police or whomever else might have been involved in that child's problem, can make a better determination as to what should be done than some policy that might be dictated from Congress or HEW or for that matter from any one national source. Apparently, you are speaking more broadly, and I am interpreting it more individually, and hence, I think I am missing your point.

Mr. LOVING. Well, I don't find, and my colleagues, I think, will agree with this—a framework within which all of the decisions currently being made, and the individual policies that are being made, can occur. There is no boundaries there, and thus it appears to me that there is not a real commitment in this country to young people.

Mr. CAUSEY. If I can, I would like to make a comment about the point we are discussing. I think this may be one of the concepts we are trying to get at here. In your statement, you say that it is conceivable, with President Carter's decision to create a catalyst to stimulate a national youth policy, the President's reorganization project is giving some consideration to recommending that all youth programs be consolidated in one bureau within the new Department of

Education. That would include, for example, youth employment programs, juvenile delinquency programs, runaway youth programs, certain programs administered by other Federal agencies that deal directly with youth. Is this what you were referring to when you were speaking of a comprehensive youth policy to consolidate these kinds of programs into one bureau or agency instead of being scattered all across the country?

Ms. SATTERTHWAITE. It wasn't necessarily the method of implementing it I was getting at, but rather the idea that there be some things defined on a national level, as things we have a commitment to provide for young people in this country and to make sure that as many young people as can be reached are reached by those in the most efficient and effective manner possible. A lot of that has to do with coordinating. One of the things, I believe, is that a tremendous amount of talent is wasted when you have directors of agencies spending 100 percent of their time writing grants and writing and rewriting budgets when they have been trained to work with young people and develop ideas and programs that can meet their needs. Certainly Federal coordination is one key to releasing some of that talent.

Mr. CAUSEY. Conceivably, if this option were to become a reality, the five different funding cycles you refer to would become consolidated into one. Would that be an example of consolidated effort you referred to?

Ms. SATTERTHWAITE. Yes.

Mr. CAUSEY. Would it be your recommendation, if that program is recommended by the President, to support such a concept for consolidation of youth programs throughout the Federal Government, as they currently exist in the Department of Health, Education, and Welfare?

Ms. SATTERTHWAITE. What I would feel better about recommending is that as many youth service people as possible be involved in making that kind of recommendation. I don't feel I have enough experience and knowledge about that sort of thing. I think it is something that should be explored.

Mr. CAUSEY. The President's reorganization project has stated they have a great interest in this particular hearing, and I think we will probably share with them a transcript of this hearing, so in that limited extent, the thoughts will be portrayed to them, and if they are interested in drawing from this the thoughts of people who work in these projects.

Mr. LOVING. Thank you.

Mr. ANDREWS. If I may—I guess now we are just messing with terminology. I think, on the other hand, it may be for some worthwhile purpose. I don't understand the word, policy. It seems to me you advocate a national policy concerning youth, and then you seem to me to, in a sense, identify or define the word policy as meaning that you would suggest that there be a better physical arrangement in terms of either coordinating agencies and eliminating certain paperwork. I don't consider that to be policy. To me, that is a mechanical change that perhaps needs to be made, and, second, you say there should be a more clearly defined or more stringent commitment of our

society, of our Government, so forth, to the problems of youth. That seems to me to be a matter of degree. We have certain commitments obviously already, to which we expend certain amounts of money, and if you want 100 percent commitment, it just seems to me that could be no more than an enlargement of the money, and enlargement of the devotion of the sources to the problems of the youth which would be an enlargement of the commitment, but, again, not necessarily a national policy. It seems to me a policy implies not any of these things but saying, how do we treat youth in a given situation. That, to me, is a policy, and whereas, you say, you advocate a national policy, I don't think you have suggested any policy. I think you are suggesting physical arrangements in terms of paperwork or coordinating programs, on the one hand, and that you are saying, we, as a people, should devote more of our resources and so forth—we should be more aware of the problems of youth, and doing more than we are in terms of committing our resources to that and publicly stating our commitment to this program. Neither, it seems to me, is the development of a policy.

Ms. SATTERTHWAITTE. I agree with you. I think, perhaps, I was misunderstood. Certainly, I meant to describe coordination efforts as an implementation type of step, not a policy step. In terms of commitment, my question is commitment to what? At this point, I see there being commitments to youth, as scattered problems pop up and come to people's attention, so I think you and I are talking about the same things in terms of policy.

Mr. ANDREWS. Then, I believe, whereas I indicated earlier a disagreement, I might well agree with that. I am inclined to think that mechanically, so to speak, more people resources and more money resources could be channeled to the problem, to the child, and less to the people in between who get statistics and conduct whatever else they do that is not directly relatable to the needs of the child, so I think we should all commit ourselves, if you prefer, to these physical changes that might be made, so as to cause the resources which are either in the Federal level, or New Orleans, or wherever intended to benefit the child to be better directed so a greater percentage goes to the child's problem than reporting and audits and statistics and second, as to the Congress joining whoever else might be willing to join in a commitment to serve more than the 6 percent than we are of the children needing assistance. With that, I agree. I feel the Congress would.

But when you say we should have a national policy with respect to our youth who are in need of assistance, be they troubled or otherwise, I am inclined to think that means you think Congress should dictate what should be done—not how to do it and not providing more resources, but dictating policy as how to deal with the child. That is what I was indicating earlier about which I am inclined to think otherwise.

Ms. SATTERTHWAITTE. Perhaps I could get more specific in terms of the predominance of the young people we see as being labeled status offenders. I think that is perhaps the policy issue Congress could address itself to in terms of the decriminalization of status offenders.

Mr. ANDREWS. With that, I agree, but I think the juvenile justice

legislation does define status offender. It does seek to strongly encourage, perhaps virtually mandate, State and local governments to treat status offenders as noncriminals, to house them in facilities not criminal in design purpose, so that is a policy. That is what I call a policy, and that policy we already have at the Federal level. What other policies can we engage upon?

Ms. SATTERTHWAITTE. I don't know if I need to engage in this dialogue alone. I am certain my colleagues have a lot of comments they would like to make about it, too.

Mr. ANDREWS. Very well.

Ms. MYERS. I am not sure this would be considered policy, but one of the difficulties that the switchboard has—I believe other providers have it, also is this question of having a young person obviously have to label themselves to receive services in our country. They must be defined as either having a drug problem, being pregnant, having some sort of juvenile delinquency problem, whatever label or term is used, that is a negative service provision. As an adult in our society you don't necessarily have to label yourself with some sort of negative label in order to receive services, and whatever can be done by the Congress or anybody else to help that situation—

Mr. ANDREWS. Not to be argumentative at all, but I believe that in the so-called adult world, in order to receive governmental assistance, you do have to identify that you want a veterans benefit because you have to identify yourself as a veteran, or you want social security benefits because you have to identify yourself not only as one who has paid social security taxes, but even the number of the account through which you paid. If you want to avail yourself of a survivor's benefit, you have to identify yourself as the survivor of a deceased spouse who was a veteran. I think you do have a label yourself to be eligible, because you are seeking public money and nobody has the authority to expend public money for anyone's benefit unless some kind of eligibility can be determined. To determine eligibility, we have to have staffing or regulations or statutes or something that says who can get this money. I don't know any way to avoid it other than just saying we will provide some money for services to anybody that can come up and receive it regardless of whether they identify themselves as deserving it or needing it. I don't think you can do that. I think laws and regulations have to say, this money is intended for people who have polio, or for people who have mental illness, or for people who have cancer, or people who are veterans, or people over age 65. That is eligibility. That is what people are entitled to receive the money for and hence, to receive money or services, you have to identify yourself as being whatever the eligibility standards are.

I think I see what you mean—you don't want the child to have to identify themselves as being—I guess you are saying—failures, in some regard or other or as having had done something which might tend to label them as failures, but I don't know how we could do otherwise?

Ms. MYERS. I am not disagreeing with the questions of criteria and eligibility. I understand the need for that. The situation that we run into is if a young person in the family finds themselves as having family problems, that, in my estimation, should be enough. If our

definition of family problems, what are acceptable problems—our definition of acceptable problems runs behind the existing problems in our society. We have talked to you about the kinds of problems young people have and they may or may not be what is listed as last year's problems or the year before's problems. What we do is get in a situation of categorizing.

Lets say I have one of last year's problems in order to take care of a program this year. Whatever we can do to minimize that situation, I would like to see it. I agree with you, in order to receive social security, one has to indicate they have participated in that system previously. What we are talking about here is a lower level of even more complex categorization of problems.

Mr. ANDREWS. Dr. Dye, can you help us with this? Is there any legislation you think could be drafted that would stand up in court that didn't require the applicant to identify himself or herself in any particular category or as having been a failure. I think she means they shouldn't have to accuse the parent or child of crimes or having problems.

Dr. DYE. I think there are a couple of things that might be able to be talked about in this. For example, we have a definition of youth. We have, in our society, a way of approaching young people, especially during an age of adolescence, that talks about needs, and as a country, we have got to start looking at how we address those needs. Because of nonaddressing those needs, we end up with delinquency problems, drug problems, other kinds of problems that are there. We do assume the educational systems pick up a good percentage of those needs, but that doesn't mean they reach all youth. There are activities for youth in our community, that before, used to be absorbed through youth opportunity for young people. We used to have chores and family activities for young people in our homes, and those concepts have changed over the last few decades, and I think what I hear people struggling for here on the panel is the notion of trying to develop some policies that are relative to service delivery to adolescents during a time of growth. Trying to frame it in such a way that says all youngsters between the ages of say 11 to 17 are in need of some kind of developmental services—how we define those, yet, are what we are struggling with, but it doesn't have to come under the categorical program. It doesn't have to come under a title of delinquency or dependency, but it is recognizing youth in the country are going through developmental stages we should be contributing to, and view as a valuable national source in this country. I think that is what I hear people struggling with. How that gets framed, I don't know.

Mr. LOVING. I agree with that. I think one of the mistakes we make is always thinking about young people and problems, one seems to always go with the other. I am looking for decisions that can be made on the basis of just plain need. In other words, when I mention policy, I think of some way or framework or guidelines that decision-makers can use in making priorities, establishing priorities.

For instance, maybe the Congress can cut back one polaris missile and fund some youth programs for 10 years, something of that nature. Just say, here is a priority. In establishing priorities, here is the guidelines.

Mr. ANDREWS. I am sorry. I am not just following you exactly. On the one hand you are saying we should have more commitment, meaning cut out a polaris sub and put more money in this, but I don't consider that is a matter of policy.

You say, on the other hand, we should have some Federal guidelines. I don't see the two as related at all. I agree we should have, in my opinion, greater commitment in making more resources available to our young people. I disagree with Federal guidelines dictating how to use that money as it might relate to any particular child or particular community.

Mr. LOVING. I concur. I would not like somebody to come in and tell me how to use the money.

Mr. ANDREWS. I think that is what guidelines mean.

Mr. LOVING. Let me give you an example, from my agency. We have a limited budget and as we deliver services, we build our budget in order to deliver services. Our internal operational policy is that the primary service delivery supersedes anything else, so if we have a little extra money, say, at the end of the year or the beginning of the budget year that has not been budgeted for or planned for, instead of buying new couches for the counselor's rooms, for example, we would take that money and put it into direct services to the young people. That is an operational policy within our agency that we assess all funds that come in and make our budgetary decisions based on direct service provisions. We would not cut back on services to say make ourselves a little more comfortable.

Does that help clarify that any? That is an operational policy. That is how we establish priorities.

Mr. ANDREWS. Are you suggesting that that is proper that that be done but it is not being done at some other level or some other place, and Congress should attempt to dictate that that be the philosophy or procedure generally rather than each individual facility determining to what extent if at all it does that? Is that what you are saying?

Mr. LOVING. That is what I am saying. That is my assessment looking at both the national, State and local level in terms of allocation of services, energy consumed, and it is not always dollars, it is other things, human resources.

Mr. ANDREWS. Maybe I do, by inference at least, understand what you are saying. Were you referring, Kay, to something like that?

Ms. SATTERTHWAITTE. I think what Dr. Dye expressed was really what I was referring to. He said it better than I.

Ms. MYERS. If I may, I would like to move back to the question that you just asked, that sort of got us into this, which is what Congress could do and what would we like to see you do. One of the things I noticed earlier is the encouragement between Federal agencies is not something that legislation will be able to work with, but whatever kind of promoting of that particular concept either you as a committee, I would certainly like to see, and we certainly would encourage because it does become very difficult. It is not so much working with the different departments, I think when one looks at the allocation of resources in the various departments, the kind of resources that are available in an individual community are increased. I know there are some of our programs which receive fund-

ing from LEAA and some title XX, and piggybacking of all of those enables them to provide a more complete service from each one of those departments, and each one of those areas. Whatever can be done to encourage that, I certainly encourage.

Mr. LOVING. I just received some help here, as an example of policy.

Mr. ANDREWS. Well, even without accomplishing what you are advocating, we must now go over to vote to increase the debt limit very considerably to provide even what we are continuing. If you would like to continue for awhile, you may do so.

Mr. RALEY. I noticed you said you got a little help from the rear, I believe. Could you tell us again with a little more elaboration, what you mean by policy?

Mr. LOVING. Yes. We do have a policy in place concerning deinstitutionalization of status offenders but it is not being applied to other Federal programs other than Justice and the Delinquency Prevention Act. For instance, many Federally funded programs are still incarcerating some young people. Title XX funds may be used in opposition to the policy. The Commerce Department's public works funds are used for juvenile lockups, so the national policy in that area is inconsistent.

Mr. RALEY. Do I understand you to say that while some Federal agencies are trying to get status offenders out of institutions, some others are providing money for keeping them in?

Mr. LOVING. That is right, and that is an example of the kind of policy we need.

Ms. SATTERTHWAITTE. Just to be more specific, with an example, it is not just the deinstitutionalization but the decriminalization of status offenders. I think young people often have to present themselves as status offenders, with that criminal status that goes along with it, in order to receive services such as mental health counseling and a variety of others.

Mr. RALEY. One of the points I think the Congressman might like made at this point is that when you talk about decriminalization, it becomes a matter of State law, not something really Congress can do. Every State has the responsibility to make State laws. Congress cannot mandate that all status offenders be decriminalized.

Ms. SATTERTHWAITTE. I think there is something Congress can do, if there was policy guiding the kind of services we were creating through laws. I think the Runaway Youth Act is the kind of congressional law which has enabled young people to receive services without having to label themselves and get in the juvenile justice system. I think, if there was a policy at the Federal level, oriented in that direction, then the range of services could begin to be developed that would put pressure on the States.

Mr. RALEY. Chairman Andrews is probably going to be on the floor a while longer. I am sure he would want to thank you all for coming. It has been very informative.

[Whereupon, at 4 p.m., the hearing was adjourned.]

## APPENDIX



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20201

FEB 28 1978

Mr. William F. Causey, Counsel  
Committee on Education and Labor  
Subcommittee on Economic Opportunity  
Cannon House Office Building  
Room 320  
Washington, D.C. 20515

Dear Bill:

This is in response to your letter of December 15, 1977, regarding the status of the Runaway Youth Program administered by the Youth Development Bureau under my Administration.

Before addressing the issues outlined in your letter, I would like to apologize for the delay in my response. As you may know, I have recently nominated Dr. Larry Dye as Associate Director-designate of the Youth Development Bureau. I wanted Dr. Dye to have the opportunity to assess the situation regarding the Runaway Youth Program and to provide substantial input into my response to your letter.

In addition, in response to the issues that you raised in your letter, attached you will find the following: (1) past and present personnel list, (2) the 1978 budget justification, (3) a list of expenditures by program for runaway youth grants, and (4) an up-dated statement relative to research and evaluation efforts on the Runaway Youth Program.

Before I address your specific concerns, I would like to highlight several major findings from our efforts with the Runaway Youth Program to date which significantly affect our future program efforts in the area of runaway youth. These are:

- Youth who are leaving home are experiencing a multitude of family-related problems and that "running away" constitutes only one act of a number of acts which have placed the youth and family in crisis.

- Projects funded under the Runaway Youth Act do not just address the issue of runaway youth in crisis, but often look for the causal nature of the runaway problem and this invariably leads back to the family.
- An increasing number of runaway youth have family-related problems which stem from being without a supportive or stable home environment. Many runaway youth projects report large increases in the number of nomadic, homeless, and abused and neglected youth.

A third major finding from our efforts with projects funded under the Runaway Youth Act is that the majority of runaway youth seeking services are experiencing larger concerns and problems with the community and other social service agencies. The runaway youth projects often provides the first level of intervention and access for youth in crisis with the other youth and family services in the community. Accordingly, the projects are becoming vital members of the community's social service system as well as advocates for the needs of youth and families in crisis.

These findings are significant in that they provide a framework for and get to the heart of the reorganization efforts in the Administration for Children, Youth and Families: As you know, in February, I announced a major reorganization in the Administration for Children, Youth and Families which brings together under my administration all human development programs relative to children, youth and families within the Department.

HEW now has, for the first time, the organizational and programmatic capacity to address the total needs of the family by providing more coordinated services to children and youth within the family context. Because of the importance of the family in the delivery of services to runaway youth, the placement of the Runaway Youth Program within the Administration for Children, Youth and Families, which is responsible for family concerns and programs, greatly enhances the program efforts for runaway youth. In addition, the strong base of relationships that the Administration for Children, Youth and Families has at the local level through the operation of the Head Start program and its work with a broad range of social service

agencies at the community level will serve as a model to help the runaway youth projects develop strong service linkages with other agencies working with children and youth.

Let me now shift to a larger issue. Adolescence in this society has been a sorely neglected area by the Federal, State or local units of government. As a country we have abused, neglected, and often times over-institutionalized our youth. The majority of programs have been developed after the damage has been experienced, i.e., delinquency programs, alcoholic, substance abuse programs, and even runaway youth programs. What has been lacking is any leadership, recognition and advocacy within the Government for youth. The Department of Health, Education, and Welfare has the prime responsibility for the development of this leadership. In the past it has not reflected the needs of youth as a major priority. This is why we in the Administration for Children, Youth and Families have placed youth on an equal administrative level as children and families and have conducted a Nationwide search to find the leadership to make youth issues a significant priority of my Administration.

I hope this is responsive to your request and I look forward to testifying at the oversight hearings on March 7.

Sincerely,

*Blandina Cardenas*  
Dr. Blandina Cardenas  
Commissioner, Administration for  
Children, Youth and Families

Enclosures

## LIST OF GRANTEES

## RUNAWAY YOUTH ACT

FY 1975-1977

<u>Region I</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Child and Family Services of New Hampshire (Stepping Stone) One Thompson Street Concord, New Hampshire 03301	\$38,570	\$38,570	\$38,570
Spectrum, Inc. 18 Monroe Street Burlington, VT 05401	30,000	30,880	32,968
The Bridge, Inc. 23 Beacon Street Boston, MA 02108	43,758	44,530	47,455
Department of Community Affairs Division of Youth Development Runaway Services Unit 150 Washington Street Providence, RI 02903	36,000	36,000	39,418
Manchester Regional Office Child and Family Services Greater Manchester Runaway Youth Project 99 Hanover Street Manchester, NH 03105		9,611	9,611
Newton-Wellesley-Weston Multi-Service Center, Inc. Multi-Housing Program 1301 Centre Street Newton Centre, MA 02159		36,660	36,660
Bridge of Educational Resources, Inc. Temporary Shelter and Crisis Intervention Services for Youth 12 South Main Street West Hartford, CT 06107		50,998	50,998

Region I (cont.)

Washington County Youth  
Service Bureau  
Montpelier, VT 05602

FY 75FY 76FY 77

\$43,320

\$43,320

Region II

Town of Huntington Youth Bureau  
Sanctuary Project  
423 Park Avenue  
Huntington, NY 11743

58,700

56,939

The Center for Youth Services,  
Inc.  
258 Alexander Street  
Rochester, NY 14607

49,964

58,047

GLIE Community Youth Programs,  
Inc.  
1882 Grand Concourse  
Bronx, NY 10457

67,099

65,086

Nassau County on Behalf of the  
Nassau County Youth Board  
Room 510, 1 Old Country Road  
Carle Place, NY 11514

70,699

68,570

Covenant House (Girls)  
265 West 44th Street  
New York, NY 10036

50,543

63,133

Family of Woodstock, Inc.  
16 Rock City Road  
Woodstock, NY 12498

40,000

70,324

Glassboro State College  
Together, Inc.  
7 State Street  
Glassboro, NY 08028

43,737

41,152

Municipality of San Juan  
Casa Juvenil Runaway Youth  
Program  
Department of Human Resources  
Edif. New York Department Store  
Fortaleza Street  
San Juan, Puerto Rico 00905

68,180

68,100

66,057

Diocese of Paterson  
Youth Department  
Youth Haven  
374 Grand Street  
Paterson, NJ 07505

72,750

72,750

70,554

<u>Region II (cont.)</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Project Equinox, Inc. 216 Lark Street Albany, NY 32210	\$73,180	\$74,980	\$72,731
The Educational Alliance, Inc. Project Contact 197 East Broadway, Rm 309 New York, NY 10002	69,943	69,943	67,845
Compass House, Inc. 371 Delaware Avenue Buffalo, NY 14202	38,150	40,500	39,285
Covenant House, Inc. (Boys) 260 West 44th Street New York, NY 10036	73,258	73,250	71,052

<u>Region III</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Valley Youth House Committee, Inc. 539 Eighth Avenue Bethlehem, PA 18018	\$65,403	\$65,403	\$65,403
Youth Resources Center, Inc. c/o First United Methodist Church Second Mile House Queens Chapel & Queensbury Roads Hyattsville, MD 20782	\$6,010	66,083	66,083
Special Approaches in Juvenile Assistance SAJA Runaway House 1743 18th Street, N.W. Washington, D.C. 20009	70,320	70,320	71,820
Fellowship of Lights 1300 N. Calvert Street Baltimore, MD 21202	65,580	66,990	71,990
Family Services of Montgomery County, Inc. The Link - Runaway Youth Program 1 West Deer Park Road, Suite 201 Gaithersburg, MD 20760	68,985	68,985	68,985
Voyage House, Inc. 1700 Market Street, Suite 1600 Philadelphia, PA 19103	69,702	71,129	72,629
Southern Area Youth Services, Inc. Runaway Youth Project for Youth and Families in Crisis 5404 Old Branch Avenue Camp Springs, MD 20031		60,000	60,000
Zocalo, Inc. The Washington Streetwork Project - Runaway Youth Program 701 Maryland Avenue, N.E. Washington, DC 20003		50,000	64,000
Juvenile Assistance, McLean, Ltd. Alternative House Box 537 McLean, VA 22101		40,000	49,000

<u>Region III (cont.)</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Help Line Center, Inc. P.O. Box 284 24 N. Wood Street Lansdale, PA 19445		\$52,010	\$56,010
Bureau of Children's Services Lackawanna County Runaway Youth Program 200 Adams Avenue Scranton, PA 18503		58,000	58,000
Daymark, Inc. Patchwork-Runaway Crisis Counseling & Shelter Program 1583 Lee Street, East Charleston, WV 25311		71,400	71,400
Southwestern Community Action Council Tri-State Center for Runaway Youth 1139 Fourth Avenue Huntington, WV 25701		43,740	47,663
<u>Region IV</u> The Relatives 1000 E. Boulevard Charlotte, NC 28203	68,000	68,000	68,000
American Red Cross Alabama Division 13th Place Runaway House P.O. Box 11003 Birmingham 35202	61,524	61,524	61,524
Human Resources Center of Volusia Co., Inc. Youth Alternatives Runaway Shelter 1220 Willis Avenue Daytona Beach, FL 32014	60,843	60,843	60,843
SC Department of Youth Services Charleston Regional Runaway Project P.O. Box 21487 Columbia, SC	67,558	67,558	67,558

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Youth Development, Inc. Du Rocher House 514 N. Magnolia Avenue Orlando, FL 32801	\$71,000	\$71,000	\$71,000
Metro-Atlanta Mediation Center The Bridge Family Center 848 Peachtree Street, N.E. Atlanta, GA 30308	69,000	69,000	69,000
Switchboard of Miami, Inc. Bay House Runaway Project 2323 NE 2nd Court Miami, FL 33137	73,731	74,000	74,000
Runaway House, Inc. 2117 Monroe Memphis, TN 38104	33,144	32,405	32,405
Tallahassee Family YMCA Someplace Else YMCA Youth Home 2001 Apalachee Parkway Tallahassee, FL	70,773	70,773	70,773
Community Crisis Corner, Inc. The Corner Drugstore 1128 Southwest First Avenue Gainesville, FL 32601		62,000	62,000
YMCA of Greater Louisville Center for Youth Alternatives YMCA Shelter House 1410 South First Street Louisville, KY 40208		75,000	75,000
E. S. Inc. Oasis House 1013 17th Avenue, South Nashville, TN		75,000	75,000
Archdiocese of Miami Catholic Charities/Service Bureau Miami Bridge 4949 NE 2nd Avenue Miami, FL 33137		65,375	65,375
American Red Cross - Alabama Division Social Services American Red Cross Network of of Runaway Homes P.O. Box 11003 Birmingham, AL 35202		107,952	107,952

Region IV (cont.)

"Crosswinds" Runaway Center, Inc.  
55 North Courtenay Parkway  
Merritt Island, FL 32752

FY 75FY 76  
\$65,000FY 77  
\$65,000Region V

Racine Runaway, Inc.  
1331 Center Street  
Racine, Wisconsin 53403

55,000

55,000

Free Medical Clinic of  
Greater Cleveland  
12201 Euclid Avenue  
Cleveland, Ohio 44106

75,000

75,000

Butler County Youth Service  
Bureau  
610 Dayton Street  
Hamilton, Ohio 45011

27,000

27,000

Connecting Point  
3301 Collingwood  
Tolado, Ohio 43610

70,000

70,000

Lorain County Youth Services,  
Inc.  
122 W. 22nd Street  
Lorain, Ohio 44052

50,000

50,000

The Bridge for Runaways, Inc.  
221 John Street, N.E.  
Grand Rapids, Michigan 46502

60,000

60,000

The Link Crisis Intervention  
Center  
2002 South State Street  
St. Joseph, Michigan 49085

60,000

60,000

Salvation Army  
920 N. 19th St.  
Terre Haute, Indiana 47808

65,000

65,000

Youth Crisis Center, Inc.  
Alternative House  
667 Van Buren  
Gary, Indiana 46402

70,000

70,000

City of South Bend  
Youth Service Bureau  
1011 E. Madison St.  
South Bend, Indiana 46617

50,000

50,000

<u>Region V (cont.)</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Ozone House, Inc. 621 E. William Ann Arbor, Michigan 48104	\$65,780	\$65,780	\$65,780
Switchboard, Inc. 316 W. Creighton Ft. Wayne, Indiana 46807	31,200	40,000	41,351
Daybreak, Inc. 819 Wayne Avenue Dayton, Ohio 45410	63,396	63,396	63,396
The Bridge for Runaway Youth, Inc. 2200 Emerson Avenue South Minneapolis, Minnesota 55405	65,000	65,000	65,000
City of Indianapolis Office of Youth Development Stopover 155 East Market Street Indianapolis, Indiana 46204	70,375	70,375	72,888
The Salvation Army Tom Seay Center New Life House 1025 West Sunnyside Chicago, Illinois 60640	69,000	69,000	69,000
Youth Network Council of Chicago, Inc. 721 North LaSalle Chicago, Illinois 60610	69,900	130,000	130,000
United Indians, Inc. 2525 Park Avenue South Minneapolis, Minnesota 55404	67,265	74,265	74,265
Walker's Point Project 724 West Pierca Street Milwaukee, Wisconsin 53204	70,307	70,307	70,307
Detroit Transit Alternative, Inc. 10612 E. Jefferson Avenue Detroit, Michigan 48214	66,808	66,808	66,808
The Counseling Center of Milwaukee, Inc. Pathfinders for Runaways 2390 North Lake Drive Milwaukee, Wisconsin 53211	60,247	60,247	60,247

<u>Region V (cont.)</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Briarpatch, Inc. 25 North Webster Street Madison, Wisconsin 53703	\$42,849	\$55,001	\$55,001
Huckleberry House, Inc. 1421 Hamlet St. Columbus, Ohio 43201	56,856	56,856	56,856
New Life for Girls, Inc. 109 East 9th Street Cincinnati, Ohio 45202	43,800	60,000	60,000
Metro-Help, Inc. 2210 North Halsted Chicago, Illinois 60614	152,080	120,100	220,100
<u>Region VI</u>			
El Paso Runaway Center, Inc. 1600 N. Mesa El Paso, Texas 79902		68,883	67,513
Central Texas Youth Services Bureau, Inc. 502 Sutton Drive Killeen, Texas 76541		70,193	68,823
The Bridge Emergency Shelter, Inc. 606 Wilson Blvd. San Antonio, Texas 78228		71,375	70,005
Youth Development, Inc. Amisted (Runaway Youth) 424 Isleta Blvd., S. W. Albuquerque, New Mexico 87105	68,383		67,013
A New Day, Inc. 1817 Sigma Chi NE Albuquerque, New Mexico 87106		67,260	65,890
Youth Service Center of North Central Oklahoma, Inc. 319 North Grand Enid, Oklahoma 73701		67,260	65,895
Youth Services, Inc. The Greenhouse 700 Frenchman Street New Orleans, Louisiana 70116	71,980	71,980	67,724

<u>Region VI (cont.)</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Youth Shelter of Galveston 621 Moody Avenue Galveston, Texas 77550	\$70,886	\$70,886	\$69,516
Martin Luther King, Jr., Community Center 2720 Sampson Houston, Texas 77004	71,208	71,208	69,838
YMCA of Dallas Metropolitan Area Center for Community Services 901 Ross Avenue Dallas, Texas 75202	70,150	70,150	68,780
Central Arkansas Human Service Council Central Arkansas Runaway Youth Program 716 W. Roosevelt Road Little Rock, Arkansas 72206	61,834	70,175	68,856
Middle Earth Unlimited, Inc. 1114 Manor Road Austin, Texas 78722	49,965	69,965	68,605
The Family Connection 2126 Welch Houston, Texas 77019	72,977	72,977	71,607
<u>Region VII</u> Youth Emergency Services, Inc. Whitman Center 4708 Davenport Omaha, Nebraska 68132		41,000	45,678
Youth Service System Lancaster Freeway Station 2201 South 11th Street Lincoln, Nebraska 68502		39,489	45,599
Iowa Runaway Service, Inc. 1202 Grand Avenue Des Moines, Iowa 50309		48,200	51,892
Youth in Need, Inc. 620 South Benton St. Charles, Missouri 63301		27,700	34,590

Region VII (cont.)

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
The Front Door Counseling and Youth Center 707 North Eighth Street Columbia, Missouri 65201		\$44,000	\$48,590
Foundation 2 1336 C. Avenue, N.E. Cedar Rapids, Iowa 52402		48,000	51,043
Northland Youth-Adult Projects Synergy House Box 12161 Parkville, Missouri 64151	42,852	44,105	48,246
Total Awareness, Inc. 21 Benton Street Council Bluffs, Iowa 51501	60,390	60,390	63,650
Youth Emergency Services 6816 Washington Avenue University City, Missouri 63130	64,908	64,905	66,712

Region VIII

Young Life Campaign Dale House Project 821 N. Cascade Avenue Colorado Springs, Colorado 80903		23,095	30,000
Big Brothers and Big Sisters of Southwestern Wyoming, Inc. P.O. Box 354 Evanston, Wyoming 82930		10,000	9,700
Community Organizations Operations Program, Inc. Salt Lake County Coordinated Runaway Program 1241 South State Street Salt Lake City, Utah 84111		45,000	47,849
Laramie Youth Crisis Center 812 University Laramie, Wyoming 82070		41,160	43,695
Order of the Holy Family Episcopal Diocese of Colorado 2015 Glenarm Pl. P.O. Box 2169 Denver, Colorado 80201	75,000	75,000	72,750

Region VIII (Cont.)

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Montana State Child and Youth Development Bureau Department of Social and Rehabilitation Service Montana State Plan for Runaway Youth P.O. Box 4210 Helena, MT 59601	\$45,000	\$45,000	\$43,408

SD Dept of Social Services Office of Children & Youth State Office Bldg., Illinois St. Pierre, SD 57501		34,200	39,921
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Region IX

Center for Youth Resources, Inc. 309 West Portland Street Phoenix, AZ 85003		29,060	28,188
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Open-Inn, Inc. 6144 East Diana Place Tucson, AZ 85712		63,000	64,800
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Helpline Youth Counseling, Inc. 12727 Studebaker Road Norwalk, CA 90650		70,500	68,385
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Berkeley Youth Alternatives 2141 Bonar Street Berkeley, CA 94702		74,870	62,424
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Department of Human Resources Division of Mental Hygiene and Mental Retardation Reno Mental Health Center 4600 Kietzke Lane, Suite 254 Reno, NV 89502		67,600	65,000
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Head Rest, Inc. P.O. Box 1231 Modesto, CA 95343		75,000	71,000
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Diogenes, Inc. Diogenes Youth Services, Sacramento P.O. Box 807 Davis, CA 95616	74,476	74,476	72,386
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St. Cross Church 1818 Monterey Boulevard Hermosa Beach, CA 90254		74,654	71,445
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Region IX (cont.)	FY 75	FY 76	FY 77
San Diego Youth Services, Inc. The Bridge 2220 Broadway San Diego, California 92102	\$74,985	\$75,000	\$73,500
Interface Community, Inc. 1738 "G" Newbury Road P.O. Box 947 Newbury, Park, California 94320	74,466	74,350	74,750
Youth Advocates, Inc. Grove Lane Crisis House 3000 Bridgeway Sausalito, California 94965	74,123	74,123	59,016
Diogenes Inc. Diogenes Youth Services, Davis P.O. Box 807 Davis, California 95616		74,625	72,241
North Orange County YMCA Teenage Resource Center Odyssey Program 204 Ameriga Avenue Fullton, California 92632	68,480	68,480	66,426
Focus, Inc. 916 Goldring Avenue Las Vegas, Nevada 89106	72,000	75,000	72,750
Tahoe Human Services, Inc. Tahoe Runaway and Youth Service Project (Trys Project) P.O. Box 848 South Lake Tahoe, California 95705	50,400	53,597	51,795
Sanctuary, Inc. of Guam P.O. Box 1664 Agana, Guam 96910	48,950	49,000	44,600
YMCA of San Diego and San Diego County Project Oz - North Coast 1115 - 8th Avenue San Diego, California 92101	60,500	65,000	63,050
Youth Advocates, Inc. Huckleberry House 3000 Bridgeway Sausalito, CA 94965	74,123	74,123	71,901

<u>Region X</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Looking Glass Family Crisis Intervention Center, Inc. 550 River Road Eugene, OR 97404	\$52,601	\$52,601	\$50,739
The Shelter Corporation 17 Crockett Street Seattle, WA 98109	73,145	73,145	74,025
Anchorage Council on Drug Aid, Inc. 640 Cordova Street Anchorage, AK 99501	39,055	39,055	37,924
Skagit Group Ranch Homes P.O. Box 217 Mt. Vernon, WA 98273		23,000	23,552
Ecumenical Ministries of Oregon 0245 S.W. Bancroft Portland, OR 97201		50,000	48,211
Whatcom Family YMCA 600 N. State Street Bellingham, WA 98225		49,554	46,797
The Shelter Corporation Volunteer Network for Youth 1111 Harvard - 311 Tower Seattle, WA 98122		30,916	28,752

Runaway Youth Program

Title III, P.L. 93-415, Juvenile Justice and Delinquency Prevention Act of 1974, as amended by P.L. 95-115, October 3, 1977.

1978		1979		Increase or
Estimate		Authorization		Decrease
Pos.	BA	Pos.	BA	
---	11,000,000	25,000,000	---	11,000,000

Purpose and method of operation - The purpose of the Runaway Youth Program is to provide grants to local governments and other nonprofit agencies under the provisions of Part A, Sec. 311 of the Runaway Youth Act for the development of local facilities to deal with the immediate needs of runaway and other homeless youth in a manner which is outside of the law enforcement structure and juvenile justice system and to provide technical assistance and training to the staff of these facilities.

The Congress found that: a) the problem of runaway and other homeless youth in the Nation was "significantly endangering the young people who are without resources and live on the street"; and, b) that the Federal government was responsible, because of the interstate nature of the problem for development of an effective system of temporary care outside the law enforcement structure.

Funds for the support of Runaway Youth projects are allocated to the 10 DHEW regions for award and administration. These funds are allocated on the basis of a formula constructed by DHEW to assure an equitable distribution to areas of greatest need. The formula uses three factors: a) the vulnerable youth population aged 10 to 17 from the most current census data; b) the fifty largest cities according to the 1970 Census; and, c) the number of arrests for running away as reported in the FBI Uniform Crime Reports.

Grants are awarded within these Regions on a competitive basis for a specific budget period not to exceed 12 months. Grantees may reapply for an receive continued support;


however, this financial assistance is limited to three budget periods.

1979 Budget Policy - to continue to acknowledge the Federal government's responsibility to runaway and other homeless youth and their families through the support of facilities for the short term care of runaway and homeless youth and through the National Runaway Switchboard. A major thrust of the program is to reunite runaway and other homeless youth with their families or placement in appropriate alternative living arrangements.

The FY 1979 budget request will allow for the continued funding of the Nationwide toll-free telephone service and 150 runaway projects located throughout the United States and territories, designed to meet the immediate and after-care needs of runaway and other homeless youth and their families. The services provided to the runaway and homeless youth by the projects include temporary shelter, counseling (through individual, group, and family sessions) and aftercare (placement, counseling and followup) services. Additionally, both directly and through linkages with other social service agencies, the projects provide a wide range of other services (e.g., medical, mental health, education, legal) geared to the needs of the individual clients serviced. The projects will be diversified as to geographic location, size and the range of services offered runaway youth. Most will be non-governmental in auspices.

In FY 1979, the program expects that approximately 42,500 runaway and homeless youth will be served in the Runaway facilities. Of these an estimated 80 percent or 33,500 will be reunited with their families or placed in other appropriate living arrangements such as foster care or group homes. It is expected over 40,000 runaway or homeless youth and youth in crisis and their families will be served by the National Runaway Switchboard.

In FY 1979, technical assistance and short-term training will continue to be made available for project staff in order to assist them in developing cost-effective management systems; to increase youth service resources; and acquiring the necessary expertise for development of support for and conducting of youth advocacy activities



such as those pertaining to the legal rights of youth, to education and employment. This will allow the service providers to become more effective in helping youth and families thereby meeting the goals of the Runaway Youth Act.

	<u>No. of Projects</u>	<u>Amount</u>
Runaway and homeless youth	150	\$10,240,000
National Runaway Switchboard	1	260,000
Technical Assistance	1	250,000
Short-term Training	1	250,000
		<u>\$11,000,000</u>

In FY 1979, data from a National evaluation of the Runaway Youth Program will be utilized in further strengthening the provision of services to runaway and other homeless youth and their families. Data collected through previous research efforts relative to the aftercare and special needs of runaway youth will be used in assisting projects to identify other service components necessary for comprehensively addressing the needs of clients.

The FY 1978 appropriation of \$11 million provided funding for 150 runaway youth projects, an increase from 129 funded in 1977, and the National Runaway Switchboard. Approximately 83,500 runaway youth, other homeless youth, their families and youth in crisis were served in FY 1978. Of these, 42,575 were served by runaway houses and 40,925 were served by the National Runaway Switchboard, a toll-free telephone service. Technical assistance was provided to agencies in the development and implementation of runaway houses and programs of services.

As a result of recent Congressional amendments to the Runaway Youth Act - the scope of the program has been expanded. In addition to serving runaway youth, a new category was added, that of homeless youth. Short term training for staff of runaway facilities was provided. The program assisted State and local agencies in planning for homeless and runaway youth. As a result, the local programs broadened their responsibilities in the service of the young.

## YOUTH DEVELOPMENT BUREAU

Division of Runaway Youth Programs  
1975

<u>No.</u>	<u>Title</u>	<u>Series</u>	<u>Grade</u>	<u>Name</u>	<u>Grade Range</u>
1.	Director	101	GS-14	Vacant	GS-13/14
2.	Program Specialist	101	GS-13	Manella, R.	GS-11/13
3.	Program Analyst	101	GS-11	Roure, G.	GS-9/12
4.	Program Analyst	185	GS-11	Vacant	GS-9/12
5.	Program Officer	101	GS-9	Kaminski, L.	GS-9/12
6.	Program Officer	101	GS-9	Jefferson, P.	GS-9/12
7.	Program Assistant	101	GS-7	Vacant	GS-5/9
8.	Program Assistant	185	GS-7	Vacant	GS-5/9
9.	Secretary	318	GS-7	Hancock, E.	GS-5/6
10.	Clerk-Typist	318	GS-5	Haselrig, P.	GS-3/4

1976

1.	Director	101	GS-13	Lewis, E.	GS-13/14
2.	Program Specialist	101	GS-13	Manella, R.	GS-11/13
3.	Program Analyst	101	GS-11	Vacant	GS-9/12
4.	Program Analyst	101	GS-11	Staley, W.	GS-9/12
5.	Program Officer	101	GS-9	Kaminski, L.	GS-9/12
6.	Program Officer	101	GS-9	Jefferson, P.	GS-9/12
7.	Program Assistant	101	GS-7	Campbell, E.	GS-5/9
8.	Program Assistant	101	GS-7	Sutton, F.	GS-5/9
9.	Secretary	318	GS-5	Haselrig, P.	GS-5/6
10.	Clerk-Typist	318	GS-3	Thomas, D.	GS-3/4

March 1977

1.	Director	101	GS-13	Lewis, E.
2.	Yth Dev. Prog Spec	101	GS-13	Manella, R.
3.	Yth Dev Prog Spec	101	GS-11	Vacant
4.	Yth Dev Prog Spec	101	GS-11	Jefferson, P.
5.	Yth Dev Prog Spec	101	GS-9	Vacant
4.	Yth Dev Prog Spec	101	GS-9	Kaminski, L.
5.	Yth Dev Prog Spec	101	GS-7	Sutton, F.
6.	Yth Dev Prog Spec	101	GS-7	Campbell, E.
7.	Secretary	318	GS-5	Haselrig, P.
8.	Clerk-Typist	322	GS-4	Thomas, D.

August 1977No. Title

1. Director
2. Edward Campbell
3. Patricia Jefferson
4. Clifton Johnson
5. Lauren Kaminski
6. Raymond Manella
7. Francine Sutton
8. Priscilla Haselrig
9. Clerk-Typist

Name

Vacant  
 Program Specialist  
 Yth. Dev. Prog. Spec.  
 Management Intern  
 Yth. Dev. Prog. Spec.  
 Yth. Dev. Prog. Spec.  
 Program Specialist  
 Secretary  
 Vacant

PRESENT

1. Yth Devel Prog Spec.
2. Social Wk Prog Spec.
3. Yth Devel Prog Spec.
4. Yth Devel Prog Spec.
5. Yth Devel Prog Spec.
6. Yth Devel Prog Spec.
7. Secretary
8. Clerk-Typist
9. Management Intern
- Director

GS-101-13  
 GS-185-11  
 GS-101-11  
 GS-101-9  
 GS-101-11  
 GS-101-9  
 GS-318-6  
 GS-322-4  
 GS-11  
 GS-14

Manella, Raymond L.  
 Vacant  
 Jefferson, Patricia T.  
 Kaminski, Lauren M.  
 Campbell, Edward A.  
 Sutton, Francine  
 Haselrig, Priscilla, L.  
 Vacant  
 Johnson, Clifton  
 Vacant

## RUNAWAY YOUTH CONTRACTS

1. National Statistical Survey on Runaway Youth; Opinion Research Corporation; \$383,110; June 1975-December 1976

As mandated by Part B of the Runaway Youth Act, the National Statistical Survey on Runaway Youth was designed to define the major characteristics of the runaway youth population (the age, sex, and socioeconomic background of runaway youth, the places from where and to which the youth run, and the relationship between running away and other illegal behavior) and to determine the areas of the Nation most affected. The conduct of the Survey resulted in the first valid National estimate of the incidence and magnitude of the runaway youth problem. The final report of the Survey consists of three parts: Part I presents the runaway incidence and prevalence data based upon a Nationwide telephone screening of over 60,000 households; Part II constitutes a descriptive analysis of the runaway phenomenon, drawing upon the information generated through interviews conducted with young people and their families (a National probability sample of youth who had run away from, and returned, home during 1975 and their parents and a National purposive sample of youth who were on the run at the time of the interviews); and, Part III presents a classification system of runaway youth (serious/nonserious and delinquent/nondelinquent runners) designed to assist in identifying the service needs of these youth.

2. A Survey to Determine the Incidence of Runaway Youth in the United States; UNCO, Inc.; \$50,116; June 1975-July 1977

The purposes of this study were to determine the incidence of runaway behavior; to gather descriptive data on runaway episodes; to determine the extent of underreporting of runaway behavior by parents; and, to document the methodological problems that are encountered in the conduct of a survey of this type. The Survey built upon a sample of households developed as part of a Nationwide study of child care consumers. The screening interviews were reused in order to generate the sampling frame of households with youth between the ages of 10 and 17 from which data on runaway behavior were compiled.

3. The Development of Statistical, Evaluation and Program Performance Reporting Requirements and Program Monitoring Tools for the Development of a Data Base on Projects for Runaway Youth; California Youth Authority; \$138,713; June 1975-March 1978

This contract resulted in the development of a set of uniform statistical (the Intake and Service Summary Form) and program performance (the Program Performance Standards Self-Assessment and Program Monitoring Instrument) reporting requirements for the projects funded under the Runaway Youth Act. Additionally, evaluation reporting requirements (the Aftercare and Project Record of Follow-Up Forms) were also developed; these forms, however, are not being implemented by the funded projects in recognition of both the level of Federal funding awarded to the projects and the extensive staff time that would be required to compile follow-up data from youth and their parents. Extensive input was obtained from the staff of eleven representative YDB-funded projects for runaway youth in the development of the reporting requirements. A computerized Management Information System relative to the statistical reporting requirements was also developed under a subcontract with Dualabs.

4. The Development of Models for the Provision of Aftercare Services to Runaway Youth and Their Families; National Youth Alternatives Project; \$95,848; September 1976-May 1978 (approximate)

The purpose of this contract is to identify models for the provision of aftercare services to runaway youth and their families. Major contractual efforts include the identification of the aftercare needs of runaway youth and their families served by the YDB-funded projects and the examination of the aftercare services being provided by these projects both directly and through linkages with other service agencies; the development of a conceptual statement of aftercare services, including a definition of these services, a discussion of the aftercare needs of runaway youth and their families, and a description of the scope of the aftercare services that should be provided by the YDB-funded projects; and, the development of models for the provision of aftercare services by runaway service providers both directly and through linkages with other community agencies. The end product of this contract will be the development of a publication describing both the aftercare service needs of runaway youth and their families and models for the provision of essential aftercare services.

5. The Development of a Typology and the Identification of the Service Needs of Runaway Youth Unable or Unwilling to Return to Their Families; Educational Systems Corporation; \$287,893; September 1976-April 1978

The purposes of this contract are to develop a typology of runaway youth who are unable or unwilling to return to their family settings based upon individual and family characteristics; to identify the unmet services needs of these youth and families on both a short and a long-term basis; and, to identify those program and service components which are currently being provided by runaway service providers, directly and/or through referrals to other community agencies, which are essential to meeting the short and long-term needs of these youth and families.

6. Analysis of Current Management Processes of Runaway Youth Projects and the Development of a Normative Model; Associate Consultants, Inc; \$124,628; September 1976-May 1977 (cancelled)

This contract was designed to conduct a comprehensive systems analysis of the current service and administrative components of projects for runaway youth; and, based upon this analysis, to develop a normative model to be employed in validating the assumptions upon which the Program Performance Standards established by YDB for its funded projects are based and in identifying the changes required in these Standards in order to align them more closely with current management practices in the field of runaway youth programming.

7. Development of Standards for and the Conduct of an Evaluation of the Effectiveness of Projects for Runaway Youth; Berkeley Planning Associates; \$363,602; September 1977-December 1978

To conduct an indepth evaluation of the extent to which 20 YDB-funded projects for runaway youth have defined and operationalized the four goals of the Runaway Youth Act and of the impact of the services provided by these projects on the clients served, as measured against the variables specified in the legislation, at the termination of temporary shelter and for a period of four months thereafter.

3. An Identification of the Special Needs of Runaway Youth Due Primarily to Age, Sex, Race, and Ethnicity; Boone, Young and Associates; \$124,950; September 1977-September 1978

To determine whether subpopulations of runaway youth -- classified by age, sex, racial, ethnic, socio-economic, and/or other demographic or socio-cultural characteristics -- have different and/or special service needs (other than temporary shelter and counseling) which serve to differentiate them from other categories of runaway youth in relation to such factors as the kinds of problems which caused them to run away from home and the specific types of services that are required to assist in the resolution of these problems; to document these special needs; and, to identify and describe existing programs of service and to propose alternative services designed to address the special needs that are identified.

1. The Development of a Computerized Management Information System on the YDB-Funded Projects for Runaway Youth; Dualabs, Inc.; \$9,880; September 1977-March 1978

To develop and implement the components of the Source Data Edit Subsystem in order to process the Intake and Service Summary Forms submitted on the clients provided ongoing services by the projects funded under the Runaway Youth Act.

## PROGRAM SPECIALIST (RUNAWAY YOUTH), GS-185-11

I. INTRODUCTION

This position is located in the Division of Runaway Youth Programs within the Office of Youth Development. The Program Specialist is directly responsible to the Director of the Division for the conduct of analysis and development of recommendations related to the Runaway Youth Act, Title III, P.L. 93-415.

II. MAJOR AND RESPONSIBILITIES

Serves as a Youth Development Program Specialist performing professional work in Youth Development requiring knowledges of theoretical and practical approaches to the causes, prevention, control and correction of runaway youth-type problems.

1. Makes analyses and recommendations regarding the development of regulations and guidelines pertaining to the Runaway Youth Act. Performs on-site reviews of the operation of programs administered by State, local and nonprofit agencies concerned with runaway youth.
2. Discusses with grantees all matters needing clarification as well as those matters to be referred to his supervisor for further negotiations. Explains all reporting requirements to the grantees and examines programs to see that they are meeting the minimum Federal requirements. Recommends course of action to be taken to correct the inadequacies noted. Incumbent's comments and recommendations are used as a basis for further discussion and negotiations with the grantees. Represents the Director at meetings and conferences and conduct workshops.
3. Develops briefing packets for the Director and Commissioner for meetings and special issues. This entails collection of data concerning all aspects of the runaway program and a report as to what has been happening in the program to date.

Performs other duties as assigned.

III. SUPERVISION RECEIVED

The incumbent works under the general supervision of the Director, Division of Runaway Youth Programs. Works out analyses and recommendations without assistance before submitting for review. Results are reviewed for adequacy of coverage, factual development and accuracy of presentation.

INTRODUCTION

The incumbent serves as a Program Assistant in the Division of Runaway Youth Programs within the Office of Youth Development. Employs knowledge in the field of youth development as applied to the needs of runaway youth. The Division of Runaway Youth Programs has as its mission the responsibility for implementing the provisions of the Runaway Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act, P.L. 93-415.

DUTIES AND RESPONSIBILITIES

Serves as a Youth Development Program Specialist performing professional work in Youth Development requiring knowledges of theoretical and practical approaches to the causes, preventions, control, and correction of youth problems of the runaway type.

Conducts supplementary studies of limited scope related to broad studies related to the runaway youth population. Collects data to be used for the issuance of the Annual Report. In addition, the Program Specialist will develop clerical procedures to be used in computations and compilations, and provides technical guidance and review to clerks working on a project.

Assists in the development of briefing packets for major meetings between the Division Director and external organizations.

Performs other duties as assigned.

SUPERVISION RECEIVED

Works under direct supervision of the Division Director. Assignments are given with specific instructions and work is checked to assure conformance with instructions and established procedures.

- I. INTRODUCTION: This position is located in the Division of Runaway Youth Programs, Office of Youth Development.
- II. DUTIES AND RESPONSIBILITIES: Serves as a Youth Development Program Specialist performing professional work in Youth Development requiring knowledges of theoretical and practical approaches to the causes, prevention, control and correction of youth problems of the runaway type. The work involves the review of programs serving a large population group with diverse social and economic problems requiring the combined resources of many different official and voluntary agencies with conflicting, overlapping, and inconsistent requirements and objective. Performs the following:
  1. Actively participates in the formulation of Division policy, regulatory guidelines, standards and related materials. Works closely with Director in setting Divisional goals, objectives and priorities and in the development of short and long range plans.
  2. As a recognized agency expert in his field deals with top professional staff at Federal, state local and private agency levels; represents Division at national, state, regional and local conference, institutes and workshops. Determines need for coordination of efforts and provides leadership in formulating methods for getting results thru cooperative efforts. Acts as workshop leader, speaks and participates in the development of Division training and staff development activities. Incumbent, at the request of the Director, prepares special reports, publications of a technical nature and handles congressional, executive and judicial branch letters and inquiries.
  3. Works closely with Federal, Regional HEW officials and agencies, community and states eliciting their support to resolve conflicts and controversial disputes in the application of Federal Guidelines.
  4. Reviews legislative, policy, regulatory and other materials at the request of the Director and develops analyses. Responsible for evaluation and monitoring duties with regard to runaway grant projects as requested. Visits runaway projects and prepares reports for submission to Director. Develops new methods and techniques for solving problems and recommends new approaches to agencies for solution of anticipated problems to effect desired changes in program administration and operation.
- III. SUPERVISION RECEIVED: Incumbent works independently and under general supervision of the Division Director Runaway Youth Programs. Review of work consists primarily for effectiveness and soundness of proposed guidelines material and recommendations.

### I. Introduction

This position is located in the Division of Runaway Youth Programs within the Office of Youth Development. The Program Specialist is directly responsible to the Director of the Division for the conduct of analysis and development of recommendations related to the Runaway Youth Act, Title III, P.L. 93-415.

### II. Duties and Responsibilities

Serves as a Youth Development Program Specialist performing professional work in Youth Development requiring knowledges of theoretical and practical approaches to the causes, prevention, control and correction of runaway youth-type problems. Generally, the incumbent will conduct segments of project studies and assists in project reviews.

1. Collects and analyzes relevant data from runaway programs to be used in preparing analytical and interpretive reports and guides. For example, collects and analyzes project program plans, evaluation reports, statistical reports from the runaway projects. Develops and analyzes special statistical tabulations and prepares preliminary reports to meet legislative mandates and requests.
2. Participates as a team member for program evaluations. Develops recommendations and prepares the initial draft of a section of the report of findings.
3. Reviews portions of proposed changes in runaway program reports, operating procedures and other material, and develops recommendations for courses of action to be taken.

Performs other duties as assigned.

### III. Supervision Received

Incumbent works under the general supervision of the Division Director. Assignments are given in accordance with plans, schedules, and determined by the supervisor. The supervisor defines the method of approach to be taken and techniques to be used, and discusses them with the program specialist. The supervisor checks on work progress and reviews the final product for technical and factual accuracy.

Supervisory Youth Development Program Specialist, GS-101-13

#### INTRODUCTION

The Division of Runaway Youth Programs has the responsibility for developing National policies, procedures, regulations, guidelines and overall administration of the Runaway Youth Act, Title III of Public Law 93-415, the Juvenile Justice and Delinquency Prevention Act. The Runaway Youth Program as set forth in this Act is the only program for runaway youth within the Federal Government.

This Act provides for the establishment of Nationwide runaway facilities which are designed to provide temporary shelter care and counseling services required by runaway youth to assist them in addressing the problems which precipitated their running away. The Division has as its primary mission the concern for the needs and the problems of young people who leave or remain away from home without permission and who are without immediate parental supervision.

#### DUTIES AND RESPONSIBILITIES

The incumbent as Division Director supervises a staff of both professional and clerical personnel who have total responsibility for the various activities of the Runaway Youth Program. He directs long-range planning, short-range operational planning and the development of program goals and objectives for the Division. Prepares Congressional testimony and participates, along with the Commissioner, in its presentation to appropriate Congressional Committees.

Provides authoritative advice on program content to officials of State and local agencies and encourages them to set up new or experimental programs in the runaway area where related precedents or guidelines are nonexistent. Has the responsibility for overseeing the development of such programs when instituted by State or local officials. Coordinates the Nation-wide grants program for shelter care and services to runaways. This includes both the development of program direction and guidelines for use by local public and private agencies. Directs these organizational segments by establishing program and operational policy, priorities, standards and procedures for implementing the Runaway Youth Act. Has the responsibility, along with the Regional Office, for monitoring the evaluation and reporting systems of the grantee.

The incumbent must be aware and currently kept knowledgeable on trends developing in the incidences surrounding the activities of youth who run away. Must be able to adjust Division activities to concentrate on the most pressing issues regarding runaways.

Monitors the contract for carrying out a comprehensive statistical survey defining the major characteristics of the runaway youth population and determining the areas of the Nation most affected. This statistical survey was specifically mandated in Part B of the Runaway Youth Act and results of said report must be submitted to Congress.

The incumbent carries out personnel management responsibilities for the Division. Identifies training needs, recommends personnel for training in view of the various activities of the Office, initiates and/or reviews recommendations and supporting documents for promotions, recruitments, performance ratings, quality increases, disciplinary actions, etc. Develops ways and means for handling workload within employment ceilings to insure maximum results.

Page 2

2. Incumbent is responsible for furthering equal opportunity employment by demonstrated evidence of fairness in making selections, encouragement and recognition of employee achievements, and sensitivity to the developmental needs of all employees.

Performs related duties as directed by the Commissioner.

SUPERVISION RECEIVED

Works under the general supervision of the Commissioner. Incumbent is independently responsible for planning and coordinating the efforts of key officials of Federal, State or national organizations. Supervisory control normally does not extend beyond approval of priorities, schedule, staff requirements, etc.

SECRETARY (      Typing      ), GS-318

## I. INTRODUCTION

Serves as secretarial assistant with responsibility for secretarial and clerical duties in connection with the management of the immediate office. The incumbent is expected to apply, in addition to a knowledge of office routine and procedure, a good knowledge of the organization, sufficient knowledge of the programs to direct inquiries on the various aspects of the work to the proper person, and good knowledge of established procedures governing the work.

## II. DUTIES AND RESPONSIBILITIES

1. Receives telephone and personal callers and incoming mail, taking care of routine matters personally and, on the basis of general knowledge of the program or operation under the supervisor's direction, routes more technical matters to the proper section or person for consideration. Among the inquiries which the incumbent answers personally are such requests as those for instructions concerning the correct procedure in filing applications or securing consideration of special cases when these matters over which the supervisor's organization has control and when these matters do not involve controversial questions.
2. Reviews outgoing correspondence which is being submitted to the supervisor for signature or clearance for format, typographical accuracy, conformance with procedural instructions, to determine that all necessary background material is attached to the file, etc.
3. Maintains the supervisor's calendar, reminds him of appointments, and make appointments at his instruction.
4. Establishes and maintains subject-matter files in connection with the work under the supervisor's control. Exercises initiative in establishing or revising files to meet current needs and demands for the material.
5. Makes travel arrangements for the supervisor and his subordinates and maintains records of their itineraries while they are in travel status.
6. Obtains documents, files, and background information for the supervisor on the basis of general instructions as to the nature of the subject matter.
7. Types a variety of material from rough draft which requires the incumbent to judge spacing and arrangement, correct grammar and punctuation, and proofread for omission of words, correctness of grammar, spelling, and syllabification, by reference to technical source material.

Page 2

III. SUPERVISION AND GUIDANCE RECEIVED

Works under the general supervision of \_\_\_\_\_  
Performs independently in those areas in which procedure has been established.  
Supervisor will be available for direction on new assignments and to review  
work for adequacy and adherence to direction.

IV. OTHER

This position requires a qualified typist.

# I. Nature and Purpose of Work:

The incumbent of this position will provide extremely skillful typing assistance and skillful clerical assistance.

## Typically:

Carries out typing assignments characterized by a demand for extreme skill in arrangement and presentation of narrative and statistical material. For example,

- (a) types statistical or tabular material when all of the following conditions are present: (a) spacing arrangements are complicated, such as those involved when material requires numerous columns with internal subdivisions or other arrangements requiring varied marginal indentations and subordinate groupings, (b) the material is typed directly in final form without a prior typed rough draft, (c) the material must be typed in final form without error or correction of any kind, and (d) a substantial proportion of the work involves selecting material to be typed from a number of reports or other immediately available sources and arranging such material in accordance with instructions indicating the general nature of the material and purpose of the presentation.
- (b) types a variety of documents involving use of specialized terminology which requires an acquired familiarity with the functions of the organization to assure correctness of spelling, unusual combinations of typical words, meaning of specialized abbreviations which must be written out in the final text, etc. Sub-headings, special symbols, precise tabulations, and typing of similar difficulty pose problems of manner or presentations and spacing.

Performs clerical support duties of a substantive nature, often complex and widely varying in procedures. For example:

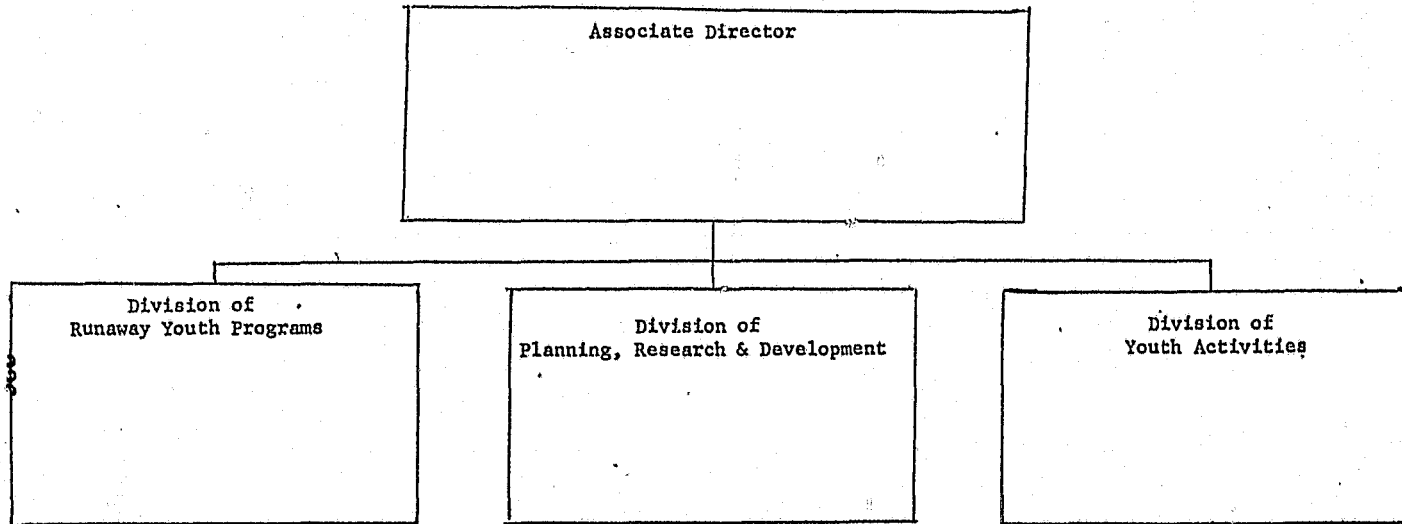
- (a) exercise initiative and judgment in the performance of mail and file duties in support of the office to which assigned. Has a knowledge of the organizational structure, work assignments, flow of work, and relationships of operational units.
- (b) maintains office records and establishes new records and procedures as needed.
- (c) receives incoming calls and visitors. Exercises good judgment in the response to and referral of inquiries by explaining office functions, resolving confusion surrounding inquiries, evaluating priorities and using a good knowledge of personnel and organizational locations and functions.

- (d) procures supplies, equipment, printing, maintenance services, etc.
  - (e) makes travel arrangements and maintains necessary travel records..
- Performs other related duties as required.

## II. Supervision and Guidance Received

Work is assigned by the staff member responsible for the finished product. Detailed instructions are given only on new and complex assignments. Incumbent proceeds independently on day-to-day tasks. Completed work is reviewed for accuracy and adherence to instructions. Guidelines include style manuals, standard operating procedures, dictionaries and other standard references.

ORGANIZATION CHART  
YOUTH DEVELOPMENT BUREAU



MAJORITY MEMBERS:  
 THE ANDARTS, M.C., CHAIRMAN  
 ARNOLD F. BARNETT, CALIF.  
 WILLIAM D. FOWLE, N.H.  
 BALTARAS EDWARDS, P.R.  
 EARL B. PETERSON, N.Y., DE OFFICE  
 225-1006

MINORITY MEMBERS:  
 WILLIAM F. BOONHART, TEXAS  
 ALBERT H. BUE, MISS., DE OFFICE

CONGRESS OF THE UNITED STATES  
 HOUSE OF REPRESENTATIVES  
 COMMITTEE ON EDUCATION AND LABOR  
 SUBCOMMITTEE ON ECONOMIC OPPORTUNITY  
 ROOM 210, CANNON HOUSE OFFICE BUILDING  
 WASHINGTON, D.C. 20515

March 23, 1978

Dr. Lawrence Dye  
 Director  
 Youth Development Bureau  
 Room 3260, HEW, North  
 330 Independence Avenue, S.W.  
 Washington, D.C. 20201

Dear Dr. Dye:

As you recall, at the Subcommittee's oversight hearings on the Runaway Youth Act, held on March 7, 1978, there were a number of questions asked by the Subcommittee to which you were not able to respond immediately but to which you promised written answers. We have not yet received those answers and I would like to restate them for you at this time.

1. How much of the FY 1978 appropriations has been expended to date?
2. What is the breakdown of Federal and non-Federal funding sources for each Runaway Youth project?
3. How much are grantees complying with their promises to match Federal dollars?
4. The Annual Report of FY 1977 reports that 73.6 percent of the projects funded in FY 1977 had past experience in providing services to youth. Why were about 26 percent of the awards made to agencies with no prior experience providing services to youth?
5. The FY 1976 Annual Report says (page 11) that "positive environments and stable living conditions were formed for 9 out of 10 youth served." Page 27 of the FY 1977 Annual Report says "positive living arrangements therefore were secured for two out of every three of the youth served by the HEW funded projects." This represents a drop from 90 percent positive placement in 1976 to only 67 percent in 1977. What is the reason for this dramatic change in this one year period of time?

March 23, 1978

6. Regarding dispositions, what are examples of dispositions which might be included under the category "Other Types of Arrangement"?
7. What are the percentages of runaway youth who experience sexual or physical abuse in their homes according to the National Statistical Survey on Runaway Youth funded by the Runaway Youth Program?
8. What percentage of youth served by Runaway Youth Program projects experience physical or sexual abuse in the home?
9. If Associate Consultants, Inc. were not performing their work satisfactorily, how was the figure of \$98,000, which they were ultimately paid, arrived at? What amount of work was completed within what frame of time? How is the work that was paid for presently being used?
10. What were the details of the procedures followed by the Grants Management Office of HEW in arriving at the \$98,000 figure paid to Associate Consultants, Inc. for "nonuseable" work?

I believe you responded at the hearings that your agency could respond within two weeks. The Subcommittee requests your answers by April 7, 1978, at the latest, for inclusion in the published record.

Sincerely,

Ike Andrews  
Chairman

IA:grp



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20201

APR 11 1978

Honorable Ike Andrews  
Chairman, Subcommittee on  
Economic Opportunity  
Room 320, Cannon House  
Office Building  
Washington, D.C. 20515

Dear Mr. Andrews:

As per your request of March 23, the following information has been prepared in response to the unanswered questions raised by the Subcommittee during the oversight hearings on March 7.

Question: How much of the FY 1978 appropriations has been expended to date?

Answer: As of this date, none of the FY 1978 appropriations have been expended. We anticipate that \$10,240,000 will be awarded by June to runaway youth projects. The balance will be expended by September for technical assistance, training, and a National hotline.

Question: What is the breakdown of Federal and non-Federal funding sources for each Runaway Youth Project?

Answer: All projects funded under the Runaway Youth Act are required to provide a 10% non-Federal match for receipt of Federal funds. While all projects funded under the Act have, in the past, met the 10% requirement, some have substantially exceeded it by obtaining other sources of funds. Although runaway youth projects are not required to report all other sources of funds for non-runaway related services, the following are two examples of the breakdown of Federal and non-Federal funding sources:

Project A

<u>Funding Source</u>	<u>Amount</u>
HEW	\$130,000 (more than one runaway component)
DOJJD	26,000
CETA	150,000
Private Foundation	100,000

Project B

<u>Funding Source</u>	<u>Amount</u>
HEW	\$ 38,150
County Youth Board	15,000
City Division for Youth	3,032
Religious Charities	13,500
County Department of Social Services	4,000
NIAAA	8,640

Question: How much are grantees complying with their promises to match Federal dollars?

Answer: All projects funded under the Runaway Youth Act are in compliance with the 10% match requirement.

Question: The Annual Report of FY 1977 reports that 73.6% of the projects funded in FY 1977 had past experience in providing services to youth. Why were 26% of the awards made to agencies with no prior experience providing services to youth?

Answer: Past experience is only one of a number of criteria for the award of grants under the Runaway Youth Act. Those projects who were funded without having past experience working with runaway youth were rated highly in areas such as proposed staff, organization, completeness and adequacy of the proposal.

Question: The FY 1976 Annual Report says (page 11) that "positive environments and stable living conditions were formed for 9 out of 10 youth served." Page 27 of the FY 1977 Annual Report says "positive living arrangements therefore were secured for two out of every three of the youth served by the HEW-funded projects." This represents a drop from 90 percent positive placements in 1976 to only 67 percent in 1977. What is the reason for this dramatic change in this one year period of time?

**Answer:** It is impossible to determine whether there was, in fact, a change in the percent of youth for whom positive living arrangements were secured between FY 1976 and FY 1977. The type of reporting system used to collect client information from the runaway youth projects changed between 1976 and 1977. The information reported in the FY 1976 Annual Report was based on individual client forms while the data for FY 1977 was based on aggregate information. A large portion of this "change" is probably due to the significant increase in the percent of youth described in the FY 1977 Report as going to "other" types of living arrangements as well as those included under the category "don't know" -- 18 percent in FY 1977 as opposed to 8.6 percent in FY 1976. The FY 1977 data are reflective of the problems that are encountered when data are compiled on an aggregated, rather than on an individual client basis. For this reason, the Department has returned to an individualized client reporting system.

**Question:** Regarding dispositions, what are examples of dispositions which might be included under the category "Other Type of Arrangement?"

**Answer:** Under "Other Type of Arrangement" are the following examples:

- Placed in Boarding School
- Placed in Mental Hospital
- Placed in Correctional Institution
- Placed in Other Institution or School
- Placed in Another Runaway or Crisis House
- Placed in Jail or Station House
- Placed in Juvenile Court Detention Center
- Placed in Therapeutic Drug Community Facility

**Question:** What are the percentages of runaway youth who experience sexual or physical abuse in their homes according to the National Statistical Survey on Runaway Youth funded by the Runaway Youth Program?

**Answer:** Among the youth interviewed in the National Statistical Survey on Runaway Youth, 22% of the youth who were considered "non-returners" (those youth who were still on the run at the time of the interview) reported that physical abuse from adults was one of the reasons they ran away.

Among the youth termed "returned runaways," 5% reported physical abuse from adults as one of the reasons for running away. One percent of the youth interviewed in the Survey reported that sexual abuse was a reason for leaving home. It should be noted that youth are often reluctant to report information to others on personal experiences such as sexual abuse in their homes.

**Question:** What percentage of youth served by the Runaway Youth Program projects experience physical or sexual abuse in the home?

**Answer:** The aggregate data submitted by the HEW-funded runaway youth projects on the youth served during FY 1977 does not reflect information on the number of youth who experienced physical or sexual abuse in their homes. However, the data being collected in FY 1978 on the youth served by the HEW-funded runaway youth projects will include information on the number of youth who sought services because of physical and sexual abuse. Under the questions "Reasons for Seeking Services" youth-reported data are being generated on cases of physical and sexual abuse already experienced by these youth and on situations where youth have experienced a threat of physical or sexual abuse. At this time, these data indicate that physical and/or sexual abuse or fear of physical and/or sexual abuse have been cited by some of the youth as one of the reasons for seeking services at the runaway youth projects.

**Question:** If Associate Consultants, Inc., were not performing their work satisfactorily, how was the figure of \$98,000, which they were ultimately

paid, arrived at? What amount of work has been completed within that frame of time? How is the work that was paid for presently being used?

**Question:** What were the details of the procedures followed by the Grants Management Office of HEW in arriving at the \$98,000 figure paid to Associate Consultants, Inc., for "nonuseable" work?

**Answer:** The contract awarded by the Office of Youth Development to Associate Consultants, Inc. (HEW 105-76-2106) was awarded to develop a normative model of current practices and procedures employed by projects for runaway youth (including the definitions employed by these projects to define their service and administrative components) and to develop the knowledge base required to validate the assumptions upon which the Program Performance Standards developed by Youth Development Bureau (YDB) for its funded projects were based.

The request to terminate the contract at the convenience of the Federal Government was based upon the following considerations:

1. The Task II Report submitted by the contractor in November 1976 presented three types of models (building upon the models presented in their application) to be tested through the conduct of runaway youth projects. YDB questioned the validity of the three models proposed by the contractor and after considerable discussion, the approach proposed by the contractor was modified to accommodate the development of one normative model as called for in the RFP.
2. The Task III Report (containing the draft survey instrument to be employed during site visits to YDB-funded projects for runaway youth as well as projects supported by other resources designed to generate the data required to develop the normative model) was originally submitted to YDB on December 29,

1976. As submitted, the instrument was designed to validate the three models proposed by the contractor. A series of meetings were held with the contractor to discuss the instrument and YDB's concerns. On April 7, 1977, YDB gave conditional approval to the instrument contingent upon a number of revisions in the wording of the questions and in their sequencing being made by the contractor. Following another series of meetings, the "final" instrument was developed; this instrument was largely the product of YDB staff. Additionally, the contractor submitted a draft supporting statement to accompany the submission of the instrument to OMB. The quality of the justification provided, however, was such that YDB assumed responsibility for the supporting statement.

3. At a meeting with the contractor on June 8, OYD was informed that additional funds would be required to complete the contract, given both the delays which had been encountered and the fact that OMB clearance of the instrument could not be expected until August at the earliest.

OYD had serious concerns about the amount of time that would be required to obtain clearance of the instrument from OMB; about the contractor's ability to analyze the data compiled in the 30 project sites and to develop a normative model of runaway youth projects, and about the utility of this effort to the Government given the extension of time and the cost overruns that would be required to complete the work. Therefore, OYD recommended that the contract be terminated as soon as possible at the convenience of the Federal Government in a memorandum dated June 13, 1977 to Mendel Hill, Chief of the Contracts Office.

4. In a memorandum dated June 24, 1977, the Acting Commissioner, OYD confirmed that the contract be terminated at the convenience of

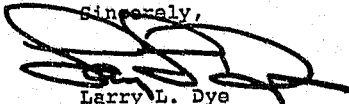
the Government after a second meeting with the contractor on June 20, 1977 at which time the Chief of the Contracts Branch was in attendance.

The Youth Development Bureau is planning to review and revise, as necessary, the instrument and to use staff in both the Central and Regional Offices to compile the data required to develop the normative model from its funded projects.

On the date of the request to terminate at the convenience of the Government, all deliverables due at that time had been submitted to OYD by the contractor; there were no deliverables which were outstanding. The \$98,000 paid to the contractor represented the total costs incurred by the contractor prior to the termination of the contract.

I hope you find this information satisfactory. Please contact me if I can be of any further assistance.

Sincerely,



Larry L. Dye  
Director  
Youth Development Bureau



UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D. C. 20531

APR 25 1978

•The Honorable Ike Andrews  
Chairman  
Subcommittee on Economic Opportunity  
Committee on Education and Labor  
House of Representatives  
Washington, D.C. 20515

Dear Mr. Chairman:

This is in response to your request for information regarding Office of Juvenile Justice and Delinquency Prevention policies and activities relating to runaway and homeless youth. I am pleased to report to you in this matter.

Enactment of the Juvenile Justice and Delinquency Prevention Act of 1974 marked a recognition of the fact that status offenders, including runaways, are inappropriate clients for formal police, court, and correctional processing. The Office of Juvenile Justice and Delinquency Prevention was established within the Law Enforcement Assistance Administration to design and develop systems to help all children and youth (urban, suburban and rural) achieve their positive potential and to prevent or reduce the likelihood of their involvement with the juvenile justice system.

A primary purpose of the Juvenile Justice Act is the removal of status offenders and such non-offenders as abused, dependent and neglected children from detention and correctional facilities. Youths whose behavior is non-criminal, although troublesome and problematic, have inordinately preoccupied the attention of the juvenile justice system. Your House Report 95-313 on the Juvenile Justice Amendments of 1977 reiterated this concern:

The committee is aware of the frequent placement of status offenders and dependent or neglected children in institutions or other inappropriate facilities. Such settings are sometimes hundreds of miles from the child's family and friends, and, in some instances, even in other States. This effectively precludes the child from maintaining communication or any close or frequent relationship with those who comprise his or her sphere of human relationships. The committee believes this often exacerbates the child's problems and must be strictly prohibited unless clearly required by the needs of the child or the community.

The Office is working to help provide adequate, humane, cost-effective assistance to these Congressionally targeted consumers. We are refocusing our efforts to respond to important definitional changes impacting the scope of funding which was, as you know, expanded in 1977 to include all youth who would benefit from delinquency prevention services. This precludes the need to identify a youth as "in danger of becoming delinquent" or "at risk" in order to establish eligibility for program services.

As intended, our programming will focus on prevention and helping to assure that family, church and community concerns are given priority. We are aiming to avoid the negative labels and stigmas inherent in so-called "deficit" programming, such as in the areas of sexual exploitation or child abuse and neglect. As you know, some disagree. A Department of Health, Education, and Welfare proposal to reprogram \$30 million of OJJDP prevention dollars for a deficit program, i.e., teenage pregnancy, is a classic example which would have proved disastrous to OJJDP's activities. We are, however, not solely a service program, interested only in the development of a service package. We have a statutory mandate to curb the inappropriate placement of non-offenders and offenders. Thus, through all of our Office activities OJJDP is attempting to discourage inappropriate intervention into the lives of youth and their families, while helping to assure appropriate, out of home alternatives when necessary.

By coupling this approach with a broad range of community-based social and human services we hope to help provide "justice" for youth. Similarly, we will be helping to protect our citizens from the vicious cycle of crime inherent in present juvenile justice systems and its burdensome tax levies. At the first opportunity, we will share with you information concerning progress under the so-called "Miller Amendment" in meeting the goal of insuring that status offenders and non-offenders, if placed out of their homes, are placed in the least restrictive appropriate alternative, which is in reasonable proximity to the family and home community of the juvenile, and which provides services appropriate to the needs of the juvenile.

Additionally, we will periodically keep you informed regarding the progress in implementing certain activities given emphasis in the 1977 Amendments. These include programs and services designed to encourage a diversity of alternatives within and outside the juvenile justice system, 24-hour intake screening, volunteer and crisis home programs, day treatment and home probation, youth advocacy programs aimed at improving services for and protecting the rights of youth and their families, and establishment and adoption of standards for the improvement of juvenile justice.

As you know, assistance for runaway and homeless youth is not new. The 1974 Act (Titles II and III), however, was designed to increase such critical assistance, especially through small, non-traditional programs with an emphasis on citizen and, particularly, youth participation.

The extent of our commitment to such activities is demonstrated by several lengthy computer print-outs provided the staff of the Subcommittee earlier this year. The print-outs detail LEAA and OJJDP awards to support deinstitutionalization of status offenders and provision of shelter care for homeless youth. For deinstitutionalization, 928 projects involving nearly \$75 million were indicated. The print-outs for shelter care specified over 2,000 individual projects accounting for approximately \$125 million.

Besides providing direct financial assistance to advance such efforts, OJJDP is supporting a number of research and data collection activities which relate to

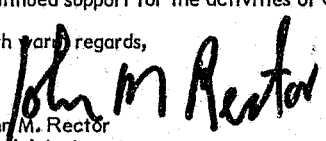
runaway youth and other status offenders. Our research and experience will continue to indicate new and promising approaches tailored to meet the needs of homeless youth.

To help assure that these goals are reflected as a matter of Federal Government policy, the 1977 Amendments require the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention and our Office to review the programs and practices of Federal agencies and report on the degree to which Federal agency funds are used for purposes which are inconsistent with the objectives of the Act. The Office and the Council, which is chaired by the Attorney General and vice-chaired by myself, intend to work diligently to assure that the Federal Government responds consistently to the 1974 Act, as amended. It is vitally important, not solely for consistency's sake, but to provide necessary resources.

Similarly, a fiscal year 1979 priority of the Office will be to fully implement the new section 341(b) of the Act which requires close coordination between the Office and programs within the Department of Health, Education and Welfare, particularly those designed exclusively to assist status offenders such as the runaway youth program. Coordination in the development and implementation of such programs with the formula grant program is essential.

I trust that this information is useful to the Subcommittee's deliberations. Your continued support for the activities of OJJDP is appreciated.

With warm regards,



John M. Rector  
Administrator  
Office of Juvenile Justice  
and Delinquency Prevention

Statement of  
 Peter B. Edelman, Director  
 New York State Division for Youth  
 Regarding  
 Runaway Youth Program  
 March 7, 1978

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I appreciate the chance to submit these views regarding the Federal Runaway Youth Program.

I am aware that the 1977 amendments to the Juvenile Justice and Delinquency Prevention Act require an assessment of the future administrative location of the Runaway Youth Program. My views on this matter are rather subjective because Larry Dye, the Associate Director Designate of the Youth Development Bureau, who would be responsible for the Runaway Youth Program if it is kept in HEW, is a former close associate of mine. I have full confidence in his ability to administer the program in a positive and constructive manner. The fact that Secretary Califano and his associates have brought Larry Dye into the Administration is to me an indication of an interest in taking a new and more committed stance regarding youth service issues. I would therefore recommend that the program remain in HEW.


Even with the increased authorization in 1977, the Runaway Youth Program is still underfunded. It is clear by now that the basic model which is funded by the program is one that works. It is equally clear that there are literally thousands of runaway and homeless youth at any one time around the country who still have no place to go. We in New York State are developing, and Governor Carey is proposing to the Legislature this year, an initiative under which runaway programs designed along lines analogous to the federal model will receive fifty percent State reimbursement. This will be helpful in New York State, but I do not see any torrent of similar initiatives developing around the country.

More broadly, I continue to believe that the federal government ought to offer more extensive support for youth services efforts generally. We in New York State have perhaps the most sophisticated network of youth development and delinquency prevention services in the country, with county-wide youth boards in nearly all of our counties and municipal youth bureaus in all of our larger municipalities as well. It is essential, however, that federal support for broader categories of youth service not be accomplished at the expense of the existing support for runaway programs or any other federally funded youth program. Any new federally supported youth services initiative would be a sham if it were created by undermining existing programs. On the other hand, a relatively modest investment could help to support excellent program initiatives in a variety of areas. Building on the experience of the Runaway Youth Program, I believe HEW would be the appropriate agency to administer a broad initiative in the areas of youth services, and that is a further reason for my view that the runaway program should remain in HEW.

It is clear to us in New York State that there is a separate and identifiable category of social services that is described by the term "youth services." These are essentially a pot pourri of services that supplement the reach of the mainstream schools, health, mental health, family service, probation and police agencies. They most pointedly benefit youth who have been failed by or have not been reached by the mainstream agencies. The services include crisis intervention and other counseling, job placement, alternative education, health-related activities (especially in relation to issues of sexuality: pregnancy, family planning and venereal disease), alcoholism and drug programs and temporary residential settings. Virtually all of these activities have a mainstream agency counterpart. Nonetheless, all, by virtue of their focus on adolescents, have special success with that target population.

The ultimate model is comprehensive services to youth, whether under one roof or a network of roofs. One model deserving of close attention and, in my judgment, widespread replication is The Door, a comprehensive youth service program serving 12 to 21 year olds in New York City. I strongly urge members of Congress and staff to visit The Door. One look will tell more than a thousand pages of testimony.

I appreciate the opportunity to offer these comments.





**CHAIRMAN**  
Samuel M. Convisser  
RCA Corporation  
New York

**PRESIDENT**  
Robert J. Gemignani  
NOSR  
Washington, D.C.

**EXECUTIVE VICE PRESIDENT**  
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THE NEW YORK TIMES  
New York

March 29, 1978

Mr. William F. Causey  
Counsel  
Subcommittee on Economic Opportunity  
U.S. House of Representatives  
Room 320  
Cannon House Office Building  
Washington, D.C. 20515

Dear Mr. Causey:

Thank you for requesting my comments on the Runaway Youth Act. I have enclosed a statement for the Congressional Record. I trust the Subcommittee's recent oversight hearings on the Act were productive.

Please let me know if I can be of further assistance.

Cordially,

*R. J. Gemignani*  
Robert J. Gemignani  
President

Enclosure

RJG/cj

The ultimate solution to the problem of children running away from home lies in the improvement of family life and insuring that our other basic youth development institutions (school, work, church, recreation) function for the good of all youth. Improvement of basic youth development institutions is a monumental task which deserves serious attention. Meanwhile, a special categorical program for runaway youth must be continued to care for the many children who "fall between the cracks" of our social institutions. Large numbers of these young people find their existence on the streets and the traditional child welfare system is ambivalent and ineffective in reaching out to this population of youth with its services. Services have come instead by way of alternative type programs; such as free clinics, runaway houses, local self help groups and street-front operations of all types. Street children have always been a societal problem. However, in addition to their steadily increasing numbers, some things have occurred in recent years to create an alarming situation. Many of the alternative community services have terminated for lack of ongoing support. This may be in large part due to the Federal Government's shift to bloc grants, revenue sharing and general purpose Government initiatives for distribution of tax dollars for all types of social services. Alternative social service programs seem to have greater difficulty competing for these resources within the political and bureaucratic maze of local and state governments. Those alternative programs which remain in the community are inundated with young people needing help. Also gone is that phenomenon of the '60's which

catapulted young people in search of new life styles resulting in the establishment of communes and other havens around which mutual needs were met. In short, children and youth on the streets today are very much alone and easy prey to all types of abuse. Another important event has been the rapid growth and expansion of the multi-billion dollar sex industry which looks upon available children as economic assets. The result is a ruthless abuse inflicted upon hundreds of thousands of children in community after community within our country. Worse yet is the stoic indifference of our society to the plight and the needs of these young people.

Attempts to strengthen the Runaway Youth Act should take into consideration three comprehensive needs. First is the need for information. Hard data and research on the problems associated with children who are surviving on the streets and especially those who have become immeshed in commercialized sex is needed. I am not suggesting that we merely accumulate statistical data to verify what we already know to be true --- that there are a lot of severely abused youngsters in this country for whom we are doing very little. Rather, we need to know what works best and we need to plan to utilize that information to help young people. That so many children frequent the streets is testimony that our child welfare system is simply not effective. At least, it is ineffective for that population of youth with whom we are concerned. There are, however, a few efforts here and there which seem to be helpful in rescuing these young people from their demise. Why not try to transfer success! Some would argue that we do

not know what is successful until we have thoroughly applied the principals of research. Social science research has and continues to flourish in universities and elsewhere in the land. However, when the lives of hundreds of thousands of children are rapidly being physically and/or emotionally abused, sluggish and long-range research data has little immediate value. We have got to begin to use those approaches, techniques and processes which appear to be working. Accumulation and distribution of such information will provide needed support for individuals and groups interested in advocating for and meeting the needs of these youth.

Second, there is a need to assist local communities identify and utilize existing resources. Communities need to know what to do and how to do it best. Some of the immediate needs of runaway children are for crisis housing, food, medical and dental and legal services, and for personal counseling. These immediate needs are usually followed up with assistance on returning home or developing a suitable alternative placement; seeking educational alternatives, employment counseling and job placement services. Many of these services are tremendously expensive and we have gotten into the habit of turning to the Federal Government for funding to purchase an additional layer of these services for the specific population with whom we are concerned. After the initial funding we find that the local community is unable to carry the on-going expense. Consequently a worthwhile project folds and we begin the process anew. Little do we realize that the bulk of these resources already exist in every community. What is

often needed is the organizational "know how" of identifying, coordinating and utilizing existing services. The Federal Government should supply the leadership, technical assistance and "glue" money to help communities to meet their responsibilities in this area.

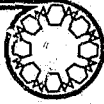
Finally, there is a crying need for advocacy. Two serious problems exist in the relationship of these youth with the larger society. First is that our basic institutions often contribute to their malaise by inappropriate institutional practices, (e.g. the practice of suspending a truant from school; the practice of institutionalizing youth for non criminal offenses; the practice of hanging negative and inappropriate labels on some youth). Secondly, since these youth have been allowed to fall between the cracks of our family and community support systems there are few public resources left that are allowed to reach them. Thus, we must somehow represent their interest in decision making forums at all levels. An advocacy component must focus on law makers and public and private service providers. In the legislative process advocacy means insuring that legislative bodies have pertinent on-going information which will assist in the drafting of needed legislative initiatives and in the monitoring of existing laws. In the area of provision of services advocacy must insure that public and private assistance is capable of reaching out to all youth in need and that the services are indeed coordinated and working in effective unison. Thus, inappropriate institutional practices must be modified in addition to helping youth to live and adjust within the constraints

of our social institutions. Safeguarding the rights of children necessitates the availability of a strong and vigilant advocacy working on their behalf at all levels of government. Federal legislation to runaway youth should offer the means for the establishment of such advocacy. It would insure that small investments of Federal dollars would produce maximum results.

Legislation which enacts a categorical program for runaway youth should, therefore, concentrate on these three comprehensive needs: the need for knowledge so we can do our job better; the need for technical assistance so we can help each other to better utilize our talents and resources to assist runaways; and the need for advocacy, so we can safeguard the rights of children against physical and emotional abuse. Thus, a categorical approach to the problem of runaway youth which works to insure that the vast amount of applicable community resources, both public and private, are applied to the runaway's needs will be economically and humanly effective. Conversely, a categorical approach which attempts to do for runaway youth what communities already have the power to do is wasteful and doomed to failure. H.E.W. tells us that the annual number of reported runaways is close to one million. I shudder to think what that number would look like if we were to add the number of unreported runaways and the large numbers of self-emancipated, but disenfranchised, 16 to 18 year olds. I understand that H.E.W. funded 128 runaway programs last fiscal year. The total number of youth served by these programs is approximately 34,000. Without comment on the quality

of service, the numbers touched are only a fraction of those in need. Additionally, only a small fraction of these programs have an operative outreach component -- a must if we intend to be effective. It also appears that the government's sincere attempts to establish alternative shelters for runaways has resulted in the funding of mini-institutions, which to some degree perpetuate the abuses of larger institutions. Would it not be better to duplicate successful experiences like Florida's volunteer foster home program? There are also other exemplary programs which awaken the social responsibility of individuals and community to the needs of a vulnerable population of young people. The Run-away Youth Act should be the vehicle to insure the involvement of a people and responsiveness of its social institutions to the needs of these children.

# Youth Network Council



April 1, 1978

Mr. William Causey, Counsel  
House Subcommittee on  
Economic Opportunity  
330 Cannon House Office Bldg.  
Washington, D.C. 20515

Dear Mr. Causey:

On behalf of the Youth Network Council (YNC), I would like to thank you for the opportunity to comment on the National Runaway Youth Program. My remarks concern the current State of the Art and some fundamental recommendations for future direction.

The YNC, a coalition of over 60 community based youth work agencies serving over 35,000 Chicago area young people yearly, has an intimate daily relationship with runaway and other homeless youth. For the past 3 years the YNC has been a Runaway Youth Act (RYA) grantee and during that time has provided significant services to over 2,000 runaway youth and their families. The technical support and resource sharing facilitated by the Regional Program Director and provided through the National Runaway Switchboard and other RYA grantees has been extremely beneficial to the development of our Runaway Services Network.

As was apparent, during the recent RYA Oversight Hearings which I attended, the National Runaway Program has not yet reached its potential. Serving 6% of the identified Runaway Youth nationwide, the program is scarcely adequate. Funded at \$11 million in FY 1978, the RYA is a small national categorical program implemented out of 10 Federal regional offices. The lack of a local implementation mechanism has hindered capacity building impact at the state and local level. Little impetus has been generated for affecting youth policy and/or influencing state and local appropriation for runaway services. RYA grantees continue to struggle with:

- 1) antiquated state and local youth serving licensing practices and requirements
- 2) year to year funding uncertainty
- 3) lack of necessary supportive and complimentary community resources (ie, group homes, intermediate care facilities, crisis family counseling)
- 4) police and juvenile court bureaucracy

Considering these difficulties the RYA grantees have performed remarkably well. My contacts with dozens of programs nationwide has confirmed my belief that the community controlled, grass roots approach of delivering youth services in an accessible, client acceptable manner is the most economic and effective strategy for responding to the problem of runaway youth.

1123 West Washington Blvd./Chicago, Illinois 60607/(312) 226-1200

The administration of the RYA by the Youth Development Bureau (formerly the Office of Youth Development) could be characterized, until recently, as inconsistent at best. The YDB has been without a director of the Runaway Program for over a year. There have been 4 administrators of the Office/Bureau during the past 26 months. Consequently focus and priorities have shifted often with little direct feedback or dialogue with grantee service providers. Hopefully, the recent appointment of Dr. Larry Dye to head the Youth Development Bureau will result in the emergence of concrete and aggressive leadership.

From the practitioners perspective there is a need to develop and promote a National Youth Policy that encompasses and builds upon existing youth service programs. A Policy that demands coordination and consolidation of categorical initiatives into comprehensive service delivery strategies. A Policy that intimately involves service providers and young people themselves in the process that will shape the development of a newly reorganized federal approach to services for youth.

By serving runaway youth, youth serving agencies have gained symptomatic access into the complicated world of adolescent development. A world in 1978, where running away from home is often considered a healthy, responsible alternative to an overwhelming life situation. The awareness and sensitivity afforded by this experience must be incorporated into a philosophy that treats young people in a wholistic, development context rather than the stigmatizing problem center focus that we presently operate from. The YNC is committed to advocating for this refocusing. It is our hope that the Federal government will recognize the merit and long range benefits of this orientation and will move decisively towards a realistic national youth service/youth development policy. The YNC can be counted on for support and assistance for this endeavor.

Very truly yours,

*Arnold E. Sherman*

Arnold E. Sherman  
Executive Director

/tgb

**national network****RYS**

National Network of Runaway and Youth Services, Inc.  
 2000 S St. N.W., Washington, D.C. 20009 (202) 338-5706

April 5, 1978

The Honorable Ike Andrews  
 Chairman  
 Subcommittee on Economic Opportunity  
 c/o Committee on Education and Labor  
 US House of Representatives  
 Room 320, Cannon House Office Building  
 Washington, D.C. 20515

Dear Congressman:

The purpose of this letter is to respond to the request of Mr. William F. Causey for comments regarding the administration of the Runaway Youth Act. These comments have been developed by the National Network of Runaway and Youth Services. The National Network is an organization of youth and family services from all across the United States whose primary purpose is to increase and improve the social, economic, and legal options and resources available to all youth, their families, and their communities, in accordance with policies determined by its members.

There are several issues which the Network would like to bring to your attention concerning the administration of the RYA. We believe that these issues need to be addressed in order to improve the effectiveness of the administration of the Act by the Youth Development Bureau:

- YDB needs to coordinate its activities with other federal departments administering youth programs. Coordination will increase the visibility of the programs serving runaway youth and prevent the federal resources being allocated for youth from working against one another's goals.
- YDB needs to assist its grantees through technical assistance and program coordination to develop funding beyond that provided by the Runaway Youth Act.
- YDB needs to support more fully and work more closely with its regional program directors to enable them to better evaluate grantees and provide YDB with information on local, state and regional issues which impact on runaway youth.

National Chairperson/Donald M. Loving

700 Frenchmen St., New Orleans, La. 70116 (504) 944-2477

- The Runaway Youth Act needs to receive sufficient budget allocations to enable YDB to fund programs to achieve the goals of the Act especially in the areas of youth participation, services to homeless youth, and aftercare.

YDB has been plagued by poor administration and a lack of leadership since it was first given responsibility for administering the RYA. These facts have hampered YDB's ability to administer the Act in the best way possible. However, with its new director, Dr. Larry Dye, the bureau should now have the leadership and stability it needs to move ahead in a positive direction with this important piece of youth legislation.

The Network would like to thank both you, Mr. Congressman, and your staff for the fine work you have done to ensure that the RYA is administered in the best way possible. The Network appreciates your commitment to the Act especially as evidenced by your staff person Mr. Gordon Raley. We hope that you will continue to exercise this commitment as it is of direct benefit to the youth who receive the services provided through RYA funding.

Please feel free to call upon the Network if we can be of any assistance to you and your subcommittee in the future. Thank you again for your fine work.

Peace,

*Stephen E. Rorke*

Stephen E. Rorke  
Executive Director

April 7, 1978

Mr. William F. Causey  
Subcommittee on Economic Opportunity  
Room 320, Cannon House Office Building  
Washington, D.C. 20515

• Dear Mr. Causey

I am submitting the enclosed written statement for inclusion in the Subcommittee on Economic Opportunity's published report on the Runaway Youth Act.

The National Youth Alternatives Project is happy to provide our written statement for the Subcommittee's record.

Sincerely,

*Bill Treanor (m)*

William Treanor  
Executive Director of the National Youth Alternatives Project

WT/tr

Enclosure: Written Statement

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national  
youth  
alternatives  
project



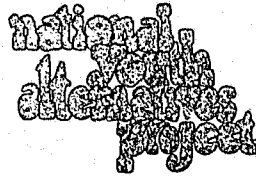
Written Statement for Inclusion in the Subcommittee on Economic Opportunity's published report on the Runaway Youth Act.

#### National Youth Alternatives Project

My name is William Treanor. I have been involved in youth work since I founded one of the nation's first runaway centers ten years ago. I have been extensively involved in the drafting, monitoring, and implementation of the Runaway Youth Act. Since the enactment of the Runaway Youth Act in 1974 the National Youth Alternatives Project (NYAP) of which I am the executive director has closely monitored the Office of Youth Development's (now the Youth Development Bureau) administration of the Act. NYAP has had practical experience in working with the Youth Development Bureau. Under two Youth Development Bureau contracts running from July 1975 to August 1977, we provided technical assistance to each of the 130 Youth Development Bureau funded runaway youth programs. With the help of Youth Development Bureau contracts, NYAP has played a central role in the development of the national runaway service system. In some ways the national runaway service system is a model example of Federal government and community-based program cooperation. This experience gave us a first hand look at the Youth Development Bureau's administration of the Runaway Youth Act and the services being provided by runaway programs. Even though the Youth Development Bureau's administration of the Act has lacked leadership, expertise, and the provision of feedback to grantees, NYAP feels that runaway youth service programs are providing valuable services to runaways and their families, youth in crisis, and otherwise homeless youth including throwaways.

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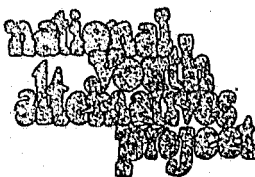
NYAP is an incorporated private non-profit public interest group, youth service resource, and consulting organization located in Washington, D.C. with affiliated State and metropolitan youth service coalitions located throughout the country. Since its inception in October 1973, NYAP has provided direct consultative assistance to over 500 individual youth service programs in 50 States and territories. We work on behalf of alternative, community-based youth serving agencies such as youth service bureaus, hot lines, drop-in centers, runaway centers, youth employment programs and alternative schools. NYAP is committed to developing effective, innovative services for youth that encourage youth participation in the design and provision of services. We believe that this is best accomplished outside of the context of the formal juvenile justice system. We strongly support the continued funding of runaway programs because they involve youth in the design and provision of services and because they operate outside the formal juvenile justice system.

We appreciate the Subcommittee on Economic Opportunity's solicitation of our comments concerning the current management and administration of the Runaway Youth Program. Because of our past experience with the Youth Development Bureau and our close association with currently funded runaway programs we are happy to provide the Subcommittee with our insights concerning the past and future administration of the Runaway Youth Program.

However, first I must mention that NYAP fully supports the testimony of Kay Satterwaite, who testified on behalf of the Ohio Coalition of Runaway Youth and Family Crisis Services, and Cynthia Myers, who testified on behalf of the Chicago Youth Network Council. Both the Ohio Coalition of Runaway Youth and Family Crisis Services and the Chicago Youth Network Council are affiliates of NYAP.

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Weaknesses in the current management and administration of the Runaway Youth Program are highlighted as follows:

A lack of management and leadership continuity has caused program shortcomings in such areas as project funding, long-term planning, and coordination with other Federal agencies.

Since James Hart departed the Youth Development Bureau more than a year ago, the top spot there has been filled in an acting capacity by two civil servants. Only last month was a permanent replacement named Lawrence L. Dye, formerly Deputy Director of the New York State Division for Youth. We support Dr. Dye's appointment and hope that he can provide the strong leadership that is needed to correct currently existing management deficiencies in the administration of the Runaway Youth Program.

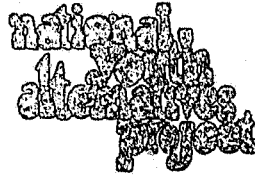
The Runaway Youth Program is meeting the needs of only 6 percent (according to HEW's Annual Report to Congress) of the estimated one million runaways in the country.

HEW has refused to request increased funding for the program. HEW's past position before Congress has been to oppose any efforts to either expand the number of runaway programs or increase the amount of funding -- saying funds the Youth Development Bureau now has are sufficient.

HEW has too great an orientation towards research and information-gathering to do an effective job with the program.

In 1977 the Youth Development Bureau had 43 employees administering the \$8 million Runaway Youth Program. In 1977 the Subcommittee on Economic Opportunity was unable to determine what these people did and why the number was needed. Furthermore, the Youth Development Bureau's reporting system, which duplicates the already developed data base and reporting systems of many programs, places a burden on programs by

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requiring additional time and resources. The Youth Development Bureau has also failed to report back this compiled statistical information in a timely manner, though they assured programs a year and a half ago that they would produce monthly reports. There currently is an estimated 10,000 unprocessed individual intake forms piling up at the Youth Development Bureau's central office and another 1,500 forms arriving each month.

The Youth Development Bureau's continued funding support for the established, multifaceted and multifunded runaway programs.

Despite Section 311 of the Runaway Youth Act which states that grants "shall be made for the purpose of developing local facilities to deal primarily with the immediate needs of runaway youth," the Youth Development Bureau is reluctant to end its support for the established, multifaceted and multifunded runaway programs. Because the Youth Development Bureau prefers to support successful programs, they can not fund new program starts in areas where runaway services are needed. The obvious solution to this problem is to increase the Youth Development Bureau's budget for the Runaway Youth Program so that more programs can be funded.

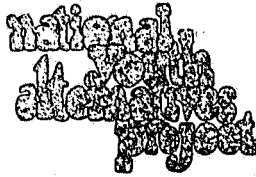
Strengths in the Runaway Youth Program are highlighted as follows:

A \$3 million increase in the FY 1978 authorization for the Runaway Youth Act to \$10,240,000.

This increase has allowed HEW to propose several new initiatives including: funding approximately 150 projects (compared to the current 129); increasing the level of support provided by about \$8,000 per project; and improving the quality of services and project administration through technical assistance. HEW has never requested a funding increase. Congress has raised the appropriation each year in part because

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of the advocacy efforts of NYAP and other youth advocacy groups.

The Youth Development Bureau has obligated all of its available Runaway Youth Program allocation to good programs.

The Youth Development Bureau has facilitated a rapid transference of needed funds to youth serving programs which are understaffed and underpaid.

In conclusion, we would like to praise the Congress in their continued support for the Runaway Youth Act. We feel that the \$10 million allocated for the Runaway Youth Program provides invaluable services to the runaway youth of this country. This money goes to youth service programs which help youth and does not pay the paychecks of bureaucrats. We fully support the Juvenile Justice Amendments of 1977 which raise the maximum amount of a grant to a runaway center from \$75,000 to \$100,000; and change the priority of giving grants to programs with program budgets of less than \$100,000 to programs with budgets of less than \$150,000.

Congress is to be commended for including in the reauthorization permissive language allowing the President to transfer the Runaway Youth Act to ACTION or the Office of Juvenile Justice and Delinquency Prevention. Although the transfer does not seem feasible or desirable at this time, it has forced HEW to give the Runaway Youth Program and the grantees the attention they deserve.

Finally, even the \$25 million authorization for the Runaway Youth Act is insufficient to meet the needs of the estimated one million runaways in this country. The \$10 million that is actually allocated for the Runaway Youth Act has only touched the tip of the iceberg.

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WPR

## second mile house

First United Methodist Church  
Queens Chapel & Queensbury Roads  
Hyattsville, Maryland 20782

24 hours (301) 927-1386  
Admin. (301) 779-1237

April 6, 1978

William F. Causey, Counsel  
Subcommittee on Economic Opportunity  
House of Representatives  
Room 320, Cannon House Office Building  
Washington, D.C. 20515

Dear Mr. Causey:

Thank you for soliciting my written comments for the Congressional oversight of the Runaway Youth Act. To begin, I would like to emphasize a general point that is sometimes overlooked. Prior to the passage of the Runaway Youth Act services were being provided to runaways and their families by approximately 100 runaway centers around the country. These organizations had grown up in their communities in direct response to a pressing need but usually without adequate or secure financial support. Here at Second Mile our financial picture was never clear beyond six months at a time until we were able to obtain assistance through the Runaway Youth Act in 1975. The Federal assistance has been vital to our growth and development if not to our very survival.

You asked specifically for comment regarding the strengths and weaknesses of the current management and administration of the program and recommendations for improvement. I've chosen to offer a simple listing.

Strengths of the Youth Development Bureau administration of the RYA:

Distribution of 128 grants to community-based agencies serving runaways and their families plus funding of the National Runaway Switchboard toll-free hotline

Collection and publication of valuable information and national statistics in the first Annual Report and the Annotated Bibliography

Research and publication of the National Statistical Survey on Runaway Youth, the first such comprehensive study of its kind

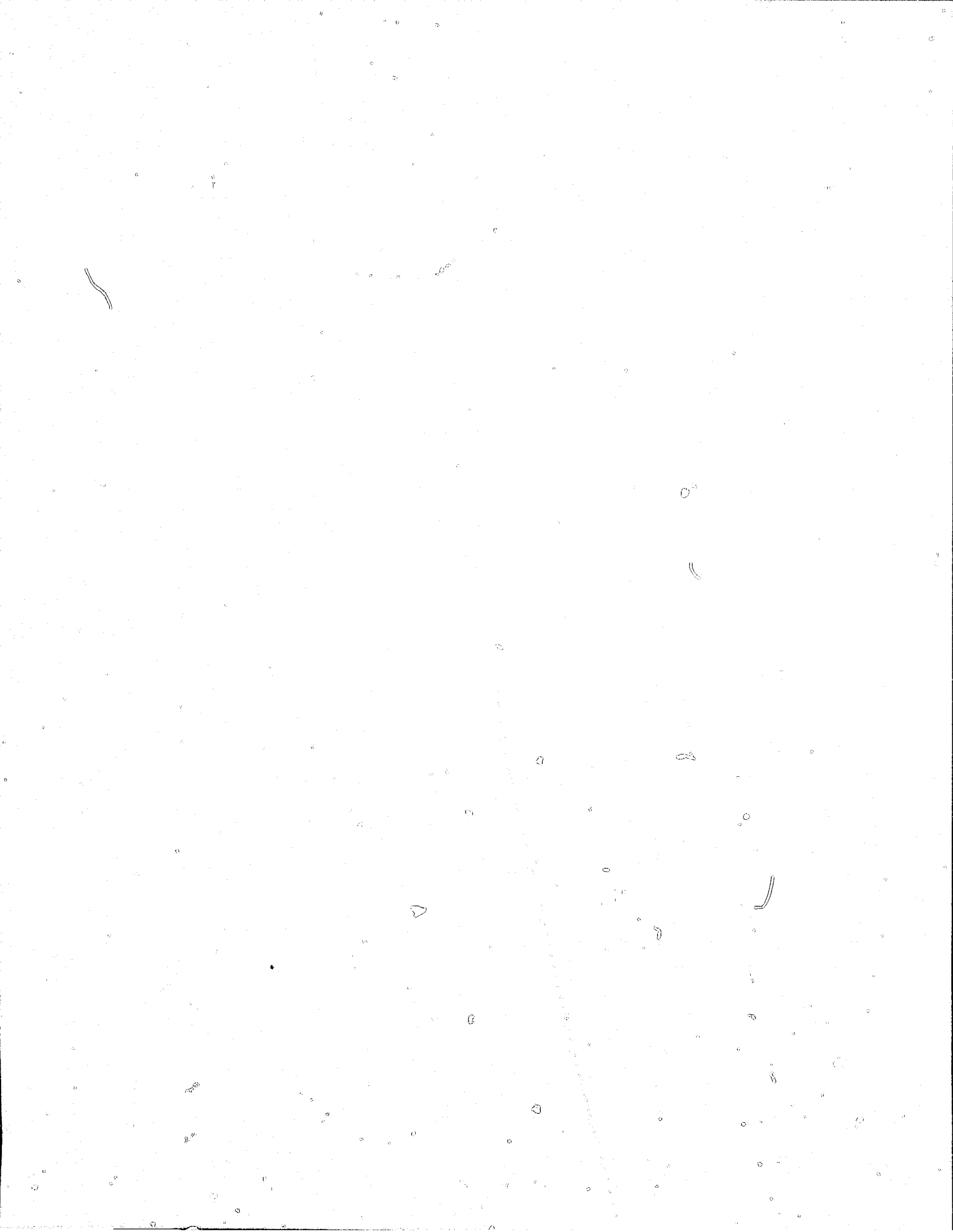
Publication of the Legal Status of Runaway Children

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Youth Resources Center, Inc.



United Way Agency



**CONTINUED**

**2 OF 4**

Development of media resources such as the slide show and tape

Staff in both central and regional offices that have been responsive to suggestions made by those of us out here in the field

Weaknesses:

Delays in developing and coordinating the National Runaway Program

Development of Intake and Summary Service forms that are cumbersome and difficult to complete accurately causing further complications in compiling data.

Poor distribution of media resources such as the slide show

Failure to press for full appropriation of authorized funds

Short-sighted leadership and planning

Recommendations for improvement:

Involve grantee representatives, the National Network of Runaway and Mouth Services, and others in policy discussions and long range planning as soon as possible

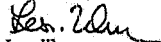
Decentralize the new short term training money and allocate to the regions

Utilize and build on past research possibly by having all research reviewed by an outside panel that makes recommendations to YDB for future development

Improve coordination and communication with other units of government with similar concerns such as the Office of Juvenile Justice and Delinquency Prevention, the National Center for Child Abuse and Neglect, the National Institute of Mental Health, Labor Department, etc.

As we move into the future I believe that runaway houses will begin to fill the void in the social service system of providing short term shelter and intensive counseling for any youth in crisis whether a runaway, a throwaway, or an abused or neglected adolescent. If the subcommittee needs our input in the future, just let us know.

Sincerely,



Les Ulm  
Administrative Assistant



2117 MONROE — P. O. BOX 4437 — MEMPHIS, TENNESSEE 38104 — 901-276-1745

Don W. Strauss, ACSW  
Executive Director

April 6, 1978

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Committee on Education and Labor  
Subcommittee on Economic Opportunity  
Room 320, Cannon House Office Building  
Washington, D.C. 20515

Gentlemen:

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It is with pleasure that I respond to the Subcommittee's solicitation of comments in connection with the oversight hearings on the Runaway Youth Act. We have been following the proceedings with interest.

The Congress and those of us associated with the Runaway Youth Act have much of which to be proud. The Act has been important in its expression of commitment to helping meet the immediate and developmental needs of youth in crisis and their families. The range of programs receiving funds through the Act are remarkable in many ways: in their development of unique and effective models of service delivery; in the skills, energy, and dedication of their staffs; in the leadership roles they have carved for themselves in the human services community; in their thoughtful and forceful stance as advocates for youth and for families.

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So that you may place my remarks in some context, I will briefly describe Runaway House, Inc., where I serve as Director of Programs. We are a crisis-intervention treatment agency serving approximately 650 runaway and homeless youth each year. Our primary interventive mode is family counseling, and we're seeing about 85% of our clients returning appropriately to their own homes. We provide a full range of supportive services, directly and by linkages or referral, including aftercare, psychological and psychiatric service, educational and employment counseling, health care, and legal consultation. The agency has a wide ranging and effective set of linkages and administrative agreements with many of the agencies and institutions which impinge on the lives of youth, including the Juvenile Court, Police Department, Boards of Education, hospitals, and community mental health centers. Once we become involved with a young person, we stay involved until the situation is resolved, including locating alternative living arrangements or residential treatment as needed. Ninety percent of our clients

AFFILIATE OF UNITED WAY OF GREATER MEMPHIS

are local residents.

In addition to our central function of direct service to youth and families, Runaway House has two other objectives: education, and advocacy. Our staff works with graduate and undergraduate students in a variety of human service disciplines from a number of area colleges and universities. We provide training and consultation for other human service agencies and community groups around adolescence, crisis intervention, family life, and runaway issues.

In our youth and family advocacy activities, we are involved at local, state, regional, and national levels in efforts to humanize and make more effective service delivery systems and in legislative monitoring and input. We are a charter member of the Southeastern Network of Runaway, Youth, and Family Services, a member of the National Network of Runaway and Youth Services, and an associate member of Child Welfare League of America, Inc.

In response to your request, I wish to address briefly the strengths and weaknesses of the current management and administration of the program, and how (from our perspective) it might be improved. Then I wish to raise some wider issues around the performance of the program in meeting the needs of runaway and other homeless youth.

On the positive side of the ledger, there are aspects of Youth Development Bureau's administration of the Act which have been rewarding for us. Over the years, Central Office has been for the most part supportive of and accessible to us. Given our staff's collective experience with a number of Federal agencies, we have found Youth Development Bureau far and away the easiest to deal with. This no doubt has something to do with the size of the program, but is also related to attitudinal factors. In our program's experience, administrative road-blocks from Youth Development Bureau have been minimal, and their goal seems to have been to facilitate the delivery of service at our level.

We have certainly seen some significant weaknesses in the administration of the Runaway Youth Act. Chief among them has clearly been the absence of strong leadership. With three acting directors in the last year, the Youth Development Bureau has often seemed to us stalled and directionless. While it has seemed that the staff of Youth Development Bureau remains concerned about productive administration of the program, we have wondered what it means that the upper administrative levels of the Department of Health, Education and Welfare have been so slow to ensure continuity of leadership within the program. We have, over the last year, questioned whether the Department of Health, Education and Welfare has really been committed to the retention of the Runaway Youth Act within its boundaries. We have been distressed at the Department's not providing an aggressive, cogent advocacy stance with the Congress at the appropriate times.

An immediate and particularly annoying problem is the inadequacy of top-down information flow. The last in a series of data collection and reporting systems, each of which required significant changes in internal program operations, was promised to provide quick turnaround on program data in accessible form. Nine months later, we're still waiting to see it.

Intermediate and long-range planning and development in the Youth Development Bureau appear to have been simply non-existent. Coordination and information sharing with other Federal youth-serving agencies has seemed poor, at best. These are areas of vital concern to grantees in terms of program training, resource development, and securing the continued existence of the services we provide.

Improvement in the administration of the Act is clearly contingent on the development of strong and forceful leadership within the Bureau. There is need for direction and clarity of purpose, and for energetic commitment to the goal of providing the most effective and responsive services to runaway and homeless youth. There is a need in its internal mechanisms, for the Bureau to sharpen up its systems, as in providing for reasonable and accessible information flow. There is a need to coordinate with other Federal youth-serving agencies in the interest of rational planning and comprehensive service provision.

With regard to the performance of the program in meeting the needs of runaway and homeless youth, there are some larger issues which need to be examined. For example, from the experience of our program and scores of others, it becomes clear that there is a real need for a comprehensive family services approach to the problems of runaway youth. This question needs to be seriously addressed.

Certainly the Act needs to have funding authorized at the full level of \$25 million named in the legislation. We are as yet reaching through the Act only a relatively small percentage of runaways nationally, though the grantees individually are making remarkable impact in their communities. Most of these programs, like ours, are serving primarily children from their own communities. The service given under the Act is effective; it is not sufficiently widespread. This funding of additional programs is badly needed, as in the need, for example, for more programs in rural areas.

In addition, we are seeing changes in the population served by our existing agencies. We are seeing more and more youth with severe problems, more families that have perhaps irreparably broken down, more abused adolescents, more throwaways or pushouts, more situations in which short-term crisis intervention is not enough. We are dealing every day, with mounting urgency, with community human service systems that have almost nothing to provide for adolescents in need of an alternative living arrangement. Youth, teenagers, are not popular in our country. We have not provided adequate resources or support services for those who should not, or cannot, live with their families of origin.

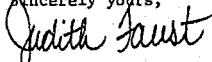
This brings us back to the need for coordination and comprehensive, or at least rational, planning among Federal youth-serving programs. We cannot reasonably out here working with youth, separate the "runaway problem" from those of youth unemployment, and delinquency prevention, and family dysfunction, and health care, and education. Even given present categorical boundaries, existing agencies must, to be most effective, find ways to work together in assuring that service provision "works" from the point of view of the client.

Perhaps all these needs might be subsumed in another issue being spiritedly discussed by youth and youth workers - that of the need for a national youth policy. In our view, this is something which ought to be directly and thoroughly approached. We envision a policy which encompasses a clear statement of values, goals and objectives with regard to the status of youth in our society, and a set of legislative and programmatic initiatives designed to achieve those goals. To hammer out such a policy would involve asking, and answering, some very basic questions - about youth rights, about what place we really want youth to occupy in our communities, about the needs of families, and about our current approaches to problem-identification and service provision. To begin the process of developing a national youth policy is to take a risk. Perhaps we would arrive at a bad one. Yet the process itself should matter, should help us at least get clear about where we are.

While some of these issues extend beyond the scope of the Runaway Youth Act, they have immediate relevance to assessing the performance of the program in meeting the legislation's intent. Our concerns are complex, as are the difficulties faced by our clients.

I thank you for this opportunity to offer to the Committee my observations regarding the state of the Runaway Youth Program. My feelings about it are powerful from both a personal and a professional perspective. There are many of us who share a vision, and who are committed to the difficult day-to-day work, in policy development and legislation, in planning, in direct service and advocacy, of giving substance to the vision. It is our hope that the Youth Development Bureau will develop the kind of strong, flexible, and resourceful leadership needed to carry out the spirit and intent of the Runaway Youth Act.

Sincerely yours,



Judith Faust, ACSW  
Director of Programs

pjs



## The Relatives

1000 East Boulevard

Charlotte, N.C. 28203

Phone 704/377-0602

April 3, 1978

William Causey  
 Congress of the United States  
 House of Representatives  
 Committee on Education and Labor  
 Subcommittee on Economic Opportunity  
 Room 320, Cannon House Office Building  
 Washington, D.C. 20515

Dear Mr. Causey:

I am pleased that the committee is seeking input from the grantees concerning the Runaway Youth Act. As the first licensed runaway house in North Carolina, The Relatives has a certain kind of expertise.

The Relatives knows the Runaway Youth Act is needed and is working. Our statistics prove that. The steady decline in the number of status offenders detained and the number of juvenile petitions signed demonstrates it. Our letters from the Charlotte Police Department, schools, and agencies acknowledge it.

But more importantly, we can see it and feel it every day. Thousands of families have been through our doors, and that number increases every year. I wish you had the opportunity that we have to sense the triumph that these families experience as the channels of communication are re-opened and a responsible plan takes shape.

The Relatives is proud that we have grown into a professional operation which is both well managed and responsive to the needs of individuals. Our program is well defined; our staffing is exceptional. We have a strong and active Board of Directors. Our aftercare program is intensive, and youth participation is encouraged at all levels of the organization.

A great deal of credit for this must go to the present administration of this Act and to the strong emphasis on program performance standards. The guidelines, consultation, and monitoring have been invaluable. In these three funding years, we have seen runaway programs such as ours develop not only individually, but regionally and nationally, as well.

The Relatives strongly supports continuation of the Runaway Youth Act. We urge that the integrity of the Act be maintained, and that the emphasis on program development be retained.

Sincerely,

Elaine Thomas  
 Director, The Relatives

MARION MATTINGLY

April 14, 1978

William F. Causey, Counsel  
Subcommittee on Economic Opportunity  
Committee on Education and Labor  
Room 320, Cannon House Office Building  
Washington, D. C. 20515

Dear Mr. Causey:

In accordance with your letter of February 23, 1978 concerning oversight hearings on the Runaway Youth Act, I am enclosing herewith two exhibits which I feel would be appropriate for inclusion in the Subcommittee's published report.

The first item is the report of the Executive Director of Karma House Inc. to its Board of Directors, dated April 5, 1978, setting forth, on page 2 thereof, the Director's views on the needs for a Runaway House in Montgomery County, Maryland.

The second enclosure is the project summary of the PACT (Parents and Children Together) program, entitled "Status Offender Central Intake Unit," which is referred to in the preceding report of the Karma House Director.

I took the liberty of referring your letter to Richard J. Ferrara, coordinator of Youth Services with the Montgomery County Office of Human Resources, and I note he has responded to you by letter dated April 7, 1978.

Mr. Causey

April 14, 1978

My comments on this matter are that I essentially agree with the observations and concerns expressed by Mr. Ferrara. I strongly believe that the Runaway Youth Act should be administered by the Office of Juvenile Justice and Delinquency Prevention.

Please do not hesitate to contact me if I can be of further assistance.

Sincerely,

A handwritten signature in cursive script that reads "Marion Mattingly". The signature is written in dark ink and is positioned below the word "Sincerely,".

MARION MATTINGLY

MM:bw

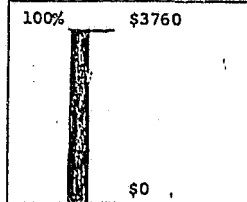
enc.

8801 Fallen Oak Drive  
Bethesda, Maryland 20034

REPORT TO: The Board of Directors, Karma House, Inc.  
 PERIOD COVERED: March, 1978  
 SUBMITTED BY: Pat Groff, Executive Director  
 DATE SUBMITTED: April 5, 1978

During March we received over \$315 in contributions which has been added to our receipts for the Karma-Venture Program, thus meeting our goal of \$4,760 this year, thanks to all who assisted in this effort. In July, we will need to begin again our fundraising effort for next year since we are projecting we will need to raise another \$3,800 to continue to offer this wilderness therapy program, your continued support is needed:

Thanks! We've met our goal this year.



KARMA-VENTURE FUNDRAISING  
EFFORT

The county health department recently responded by saying "NO!" to my request that we be able to accept referrals of out of county adolescents whose families can participate in the programs. If you recall, I had indicated in last month's report that the State Juvenile Services Administration and Social Services Administration had agreed to a purchase of care payment to us of \$713/mo/child if we could accept nearby, appropriate out of county referrals from P.G. and Frederick Counties. I am confident that I can resolve the matter either by getting the county to agree to the condition or by getting DJE & DSS to accept the county's position if they adamantly refuse to change it. I will keep you posted on my negotiations.

Our outpatient contract has recently arrived from the County Health Department, with an effective date of March 1, 1978. We need to begin delivery of services immediately if we are to maximize use of the funds available this year.

Work has continued on the brochure and letterhead for the Communication Training Institute. The brochure is continually being refined by all the staff involved since we desire it to be highly professional looking.

I was able to convert the CETA bookkeeper slot assigned to Karma to a counseling slot at the Academies this month. Eileen Zeller has been

selected and has begun work at the girl's academy effective Monday, April 3rd. We tried to find a way to utilize this slot at both academies, but there seemed to be great difficulty in this. As a result, I have requested another slot to assign to the boy's academy. My hope is that these CETA counselors will be (1) able to rotate into the shift schedule at the academies, thus greatly reducing the number of hours worked by our counselors to a more normal level and (2) hired at the academies (since they will have had extensive training - experience) when one of the counseling staff leave us, thus providing us with an excellent resource for hiring new employees as well as greater program stability (by decreasing "separation hostility" when a counselor leaves and a brand new counselor is hired.)

During March I began work on a Runaway program proposal for setting up a Runaway House in Montgomery County. The proposal is due April 14th and I have all but abandoned the project at this point since I have found that I cannot establish and document a need for such a program in the county.

It seems that Project FACT is working most effectively at not only diverting status offenders from the Juvenile Court System, but in providing immediate intervention and counseling services to runaways and their families. Of the 107 runaways they saw in the last 7 months, only 25 of them were placed outside the home and then, in most cases, for 2 days or less. The data clearly indicates that these runaways needing an outside placement were placed immediately, therefore, indicating no real need for the establishment of a runaway house - a very expensive undertaking!

As a result, I feel an urgent need to refocus my energies on getting the outpatient program into operation quickly and on getting Project Re-entry funded.

This month has been an exhausting one for me with countless meetings, preparation of testimony, budgets, etc. But I think much is being accomplished.

ALTERNATIVES AND COUNSELING PROGRAMS  
 Youth and Young Adult Services Division  
 Montgomery County Health Department  
 8500 Colesville Road  
 Silver Spring, Maryland 20910

Project Summary  
 Status Offender Central Intake Unit

(Project PACT)

Overview

This project is designed to provide a meaningful community alternative to the handling of juvenile status offenders by the Juvenile Justice System. The project consists of two basic parts: a) A formal, specialized intake/screening/referral unit, specially trained in family crisis intervention, which will process all status offender complaints in lieu of the Police and Courts to the extent that this is possible. b) A fund to provide professional community services to status offenders and their families by contract, in a timely fashion, with careful follow-up, and without the need for justice system processing or labeling.

Objectives

1. To provide a centralized intake-crisis intervention and follow-up service, in order to assist in the disposition of status offender cases in Montgomery County, thereby relieving police and court personnel to carry out delinquency-related work.
2. To provide for status offenders and their families the following services:
  - a. To assist them in defusing crisis situations, and help them to define the problem facing them.
  - b. To serve as advocates in helping families obtain follow-up short or long term help through appropriate private and public agencies, and providing funds to purchase those services where necessary.
  - c. To gather and process pertinent diagnostic information from the family and other agencies prior to referral and their beginning treatment.
3. To serve whenever possible as a diversion of status offenders from Juvenile Court involvement into direct treatment.

Operational Design

1. The proposed Status Offenders Central Intake Unit will consist of seven Intake/Crisis Counselors, a Project Coordinator, an Assistant Coordinator, and Administrative Assistant, and an Administrative Aide. One Intake Counselor will be on duty Monday through Sunday evenings, from 6:00 to 11:00 p.m., at the Juvenile Aid Bureau, located in the Wheaton-Glenmont Station of the Montgomery County Police Department, to assist the police in crisis intervention with status offenders. Intake Counselors will also maintain regular daytime hours at 8500 Colesville Road, Silver Spring, the location of the Alternatives and Counseling Program of the Montgomery County Health Department. A direct line (telephone number) will be maintained between the intake workers at 8500 and the Juvenile Aid Bureau during the daytime hours and after 11:00 p.m.

Monday - Sunday and on holidays. Intake counselors will thus be able to be at the Juvenile Aid Bureau within 20 minutes after being called.

2. Status offenders will be referred directly to the Central Intake Unit by the Police Department in the case of apprehended runaways, or youngsters reported beyond control in the home; by the Intake Officers of the Department of Juvenile Services in cases where parents have contacted Juvenile Services on their own; by public school personnel in chronic truancy cases; and by the Department of Social Services in those cases where a foster child has been reported as out of control within his foster home placement.
3. The Central Intake Unit will carry out the following responsibilities:
  - a. Do intake assessments of a crisis intervention nature with the juvenile and his family. They will also gather information on the family's previous involvement with other agencies.
  - b. Based on the initial intake session, cases may be broken down into four possible categories:
    - (1) Those for which no further help is needed, with the exception of a follow-up session one week later. Essentially these are cases in which the initial short-term crisis counseling intervention of the Central Intake Team is sufficient.
    - (2) Those for which immediate disposition can be made to an appropriate agency such as a crisis home, hospitalization, counseling agency, etc., with follow-up on such disposition with the agency. In these cases, the disposition is clear-cut (such as hospitalization), or where the families and adolescents in question are highly motivated to seek and follow-through with help.
    - (3) Those for which a lengthier assessment of the problem needs to be made, followed by referral to an appropriate agency within thirty days; this would constitute the "hard core" and anticipated numerically most significant caseload of the staff. This category of youngsters and their families would be seen as often as possible, but not less than once a week during the 30-day period, in order not only to make the appropriate assessment, but more importantly to work in this outreach counseling fashion to ensure that such clients begin to define their problems in a way that helps them to be receptive to follow-up treatment with the appropriate agency.
    - (4) Those for which obvious court involvement is necessary, with referral then being made to the Department of Juvenile Services, and with follow-up on the referral. This essentially will be that category of cases in which (a) the family, after all attempts to involve them in a helping or counseling process, refuse such help and insist on filing a CINS petition, and (b) in cases where long-term placements in group homes or other residential case is considered essential and appropriate.
  - c. For those cases requiring ongoing short-term or long-term assistance, referrals will be made to one or more community agencies and services.

Monies from the purchase of services fund will be used to pay for these services under the following conditions:

- (1) The agency or program providing the service must not be funded already by a County or State agency for this purpose, or must demonstrate that this service is beyond the scope of its existing funding.
  - (2) The agency must arrange for payments for its services with the family involved, including any insurance coverage, social security payments, etc.
  - (3) The agency can then bill this project for the difference between the actual cost of the service to the family and the amount received from existing funding and third-party payments combined.
  - (4) Billing will be done on a fee for service basis, according to a contract which will be developed in advance with each agency, following LEAA guidelines on competitive bidding, and pre-approval by the Governor's Commission staff.
4. Each Intake Counselor will carry a maximum caseload of 25 cases. The maximum time a case will remain within the Central Intake Unit will be 30 days.

#### Staff Organization and Structure

The employees of the Status Offender Central Intake Unit will operate under the direction of the Chief of the Alternatives and Counseling Program. The attached organizational description of this program shows its relationship to the Montgomery County Health Department.

Administrative operation of the project will be carried out by the Coordinator. The Coordinator will also meet regularly with representatives of the Department of Juvenile Services, Police Department, School System, and Office of Human Resources, in order to ensure administrative coordination with those agencies.

#### Evaluation of the Project

Evaluation will be carried out as two levels.

1. Level One: Administrative. Administrative evaluation will be carried out by the Montgomery County Office of Human Resources. The Office of Human Resources will be provided statistical reports spelled out under "Measures of Effectiveness" to evaluate whether or not the objectiveness of the team is being met.
2. Level Two: On-going Evaluation. A committee composed of representatives from the Juvenile Police, Juvenile Services, the projects administration, and representatives from the prime referral agencies will meet monthly or more often as needed to evaluate the team's operation, whether agencies feel referrals made are appropriate, and any problems such agencies are having in dealing with referred status offenders cases. This committee will be chaired by the Chief of the Alternatives and Counseling Programs.



Office of Human Resources

# MONTGOMERY COUNTY, MARYLAND

301 E. JEFFERSON STREET, ROCKVILLE, MARYLAND 20850 • 301 279-1512

April 7, 1978

Mr. William F. Causey, Counsel  
U. S. House of Representatives  
Committee on Education and Labor  
Subcommittee on Economic Opportunity  
Room 320  
Cannon House Office Building  
Washington, D. C. 20515

Dear Mr. Causey:

Marion Mattingly has kindly passed along to me your letter of February 23, 1978, soliciting comments on the operation of the Runaway Youth Act. I am sorry to be so late in responding, but I hope that these comments can still be helpful to your Subcommittee in its oversight of this program.

My responsibility as Youth Services Coordinator for Montgomery County, Maryland, includes attempting to insure that programs developed for youth in this County are coordinated and integrated into a viable system, and to avoid the wasteful and counter-productive competition and duplication of services which so often works against the interests of young people. Under the Juvenile Justice and Delinquency Prevention Act, as administered through the LEAA network, we are in a position to guarantee that such programs are in fact coordinated and planned in concert with our overall service delivery system. We have spent literally millions of dollars under the LEAA program, both Juvenile Justice and Part C funds, on youth centers, group and shelter homes, diversion programs, training, specialized counseling and many others, and most of these funds have been subcontracted to private agencies.

In the case of the Runaway Youth Act, however, the process is totally different. Under this law, we have virtually no input into the type of program which should

be funded, which agency should be the program operator, or whether in fact a program needs to be funded at all. Thus, it is quite possible that the Youth Development Bureau could fund a project in our County which would overlap with, duplicate, or even work in opposition to one which we have developed with OJJDP funds. Our only point of comment is the A-95 Review process which puts us in the position of being either "for" or "against" a program after the fact. At best this process serves to notify us of the existence of the new program. It does not realistically provide us with any meaningful input, particularly as to how the proposed program could be designed best to fit in with the existing system of services to youth.

As an illustration of this problem, I would like to share with you our initial experience with the Runaway Youth Act in 1975. At the time that OYD sent out its announcement in the Federal Register, our office sent in a request that they consult with us on any proposals from Montgomery County program operators that they might receive. Our purpose at the time was to try to avoid unnecessary duplication with two projects which had been in the planning stage already for over a year — a formal diversion program for all status offenders (including but not limited to runaways) and a residential shelter facility primarily for status offenders. Both of these projects have subsequently been established with funds from OJJDP.

As you can see from the reply (copy attached), OYD's response was the bureaucratic equivalent of "go fly a kite." They were clearly uninterested in our comments or in our participating in any way in their process. Evidently cost effectiveness vis a vis existing programs, overall system efficiency, and intra-jurisdictional program coordination were not matters of concern to OYD. Their only concern was maintaining their authority to fund whatever and whoever they liked. As a result, we now have a program funded by OYD which does overlap somewhat with the other two programs I mentioned. In addition, considerable bitterness has been engendered between the

private agency which developed the program for OYD and the County agencies handling the other programs, as to which program was established first, who is duplicating whom, who stole whose ideas, and other rather irrelevant and self-serving issues. In my opinion, the fault for this lies clearly in this bifurcated system of Federal aid with OJJDP using the intergovernmental cooperative approach, and OYD using the direct Federal/private agency approach, ignoring state and local government input at the planning stage.

Consequently, I would strongly recommend that your Subcommittee move as quickly as possible to consolidate the management of the Runaway Youth Act under the Office of Juvenile Justice and Delinquency Prevention. Hopefully, this would serve to avoid the kind of conflict and waste which has developed here and elsewhere under the present system, and to do a better job of meeting the total needs of runaway youth in our country.

Again, I wish to apologize for being so late (and so lengthy) with this response. I hope it will be helpful to your Subcommittee in considering the future of the Runaway Youth Act.

Sincerely,

*Richard J. Ferrara*  
Richard J. Ferrara  
Coordinator  
Youth Services

RJF:jmh  
cc: Marion Mattingly

Enclosure



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20201

April 23, 1975

Mr. Harvey R. McConnell  
Director, Office of Human Resources  
301 E. Jefferson Street  
Rockville, Maryland 20850

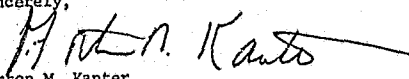
Dear Mr. McConnell:

I have carefully reviewed your letter of April 16 and am pleased that the Office of Human Resources plans to submit a proposal for a runaway program. However it is not possible to include your office in the planning activities of this agency.

During the month of June, we will be reviewing grant applications for runaway youth facilities. If any of the awarded grants go to facilities in Montgomery County, you may receive this information by calling this office at the end of the granting period some time in late June.

If you have any further questions, I will be pleased to hear from you. The office telephone number is 245-2870. Thank you.

Sincerely,

  
Morton M. Kanter  
Deputy Commissioner  
Office of Youth Development

MAR 8 1978

**SWITCHBOARD OF MIAMI, INC. Crisis Intervention**  
**315 N.E. 23rd Street, Miami, Florida 33137 576-6161**

**BAYHOUSE Runaway Facility 1240 N.E. 4th Avenue, Miami, Florida 33132 373-6591**

March 1, 1978

The House of Representatives  
 Committee on Education & Labor  
 Sub-Committee on Economic Opportunity  
 Room 320  
 Cannon House Office Building  
 Washington, D.C. 20515

Dear Committee Members:

With the passing of the Runaway Youth Act in 1974, and the subsequent money given to the O.Y.D.--H.E.W., Switchboard of Miami, Inc., applied for and was granted money to become one of the first fifty nationally funded runaway facilities, Bay House.

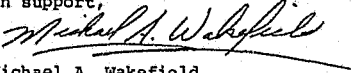
Despite the fact that O.Y.D. dictated some guidelines, accompanied by N.Y.A.P.'s technical assistance, much of Bay Houses' early community and program development was by trial and error. Although this, admittedly, is not good management practice, it did elicit much information about the youth serving system in Dade County. The response to an alternative program exposed much about the political, social and economic practices of some of the more traditional, established systems serving youth and families. Bay House saw the service delivery gaps and overlaps. We were able to see needs in the local juvenile justice system, and also the economics of operating such an "alternative service". We found that we (Switchboard and its federal funding, and T.A. services) were a bit naive in goal setting and in funding needs. In the particular case of Switchboard's Bay House, there were financial and time strains on the other components and funding sources. A vicious cycle of staffing was never resolved. In the first place, in order to provide full house coverage, personnel was hired at embarrassingly low salaries, and consequently, inexperienced help was found. In addition, they were asked to work hard long hours. This combination led to burn-outs and a large staff turnover. Those who could cope with these conditions were soon offered jobs with other agencies at higher salaries and better working conditions. The severe time strain also did not allow for an on-going in-depth training program that had originally been designed.

In an informal evaluation of Switchboard's direct services to Dade County, it was ascertained by the staff and Board of Switchboard that Bay House was not meeting the standards of quality of Switchboard of Miami, Inc. This internal evaluation of Bay House was based on the most current O.H.D. Runaway Standard Criteria. At a Board meeting in November, 1977 (see attachment), a decision was made to close Bay House at the end of the

current funding period. Another reason behind the closing of Bay House was the fact that we no longer served as an "alternative to the juvenile justice system", but unfortunately became "just one more stop or holding facility within the system". In short, Bay House became a part of a system that it originally was designed to serve as an alternative to. Although Switchboard believes in the goals set forth by O.H.D., the run-away facility was not approaching the need for comprehensive services to the youth and families we were coming into contact with. The temporary band-aid approach that our limited funding allowed for did not positively impact youth and families to warrant our future existence. We became painfully aware that we were addressing symptoms of a much larger problem.

We at Switchboard would like to stress to the committee the need for the Federal level to address more comprehensive services for youth and families. We are committed to helping in the development of strong family structures and hope the committee will see fit to take a more comprehensive vision in the future.

In support,



Michael A. Wakefield  
Training Coordinator

MAW/ktw

SWITCHBOARD OF MIAMI, INC.  
BOARD OF DIRECTORS MEETING MINUTES

A Board of Directors Meeting was held on November 25, 1977, at Bay House, 1840 N.E. 4th Avenue, beginning at 12:00 noon. Those attending were Eve Warshaw, Steve Warshaw, Shirley Trinz, Wayne Smith, Ron Lieberman, Pam Roenfeldt, Debbie Stinson, Barbara Barnett, Michael Wakefield, Chuck Fahlbusch, and Joyce Anderson.

The first matter of business discussed was to have an Annual Meeting scheduled for December 28, 1977. A nominating committee was formed to propose a slate for coming election of new Board members. The committee consists of Steve Warshaw, Barbara Barnett, Michael Wakefield, and Shirley Trinz.

Wayne Smith moved that Eisnor & Lubin be our auditors for '77/'78--this was passed unanimously.

Pam moved that the position of Treasurer be on the Board (as an officer) and that we elect Wayne Smith as a Board member--the vote was unanimous that this motion be passed.

The future of Bay House was the next topic. The question brought up was: Is Bay House effective, is it cost effective, and should it be used as an on-going evaluation of youth needs in the community. Opinions were that for the 3 1/2 years that Bay House has been open, it is not now meeting the needs, as a residential runaway facility. It seems only to be a temporary shelter. Perhaps there is some other vehicle for meeting the needs of youth and their families in crisis. Steve moved that Switchboard re-direct youth serving efforts in a way which is consistent with Switchboard expertise, Wayne seconded this motion. Ron suggested that there be a committee recommendation on this issue to be reported back at the next meeting. The committee will consist of Barbara and Michael.

The Board gave Shirley approval to go to Atlanta to discuss Bay House with T. J. Ritchie.

Debbie came up with a suggestion that perhaps families would volunteer to house runaways as an alternative to Bay House.

The Board gave its approval for Bay House to hire 1 person for the staff for their good efforts and struggle at Bay House. A special thanks to Wayne Smith for the Thanksgiving dinner he prepared at Bay House.

The meeting was adjourned by Ron Lieberman.

Minutes submitted by:  
Joyce Anderson

MAR 14 1978



Telephone  
305/452-0800

RUNAWAY CENTER, INC.

55 N. Courtenay Pkwy.  
Merritt Island, Florida 32952

March 7, 1978

The House of Representatives  
Committee on Education and Labor  
Sub-Committee on Economic Opportunity  
Room 320  
Cannon House Office Building  
Washington, D. C. 20515

Dear Representatives:

As Director of Crosswinds, a runaway shelter/family mediation center on Merritt Island, Florida ("home of the space shuttle"), we serve 500 runaway youth per year with food, shelter and counseling. We are funded through the Runaway Youth Act and a C.E.T.A. project. Through our experiences and community requests, we realize the importance of comprehensive services to youth and families. With current funding through the R.Y.A. (\$65,000), shelter, food and bare-bones adult supervision and counseling is available. It is not unheard of in some centers to have solo coverage where the counselor is responsible for coordinating dinner, doing an intake, and answering the phones all at the same time. Funding at this level causes solo coverage anywhere from 20-50% of the time. Volunteers are how we fill the need for double coverage, but it's hard to get them to give up a Friday or Saturday evening when you're not paying them.

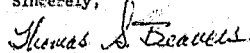
Running away is a symptom of a more indepth and complex family, school, and/or peer problem. These type of problems should be dealt with by professionals not a hodge-podge of interns, peers, volunteers, and burnt out 80 hour a week counselors. For too long runaway staff have had to work twice as hard, with half the resources in a quarter of the time, that the Mental Health professional (who's paid \$3,000 more) had to do it in. Is there no justice?

We can prove we're more cost efficient, we're more in the mainstream of youth problems and we know our community resources. Considerations in funding should include not only guidelines as to what should be done but money to support these programs. Crisis intervention has always proven to be more cost effective, but that doesn't mean it is less valid.

Give runaway centers the funding to provide competent family mediation, resources to deal with abuse, pregnancy, employment, legal, and medical problems and we'll show you an alternative service capable of dealing with families outside the Mental Health realm. A formula that might help in this resolution would be to fund the program \$20,000 per every 100 youth seen in residency or outpatient family sessions (2 or more times). These monies would supply needed living space, adequate professional supervision and counseling.

I am and always will be an available voice in letting Washington know what's happening in the world of alternative services.

Sincerely,

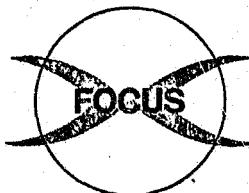


Thomas S. Beavers  
Executive Director, Crosswinds  
Chairperson, Florida Network of  
Youth and Family Services

TSB/gw

FOCUS HOUSE  
1916 Goldring Avenue, Las Vegas, Nevada 89106

FOCUS WEST  
1701 North 'J' Street, Las Vegas, Nevada 89106



FOCUS HOUSE  
(702) 384-2914

FOCUS WEST  
(702) 648-2882

March 21, 1978

Subcommittee on Economic Opportunity  
C/O Gordon Raley  
320 Carron Building  
Washington, D. C. 20515

TO: Subcommittee on Economic Opportunity

FROM: E. B. Schanzenbach, Executive Director, Focus, Inc.

RE: Oversight Hearings of RYA

As a director of a Runaway Youth program, I feel it is imperative to express my views to your committee.

There are several areas of organization and legislation that the committee should examine.

1. A coordinated effort by all government agencies serving youth. I believe it would be cost effective and efficient to at least coordinate efforts among agencies such as LEAA and YDB to avoid duplication and to better carry out the mandates of the Runaway Youth Act.

2. As has become apparent in the last 2 years, increasing numbers of local youth cannot return to the parental home. I would assume that it be within the scope of this committee to address the problem and to explore alternative possibilities.

a. For congress to allocate funds so that local communities are able to establish a network of foster care or group homes.

b. To provide funds for the training of foster parents or group home parents.

c. In order for group or foster homes to receive initial and continued funding, they must prove to the satisfaction of Congress that they provide training in independent living skills for the youth and prove that youth can transition from the group home to independent living situations if the youth's age permits.

d. It is imperative that all legislation pertaining to youth be examined and coordinated.

e. In establishing guidelines for the coordination of effort, Congress needs to examine regional differences and existing state laws. Recognizing the autonomy of each state in the area of laws concerning youth a massive education effort would be required to establish this coordination of effort.

3. Funds need to be available to youth programs so that they can provide innovative programs and not just bare maintenance, i. e. food and shelter.

4. Legislation should mandate a coordination of effort within the state and community as a prerequisite to federal funding. It has been my experience that much time, money and effort has been wasted because of this lack of coordination.

Thank you for your time and consideration. It is my sincere hope that order can be brought to the chaotic conditions that exist and that a comprehensive plan with sensible guidelines are achieved for all government agencies dealing with youth and families.

Sincerely

E. B. SCHANZENBACH  
Executive Director

*E. B. Schanzenbach*

cc: Roger Injayan  
Senator Cannon  
Senator Laxalt  
Rep. Santini

*Head Rest, Inc.*

Philip S. Trompeter  
President, Board of Directors

Post Office Box 1271  
Modesto, California 95353  
(209) 526-1440

Richard R. Mowry  
Executive Director

March 27, 1978

Subcommittee on Economic Opportunity  
c/o Gordon Raley  
320 Cannon Building  
Washington, D.C. 20515

Dear Sir:

As a grantee under the Youth Development Bureau of HEW since July, 1976, we have been generally pleased with the administration of the grant since it enabled us to provide greatly needed services to youth and their families in Stanislaus County. However, I am happy to hear that the committee is looking for ways to improve the administration and, therefore, the services received by our clients.

I think our biggest need is to have more support for our RPD, Roger Injayan. We think Roger is great, but we need more of him. Because he supervises 18 programs and has had no clerical assistance, we rarely get to see him or communicate with him. That was especially difficult for us last year because we were just starting. We needed to know if we were interpreting the guidelines correctly, providing adequate services, and were in conformance with standards set by YDB. We ran for a year and a half before getting that feedback. Roger was too overworked just handling little emergencies to be able to get to these "basics".

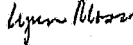
Another concern is the forms and reporting that we do for YDB. I was in total agreement with the statements made about the forms. Feedback on the forms is inadequate. We do wonder if they reach anyone or do any good, yet I feel we are conscientious about completing them and we have a paid staff member, our Statistician, who takes responsibility for collecting all forms and reviewing them to make sure they are complete. The counselors complain about the time required to fill them out. Does YDB need such detail about all our clients? If they need it, why don't we get information or feedback in return so we can adjust our services if necessary? I have already submitted some specific suggestions to Sheila Morgenstern.

And in conclusion, we emphatically encourage the efforts you have recently made toward developing guiding youth policies and federal philosophy. One of our staff members attended a conference to develop a federal statement

about prevention issues, and another staff person is attending the conference concerning "Runaway centers as alternative mental health agencies". Resolving these issues will unify the service providers and improve the availability and quality of services for young people across the country.

If there is anything our program can do to help your efforts, please let us know.

Sincerely,



Lynn Moss  
Project Director  
Youth Service Bureau

LM: bli



LOCATED ON 8TH AVENUE  
½ BLOCK EAST OF SUMMIT STREET

# HUCKLEBERRY HOUSE

24-HOUR CRISIS COUNSELING FOR YOUTH

PHONE (614) 294-5553

MAILING ADDRESS: 1421 HAMLET STREET, COLUMBUS, OHIO 43201

Huckleberry House is a place for young people under 18 who cannot or will not return home. Many young people feel as though they have no where to go, and no one to talk to when they have problems at home, at school, with their friends or whenever. Some young people set off on their own to try and find such a place or person. (Huckleberry House, located 1 block from Summit Street on East 8th Avenue, tries to fill these needs.)

Huckleberry House has counselors for young people who are making decisions about their lives. Huckleberry House has counselors for family members to sit down and talk over what is happening to them.

Huckleberry House tries to help young people be better able to live with their own families. We realize that when people get upset, not understanding each other in common. Sometimes, talking over problems with someone outside the family helps. (Huckleberry House tries to fill these needs.)

In some cases where family members cannot live comfortably together, Huckleberry House tries to help family members find other living arrangements.

When young people run away, they often feel they have no place to go that will be helpful to them. Huckleberry House will help youth look at all sides of the problem. Sometimes this takes a few hours, sometimes it takes a few days.

What happens at Huckleberry House is strictly voluntary. No one is ever held against their will. Huckleberry House does not "hide-out" anybody either. What Huckleberry House does is straight forward and open.

Less than half of the youth who come to Huckleberry House need a place to stay overnight. Huckleberry House has "dormitory type" rooms and food for about 12 youth at any one time in it's supervised but open shelter program. Those who do live at Huckleberry House for the 3 - 5 day average stay have contacted their parents or guardians and have worked toward solving their problems. They have also agreed to live responsibly, living up to the Huckleberry House rules and expectations.

Some youth who have left home, come in and decide not to use Huckleberry House.

Some youth who want to talk over their problems do not leave home, but come in for a little while to talk to a counselor and then go back home. Huckleberry House, however, is not a recreation center or "hang-out". Young people who decide to use Huckleberry House come to work hard on their problems, because we expect a lot out of them.

DECISIONS

Many who wish to use the resources of Huckleberry House feel that their situation gives them mixed feelings. This is normal. We encourage people to take the time needed to resolve the problem. At best, this is difficult. However, based on our experiences with young people and their families in crisis, we have found that sitting down with a person outside the family can be helpful.

The staff persons at Huckleberry House are relatively young, understanding and helpful. They are available to talk 24 hours a day. The staff is composed of part-time and full-time "Housemanagers and Coordinators" who meet people who come in the door. They are also helpful in a variety of other ways and basically know what is going on.

Professional counselors are also at Huckleberry House from 10 am to 10 pm to help with individual problems or assist family members.

The staff likes to take the time to get to know each young person as an individual. At Huckleberry House there is time to talk about feelings and problems which confront everyone during a family conflict.

Huckleberry House has a Board of Directors that sets policy and oversees the entire program. These people are listed below.

Naren Biswas, Attorney  
 Lola Butler, Social Worker  
 Ron Cornelius, Businessman  
 Marion Grey, Nurse  
 James Hamer, School Community Agency  
 Ruby Hodo, Parent  
 Maggie Huff, Realtor  
 Betsy Lantz, Student  
 Dorothy Madden, Social Worker  
 Rob Marx, Social Worker  
 Pay May, M.D., Child Psychiatrist  
 Mert Pervin, Businessman  
 Carol Ramage, Student  
 Lowell Rinehart, Businessman  
 Gloria Robinson, Nurse  
 Kitty Scidano, Social Worker  
 Pat Townsend, Teacher  
 Emerson Wollam, Realtor  
 Jesse Wood, Businessman  
 Barbara Wood-Titus, Social Worker

# A PROFILE OF YOUTH SERVED BY HUCKLEBERRY HOUSE

Most youth who come to Huckleberry House are runaways. The ratio of boys to girls is 2:3; 15% are black youth, 84% white. About half are 15 or 16, another 1/5 are 14, another 1/3 are either 13 or 17.

80% of these youth come on their own or because a friend suggested it. (Although Huckleberry House also sees another group of youth (about 1/4 the total) through Franklin County Children Services Unruly Unit, but only for shelter, not counseling). About 75 - 80% leave from a primary home (10 - 20% leave institutions); 41% are now coming directly for help at Huckleberry House, while about 50% leave for a friend's home or hit the streets. 60% have been gone for less than 24 hours before coming to Huckleberry House and for about half of the youth, it is only their first or second time to leave home.

75% of the youth are still in school, most of them in Junior High or above. Almost half of the youth say that they are having problems related to their family or parents, while 11% want independence and 7% feel outright rejected and personally lonely.

A little less than half of the youth actually stay overnight for an average of 3-4 days. Of all the youth who come in the door, half of them return to a home, another 1/8 go to institutions and about 1/4 leave without involving Huckleberry House in their plans as to what they will do next.

About 500 runaway youth come to Huckleberry House each year. (About 200 other youth receive service from Huckleberry House). Another 1500 people call or come in for information, resources or looking for missing youth. Over half of the youth call home with the help of staff and of those that do, well over half of them sit down with a counselor and their family.

## WHERE WE GET MONEY

The services of Huckleberry House are free to the young people. Help is strictly voluntary and no one is under any obligation to use the service if they don't want to.

Even though the services to you are free, someone pays for them. Huckleberry House gets money from the Franklin County Board of Mental Health and Retardation (648), Franklin County Children Services, the Office of Youth Development, (Washington, DC) and the City of Columbus.

Huckleberry House also receives lesser amounts of money through grants and donations from church and civic groups, individuals and people who have used the service. All donations are tax exempt.

Huckleberry House also uses volunteers. If you would like more information or have any questions please feel free to call. We might be able to answer them by phone, or we have staff available who could come and talk to a group of people about our program.

Huckleberry House offers services voluntarily to youth - no one will ever be held against their will - so that they might be heard and helped. The hope is that youth might be reconciled with their family. If this is not possible another alternative is sought. In a supportive atmosphere designed to offer the freedom and the opportunity to make responsible decisions, HUCKLEBERRY HOUSE provides:

- \*Emergency food and 3 - 5 days of overnight shelter for young men and women under 18 years of age (there are 12 beds)
- \* 24 hour emergency crisis counseling to young people and their families as well as information and referral to community resources
- \* 24 hour short-term family and individual counseling
- \* Pre-crisis counseling to young people and their families to prevent family crisis
- \* Short-term, non-residential group counseling for young people and for parents
- \* Educational programs for civic groups, churches and schools

**HUCKLEBERRY HOUSE**  
24-HOUR CRISIS COUNSELING FOR YOUTH

24 Hour Crisis Telephone 614-294-5553

Mailing Address: 1421 Hamlet Street  
Columbus, OH 43201

Rev. W. Douglas McCoard  
Executive Director

## RUNAWAY YOUTH

ANNUAL REPORT ON ACTIVITIES CONDUCTED TO IMPLEMENT THE RUNAWAY YOUTH ACT BY THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF HUMAN DEVELOPMENT SERVICES, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, YOUTH DEVELOPMENT BUREAU

### SUMMARY OF FINDINGS

While this report is designed to document the activities conducted by the Department of Health, Education, and Welfare during FY 1977 to meet the goals of the Runaway Youth Act, the following summary of findings is intended to provide a brief overview of the characteristics of the National Runaway Youth Program.

In FY 1977, 128 runaway youth projects and the National Runaway Switchboard were funded under the Runaway Youth Act. During this period, these projects provided services to over 68,000 runaway youth and their families -- nearly double the number of runaway youth served in FY 1976.

Projects funded under the Runaway Youth Act are currently located in 44 States, Puerto Rico, the District of Columbia, and Guam. Fifty-seven percent of the projects are located in urban areas, while 24 percent are located in suburban and 19 percent in rural settings. The average project funded under the legislation has been characterized as:

- an established, private, non-profit agency with a single director;
- affiliated with a larger organization;
- providing more than the basic set of services mandated by the Runaway Youth Act;
- providing temporary shelter from within the facility;
- operating from a single location;
- subscribing to the four National goals of the Runaway Youth Act but with a broader set of local project goals; and,
- indicating a "youth focus" in philosophy.

Of the approximately 68,000 youth who were served by the projects funded under the Runaway Youth Act for FY 1977, 35,000 were served through the National Runaway Switchboard. The Switchboard is a toll-free telephone service for runaway youth and their families which operates throughout the Continental United States, and is designed to serve as a neutral channel of communication between runaway youth and their families and

to refer youth to agencies within their own community for needed assistance.

The other 33,000 youth received direct services from the 128 community-based runaway youth projects. Data collected during FY 1977 on these youth indicate the following:

- 59 percent of these youth were female and 41 percent were male.
- The majority of these youth (66.3 percent) were age 14 through 16, with the modal age of the youth served being 15.
- 73.2 percent of the youth served were White, 13.8 percent of the clients were Black, 7.2 percent were Hispanic, and the remainder (5.8 percent) represented various other ethnic and racial backgrounds.

Based upon the data collected by the projects funded under the Runaway Youth Act on the clients served during FY 1977 as well as on the results of program and research efforts conducted by the Department, several overall conclusions can be drawn about the implementation of the Runaway Youth Act during FY 1977. These conclusions, which are summarized below and detailed in this report, will undoubtedly have a major impact on future program efforts under the Runaway Youth Act.

- The runaway youth projects are serving a greater proportion of "vulnerable youth" -- as defined by the variables of age, sex and situational status -- than their representation in the runaway youth population Nationally.
- The runaway youth projects are increasingly being utilized as a resource by youth and families in crisis, of which the actual event of running away from home is only one symptom of the problems that are being experienced.
- Projects funded under the Runaway Youth Act are providing more comprehensive services to runaway youth and their families than in the past; and the nature of the runaway youth problem is more complex, long-term and severe than just being on-the-run.

- Runaway youth are staying closer to their home communities during the runaway episode and, as a result, community support for and involvement in the problems of runaway youth has increased. (Over 50 percent of the youth served by the projects had run ten miles or less during the runaway episode.)
- There is a growing need for expanded aftercare, intermediate and long-term care for the youth served by these projects as many of the youth have family-related and long-standing unresolved problems and as an increasing number of homeless and nomadic youth are seeking services from the runaway projects.
- The projects funded under the Runaway Youth Act are rapidly becoming legitimated and stable members of the social service system, and this is due in part, to the legitimization of the runaway youth problem Nationwide and the professionalization of services for runaway youth under the Runaway Youth Act.

## Introduction

Section 315 of the Runaway Youth Act requires that the Secretary of the Department of Health, Education, and Welfare report annually to the Congress on the status and accomplishments of the projects which are funded under the Act. This Report, which covers the Fiscal Year ending September 30, 1977, is submitted in response to that legislative requirement.

The Runaway Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415) was signed into law on September 7, 1974. The legislation was enacted in response to the widespread concern over what was then characterized as an alarming number of youth who leave home without parental permission and who, while away from home, are exposed to exploitation and other dangers encountered while living alone on the streets.

On October 3, 1977, in recognition both of the effectiveness of the National Runaway Youth Program in meeting the needs of runaway youth and their families over the past three years and of the persistence and seriousness of the runaway problem, the Congress extended the Runaway Youth Act for an additional three-year period.

Running away continues to be a major problem in this country. The National Statistical Survey on Runaway Youth found that approximately 733,000 youth, ages 10-17, leave home without parental permission at least overnight annually.<sup>1</sup> In addition, there is evidence of large numbers of homeless, neglected and nomadic youth who often go unserved by the traditional social service agencies.

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1 The National Statistical Survey on Runaway Youth, Opinion Research Corporation, Princeton, New Jersey, June 1976. This study was conducted for the Department of Health, Education, and Welfare in response to the requirements of Part B of the Runaway Youth Act.

In order to more effectively meet the needs of these youth, the Runaway Youth Act authorizes the Secretary of the Department of Health, Education, and Welfare to make grants and to provide technical assistance "to localities and nonprofit agencies for the purpose of developing local facilities to deal primarily with the immediate needs of runaway youth in a manner which is outside the law enforcement and juvenile justice system." The legislative goals of this grants program are:

- . To alleviate the problems of runaway youth;
- . To reunite youth with their families and to encourage the resolution of intrafamily problems through counseling and other services;
- . To strengthen family relationships and to encourage stable living conditions for youth; and
- . To help youth decide upon a future course of action.

The National Runaway Youth Program, through the implementation of these four legislative goals, is impacting significantly on the lives of many vulnerable, homeless and runaway youth. Runaway youth now have access to a Nationwide network of community-based programs of service designed to address their needs while they are away from home and on an aftercare basis, as required. These programs offer specialized professional services to a subpopulation of young people who, in the past, were largely either treated as juvenile delinquents or left to cope with their problems on their own.

In FY 1976, the National Runaway Youth Program -- through its community-based projects and the National Runaway Switchboard -- served over 34,000 youth and their families.<sup>2</sup> In FY 1977, the increase in program size, expertise and public support resulted in services being provided

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<sup>2</sup> Of these youth, approximately 19,000 were served by the National Runaway Switchboard and 15,000 by the community-based runaway youth projects.

to over 68,000 youth and their families,<sup>3</sup> thereby doubling the number of youth and families served during the previous year.

This report is designed to document the progress of the National Runaway Youth Program during FY 1977 in meeting the goals and intent of the Runaway Youth Act. Section I of this Report examines the Department of Health, Education, and Welfare's program efforts undertaken during FY 1977 to meet the goals of the Runaway Youth Act. Section II profiles the clients served and the services provided by the projects funded under the Runaway Youth Act during FY 1977, and examines the impact of these services in terms of the four legislative goals. Section III describes the major research and evaluation initiatives undertaken during FY 1977 designed to expand the existing information base regarding the needs, problems, and service requirements of runaway youth and to determine the impact of the services provided in addressing these needs. Finally, Section IV identifies several major conclusions and emerging program issues which will affect future program efforts under the Runaway Youth Act.

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3 Of these youth, approximately 35,000 were served by the National Runaway Switchboard and 33,000 were served through the local runaway youth projects.

I. Major FY 1977 Program Initiatives Relative to the Implementation of the Runaway Youth Act

The FY 1976 Annual Report identified two priority areas in which continued efforts were required in order to further strengthen the projects funded under the Runaway Youth Act. These areas, in turn, became the major program objectives to be implemented by the department during FY 1977 in order to meet the legislative goals of the Runaway Youth Act.

These two objectives were: (1) capacity building -- to continue programmatic efforts designed to enhance the service and administrative capacity of the funded runaway youth projects to deliver effective services to runaway youth and their families; and (2) research and evaluation -- to continue research efforts into the problems and special needs of runaway youth and causes and complexities of runaway behaviour; and to conduct a National evaluation of the projects funded under the Runaway Youth Act.

This section discusses the FY 1977 program efforts under the capacity building objective and examines the progress of the HEW-funded projects in this area since FY 1976, while Section III details the Department's activities under the research and evaluation objective. The capacity building objective was designed to develop, strengthen, and document the ability of each project and of the National Runaway Youth Program overall, to meet the needs of runaway youth and their families and to impact positively on the runaway problem Nationwide.

During FY 1976, program efforts in capacity building revealed that the majority of the HEW-funded projects had little experience in managing Federal funds. In addition, few projects knew how to maintain or to compile formal records or reports on the clients served. Program capacity was geared towards meeting, on a project-by-project basis, the diverse and often conflicting priorities and needs of local communities, in their attempts to deal with the runaway youth problem rather than towards meeting the National goals of the Runaway Youth Act.

Under the Runaway Youth Act, local communities were required to develop and/or to demonstrate the capacity to meet, on a larger scale, the objectives and priorities of the Runaway Youth Act. These objectives, however, were not always consistent with, or the same as, local community objectives. The ability to do both -- to respond to local community needs and, at the same time, to meet the National goals of the Runaway Youth Act -- required extensive program and technical assistance as well as sensitivity to the potential conflicts between local and National objectives for services to runaway youth and their families. FY 1977 program efforts in capacity building were thus specifically designed to provide the HEW-funded projects with the program and technical assistance required to increase their capacity to meet both the local and the National goals for services to runaway youth and their families. The major results of this effort are summarized below.

#### Technical Assistance

FY 1976 technical assistance efforts identified planning and evaluation as constituting the weakest program areas in most of the HEW-funded projects. During FY 1977, therefore, efforts were directed towards strengthening the ability of project staff to plan, implement and evaluate their programs from both a local and a National perspective. Through planning and evaluation workshops, each project developed the capacity to systematically assess the services they were providing to runaway youth in terms of the goals of the Runaway Youth Act, and learned how to measure their effectiveness against these goals as well as the other priorities established by the project.

Additionally, the FY 1976 technical assistance efforts revealed that, for the majority of the HEW-funded projects, the world of paperwork, reporting systems, and the bureaucracy itself were viewed as barriers to effective service provision for runaway youth. In fact, many of the community-based runaway youth agencies were specifically established as an alternative to what was then perceived as an overly bureaucratic and insensitive response on the part of the traditional institutions to the needs and problems of runaway youth.

Through FY 1977 technical assistance workshops and management assistance aimed at helping projects to efficiently organize their reporting and data collection systems, the runaway youth projects developed the capacity to maintain written case records, to provide accurate follow-up and referral services, and to make program changes based upon the information collected on the clients served. The HEW-funded projects are now providing the Department with accurate, timely data on the needs and problems of the youth provided services.

The capacity building objective was also designed to enhance the service components of the funded projects. While FY 1976 technical assistance efforts revealed that the services provided runaway youth by the HEW-funded projects were primarily geared toward the resolution of the immediate, short-term runaway crisis rather than toward the provision of long-term shelter or clinical services, the projects reported an increase in the number of runaway youth in need of more specialized, long-term services such as family casework, aftercare, and intermediate or long-term shelter. As a result, the FY 1977 technical assistance activities focused on increasing the capacity of the runaway youth projects to develop and/or strengthen services for meeting the longer term needs of runaway youth in such areas as aftercare and follow-up, family counseling, foster care, group homes, and linkages with other social service agencies.

#### Uniform Client Statistical Reporting Requirements

Concurrent with the provision of technical assistance designed to increase the capacity of the HEW-funded projects to deliver more effective services to, and to report on, the runaway youth served, the Department developed, tested, and implemented the final set of statistical reporting requirements (the Intake and Service Summary Form) for the projects funded under the Runaway Youth Act. Developed with extensive input from a sample of the HEW-funded projects and implemented by all of the funded projects in June 1977, the Intake and Service Summary Form is designed to provide uniform

demographic, service, and dispositional data on each client provided ongoing services by the HEW-funded projects on either a temporary shelter or a non-residential basis.<sup>4</sup> At the project level, these client statistics are designed both to assist in identifying the program of services that are required to address individual youth needs and to determine changes in the types of youth served and in their service requirements over time. At the National level, these client statistics will be employed for a number of purposes: to profile the youth served under the National Runaway Youth Program; to identify changes in the characteristics of these youth and in their service needs over time; to assess the effectiveness of the services provided on a project-specific and a National basis; and to provide direction in the formulation of policy and future directions designed to strengthen the National Runaway Youth Program.

A computerized Management Information System is currently being developed which is designed to provide feedback on, and to analyze, the client data generated by the Intake and Service Summary Forms on a project, Regional, and National basis. This System, which will be completely operational during the second quarter of FY 1978, will allow for the conduct of more sophisticated data and trend analyses regarding the needs, problems, and service requirements of runaway youth, thereby facilitating strengthened planning and programming efforts at both the project

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4 Areas in which client data are compiled through the Intake and Service Summary Forms include demographic characteristics, information on the youth's family setting/living situation, the reason the youth sought project services/ran away from home, the services provided both directly by project staff and through referrals, and the immediate disposition/living arrangement of the youth following the termination of project services.

and the National levels of operation.<sup>5</sup>

The National Statistical Survey on Runaway Youth

Parts I and II of the National Statistical Survey on Runaway Youth were transmitted to the Congress in FY 1976. As mandated by Part B of the Runaway Youth Act, this Survey was designed to determine the incidence and prevalence of the runaway youth problem, to define the major characteristics of the runaway youth population, and to determine the areas of the Nation most affected. Part I of the Survey presented the first statistically valid National estimates of the incidence (approximately 733,000 youth during 1975)<sup>6</sup> and prevalence (1.7 percent of the youth aged 10 through 17) of the runaway youth problem based upon a Nationwide telephone screening of over 60,000 households. Part II of the Survey constituted a descriptive profile of the runaway youth phenomenon based upon interviews conducted with young people and their parents. These data have enabled the Department to determine the percentage of youth who run away from home annually who are being served by the

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- 5 Initially, the Department also planned to compile individualized follow-up data from each client -- and from his or her mother and/or father figure -- who received ongoing services from the HEW-funded projects and who agreed to participate in such follow-up. These evaluation reporting requirements, however, were not implemented by the projects. In recognition of both the extensive staff time that would be required to collect these data -- thus detracting from the provision of direct services -- and of the level of Federal funding awarded to -- and, therefore, the number of staff employed by -- these projects, the Department decided to eliminate these forms. Reliance, instead, will be placed upon National evaluations for the collection of these follow-up data and for determining the impact of the services to the clients served following the termination of project services.
  - 6 This figure is based upon the revised incidence data presented in Part II of the National Statistical Survey on Runaway Youth.

projects funded under the Runaway Youth Act, and to compare the characteristics of these youth with the National profile of runaway youth.

Part III of the National Statistical Survey on Runaway Youth, which was completed during FY 1977, presents a classification system of runaway youth, based upon definitions of serious/non-serious and delinquent/non-delinquent runaways, designed to enhance the delivery of services to these youth. This classification system will allow the HEW-funded projects to increase their capacity to provide specialized services to subpopulations of runaway youth who exhibit different characteristics of runaway behaviour and to develop more accurate assessments of the service needs of these clients.

Some of the major findings of Part III of the National Statistical Survey on Runaway Youth include:

- 92 percent of all runaways interviewed can be considered serious runners in that they met at least one of the following conditions: they were away from home without permission for more than 48 hours; the youth's parents reported him/her missing; the youth had no idea of where he/she would go; or, the youth had traveled ten miles or more away from home.
- Among the serious runners, 54 percent of all runaways interviewed were considered nondelinquent while 38 percent of those interviewed were classified delinquent. To be classified as delinquent, a serious runner had to meet at least one of the following conditions: the youth had been adjudicated delinquent before he/she ever ran away from home; the youth was adjudicated delinquent during a runaway episode; the youth reported his/her own delinquent behaviour as a reason for wanting to run away; or the youth reported 51 or more days of absence from school in the most recent year, some of which was unexcused; and, in addition demonstrated, from his or her testimony at different times during the interview, a propensity toward delinquent acts.

Based on this classification of serious/non-serious runners and delinquent/non-delinquent runners, several other important findings were reported in Part III of the Survey in terms of age and sex variables. These include:

- Within the categories of delinquent/non-delinquent, three out of five of the delinquent group were male, and a slight majority of these runaways were older youth. Among the non-delinquent runaway group, five in nine were female, and more than six in ten were younger youth. Thus, delinquent runaways tended to be older and male, with the non-delinquent runaways characterized as younger and female.
- Male delinquent runaways reported having greater difficulty functioning in the school situation and in their relationship to the law than females; females, on the other hand, reported more positive school experiences but also greater problems with their parents than did males.
- When younger and older runners were compared, regardless of whether they were classified as delinquent or not, the major differences were found to revolve around the home situation. The younger runners predominantly reported more severe home difficulties.

The findings of Part III of the National Statistical Survey on Runaway Youth tend to be consistent with some of the findings of the client data collected during FY 1977 by the HEW-funded runaway youth projects. These data indicate that the majority of youth served by the funded projects could be classified as being serious runners. In addition, since problems at home constituted the primary reason for running away, the trend toward serving more younger and female runaways appears to be consistent with the Survey findings that the younger and female runaway experiences more severe problems at home. Section II of this Report provides more detail on the data collected during FY 1977 on the clients served by the HEW-funded runaway youth projects.

Program Performance Standards Self-Assessment  
and Program Monitoring Instrument


The implementation of the HEW Program Performance Standards Self-Assessment and Program Monitoring Instrument by each of the HEW-funded projects constituted the final major activity conducted under the capacity building objective during FY 1977. This Instrument, which comprises the program performance reporting requirements for the projects funded under the Runaway Youth Act, is designed to provide documentation on the extent to which each project is meeting the program performance standards established by the Department related to the Regulations and Guidelines governing the Runaway Youth Act.

Developed through a functional analysis of the service and administrative components of runaway youth projects with extensive input from the FY 1976 funded projects, the Program Performance Standards relate to the thirteen service and administrative components which are viewed as being essential to an effective program of services for runaway youth and their families. The Program Performance Standards, and the Program Performance Standards Self-Assessment and Program Monitoring Instrument, therefore, were designed to serve as a developmental tool to be employed by both the Department and its funded projects in identifying, on a project-specific basis, those service and administrative components which require strengthening and/or development either through internal action on the part of project staff or through

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- 7 The thirteen program performance standards that have been established relate to the basic program requirements contained in Section 312 of the Runaway Youth Act and as further detailed in the Regulations and Guidelines. Eight of these standards are concerned with service components (outreach, individual intake process, temporary shelter, individual and group counseling, family counseling, service linkages, aftercare services, and case disposition) and five relate to administrative components (staffing and staff development, youth participation, including client files, ongoing project planning, and (optional) Board of Directors/Advisory Body).

the provision of technical assistance by the Department.

The Program Performance Standards and the related instrumentation were formally implemented by all of the HEW-funded projects during FY 1977. The self-assessment portion of the Instrument was completed and submitted by each of the projects, and program monitoring site visits were conducted by Departmental staff to each of the projects initially funded in FY 1976 in order to validate these self-assessment data. A preliminary analysis of those projects for which both self-assessment and program monitoring data are available indicates that the highest level of conformance was achieved with respect to such service components as outreach (93 percent), individual and group counseling (89 percent), family counseling (83 percent), and service linkages (80 percent). In contrast, conformance with respect to case disposition (44 percent), staffing and staff development (43 percent), and youth participation (39 percent) was lowest. The Program Performance Standards constitute the primary framework around which technical assistance is being provided to the HEW-funded projects during FY 1978 in order for the projects to provide more effective services to runaway youth and their families.



II. Description of the Projects Funded Under the Runaway Youth Act: Clients Served and Services Provided

This section of the Annual Report profiles the projects funded under the Runaway Youth Act during FY 1977 and the clients served by these projects, and describes the services provided designed to address the needs of these youth and their families.

Section 315 of the Runaway Youth Act establishes four goals for the projects that are funded under the Act. These legislative goals are:

- to alleviate the problems of runaway youth;
- to reunite youth with their families and to encourage the resolution of intrafamily problems through counseling and other services;
- to strengthen family relationships and to encourage stable living conditions for youth; and
- to help youth decide upon a future course of action.

These legislative goals are based upon a series of premises regarding the needs and problems of runaway youth and of the types of services that are required to effectively address these needs. These premises -- stated either explicitly or implicitly in the legislation -- are that runaway youth must be protected from exploitation and the other dangers that they might encounter while away from home; that the problem of runaway youth should be addressed outside the law enforcement structure and the juvenile justice system; that runaway youth require counseling and other assistance in working through the problems which caused them to leave home; that these services should be easily accessible to runaway youth; and that the services that are provided should be directed towards strengthening family relationships and reuniting youth with their families except in those instances in which such reunification is determined not to be in the youth's best interests.

These premises, and the legislative goals in which they are embodied, form the basis for the types of services that are provided by the projects funded under the Runaway Youth Act. The legislatively-mandated services that are provided by these projects -- temporary shelter, counseling, and aftercare services -- are designed to address both the crisis needs of youth and their families during the runaway episode itself as well as to provide the longer-term assistance that may be required to further strengthen family relationships and to prevent the recurrence of runaway behaviour.

The first goal of the Runaway Youth Act -- alleviating the problems of runaway youth -- is directed towards the provision of safe and supportive environments, outside the law enforcement structure and the juvenile justice system, which address the needs of youth for shelter, food, counseling, medical, and other assistance, as required.

The second legislative goal -- reuniting youth with their families and encouraging the resolution of intrafamily problems -- is addressed through the provision of assistance to youth in re-establishing contact with their parents or legal guardian; individual and/or group counseling designed to enable youth to better understand their feelings and attitudes about themselves and their families; and family counseling designed to assist youth and their families to address the problems which precipitated the runaway episode.

Services provided relative to the third legislative goal -- strengthening family relationships and encouraging stable living conditions for youth -- include the provision of counseling to youth and their families both while the youth is in temporary shelter and on an aftercare basis, as required, following the youth's return home or placement in an alternative living arrangement; the provision of other types of services (e.g., specialized counseling) geared to individual client needs both directly by project staff and/or through referrals to appropriate service providers in the community;

and as required, assistance in locating appropriate alternative living arrangements for youth in those instances in which returning home is determined not to be in the youth's best interests.

The fourth legislative goal -- helping youth decide upon a future course of action -- is addressed both through the counseling and the other assistance that is provided designed to enable youth to develop realistic and appropriate decisions regarding their future actions (relative to living arrangements, schooling, employment, and other areas, depending upon individual youth needs) and in resolving the problems which they are experiencing within these contexts.

#### A. Profile of the HEW-Funded Projects

During FY 1977, 129 projects were funded Nationwide under the Runaway Youth Act: 128 of these projects provide services to runaway youth and their families through community-based facilities, while one project provides referral and communication services through a National toll-free telephone service. These projects are located in 44 States, Puerto Rico, The District of Columbia, and Guam (Exhibit A). Over one-half (57.2 percent) of the projects are located in urban areas, while 24.2 percent are located in suburban and 18.6 percent in rural areas.<sup>8</sup>

While the HEW-funded projects share a number of core characteristics in common -- primary among them being the target populations served and the basic program of services provided -- their diversity along a number of dimensions is also apparent.

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8 The statistics presented in this section are based upon a review of the applications submitted by 124 of the 129 projects funded under the Runaway Youth Act conducted by Berkeley Planning Associates, which has been awarded the contract for the National Evaluation of the Runaway Youth Program.

The following profile of the projects is designed to provide an understanding of this diversity in terms of organizational, philosophical, and other variables.

Of the grants awarded during FY 1977, 88.2 percent were made to private and 11.8 percent to public agencies. Nearly three-fourths (73.6 percent) of these projects had past experience in providing services to youth. Most of the projects (70.2 percent) are affiliated with a larger service organization (e.g., the YMCA, the Salvation Army or other community agencies), while 29.8 percent operate as free-standing service programs.

While 77.4 percent of the projects provide services within a single location, 15.3 percent operate out of more than one project site (that is, they have either established satellite locations or provide counseling and temporary shelter at different sites), and 7.3 percent operate as part of a network of projects.

All of the funded projects subscribe to the goals of the Runaway Youth Act. Nearly one-half of the projects (42.5 percent), however, also articulate additional goals for the services which they provide based upon the specific needs of the community in which they are located. These local goal statements include the development of effective preventive services, working as advocates for runaway youth with other service agencies, and establishing viable outreach components. The provision of preventive services to youth and their families constitutes a major service focus of 17.4 percent of the funded projects.

Additionally, the funded projects differ considerably in terms of their management structures and staffing patterns. While 80.5 percent of the projects are headed by a single director, 7.8 percent have co-directors, and 5.4 percent operate as cooperatives. The management of 6.3 percent of the projects is controlled by a Board of Directors. The use of volunteers by the projects also tends to vary considerably: 36 percent of the projects utilize over 30 volunteers, 45.6 percent less than 30, and 18.4 percent less than 12.

B. Profiles of the Clients Served and the Services Provided by the HEW-Funded Projects

Approximately 68,000 youth were served by the 129 projects funded under the Runaway Youth Act during the period covered by this Annual Report. Of these youth, approximately 33,000<sup>9</sup> youth received direct services from the community-based runaway youth projects, and 35,000 were served through the National Switchboard.

National Runaway Switchboard

The National Runaway Switchboard is a toll-free telephone service for runaway youth and their families which operates throughout the Continental United States. Funded at the level of \$260,000, the Switchboard is staffed 24-hours a day by 80 trained volunteers and a paid staff of eight, and is designed to serve as a neutral channel of communication between runaway youth and their families and to refer youth to agencies within their community for needed assistance. The Switchboard has the capability of providing assistance to its callers on a one-to-one basis, to relay messages between runaway youth and their families or to conference telephone calls with a third party (e.g., between youth and parents or an agency).

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9 This figure is based upon an extrapolation of eight-month aggregated client data submitted by the HEW-funded projects during FY 1977. During this period, 22,240 youth received services from the HEW-funded projects. The extrapolation, however, is probably a conservative one. The National Statistical Survey on Runaway Youth indicates that the largest proportion of runaway incidents occur during the months of June through September. An individual client reporting system (the Intake and Service Summary Form) was instituted by the HEW-funded projects on June 1, 1977 and, therefore, this four-month period is not reflected in the aggregated client totals.

During the period covered by this Report, over 40,000 telephone calls were placed to the Switchboard.<sup>10</sup> Youth accounted for 86.7 percent of these telephone calls, while parents placed five percent of the calls. The remaining calls were placed by acquaintances or relatives of runaway youth (6.4 percent) or by agencies (1.8 percent). Of the youthful callers, 83.5 percent had run away from home, 14.7 percent were classified as prerunaways, and 1.8 percent had been pushed out of their homes by their parents or legal guardians.

Three out of every five of the youthful callers were female (females placed 61 percent of the telephone calls while males placed 39 percent). The average age of these callers was 16. Twenty-nine percent of the runaway youth had been away from home three days or less at the time they contacted the Switchboard; 28.6 percent had been away between four and seven days; and the remaining 43 percent had been away one week or longer.

The need for housing constituted the most serious problem expressed by the youthful callers: 34.5 percent of the youth requested assistance in this area. Family-related problems were cited by 23.1 percent of the callers followed, in descending order of frequency, by emotional concerns (17.4 percent), legal issues (10 percent), sexual and/or pregnancy-related problems (7.1 percent), drug-related problems (3.8 percent), medical concerns (2.4 percent), and physical abuse (1.6 percent).

#### Runaway Youth Projects

During FY 1977, the 128 community-based projects funded under the Runaway Youth provided services to approximately 33,000 youth. Of the total number of youth served, 59 percent were female and 41 percent were male (Exhibit B). The majority of these youth (66.3 percent) were aged 14 through 16, with the modal age of the youth served being 15 (Exhibit C). While 73.2 percent of the youth

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10 This represents a 211 percent increase over the number of telephone calls (19,000) placed to the Switchboard during its first nineteen months of operation.

served were white, the projects served a significant proportion of racial and ethnic minority youth: 13.8 percent of the clients served were Black, 7.2 percent were Hispanic, and the remainder (5.8 percent) represented various other racial and ethnic backgrounds (Exhibit C).

These client data, when compared to the National profile of runaway youth compiled through the conduct of the National Statistical Survey of Runaway Youth during FY 1976, indicate that the HEW-funded projects are not serving the "average" runaway youth with respect to the variables of age, sex, and race/ethnicity. The Survey data indicate nationally that more males (52.3 percent) than females (46.8 percent) run away from home; that the modal age of these youth is 16; and that the vast majority of runaway youth are White (83.5 percent), while 8.4 percent are Black and 5.5 percent are Hispanic. Thus, the HEW-funded projects are serving more females, more younger youth, and more minority youth than are represented in the runaway youth population overall.<sup>11</sup>

The majority of the youth served by the HEW-funded projects were attending school (69 percent). Eight percent of these youth, however, were classified as being truant. Of the 32 percent of the youth who were not in school, 17 percent had dropped out and five percent had been suspended or expelled.

Additionally, slightly over one percent of the youth had graduated from high school (Exhibit E).<sup>12</sup>

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11. This conclusion is described in greater detail in Part C of this Section of the Annual Report.
  12. A comparison of these data with those compiled through the conduct of the National Statistical Survey on Runaway Youth indicates that the school status of the youth served by the HEW-funded projects is largely comparable to that of the runaway youth population overall. Seventy-one percent of the youth interviewed under the Survey who had run away during calendar year 1975 but had returned home were enrolled in school, 15 percent had dropped out, and four percent had graduated from high school.

Nearly two-thirds (62.4 percent) of the youth who sought services from the HEW-funded projects during FY 1977 were runaways (Exhibit F). An additional ten percent of the youth had been pushed out of their homes by their parents or legal guardian.<sup>13</sup> That the projects are also serving a significant number of youth who are experiencing other types of problems is also evident from the data: six percent of the youth served were contemplating running away from home, and 12 percent sought services for non-runaway-related problems. The provision of services to these youth can be considered preventive, in that the resolution of the problems experienced by these youth may obviate the need for them to leave home.

Of the youth served by the projects who were classified as being runaways or pushouts, 41.8 percent had run less than ten miles; an additional 15.7 percent had run less than 50 miles; and 13.9 percent had run over 50 miles.<sup>14</sup> Thus, the majority of the youth served remained within or close to their communities. These statistics are largely comparable to those of the National Statistical Survey on Runaway Youth: of the youth interviewed under that Survey, slightly over half (52.5 percent) had run less than ten miles; 12.3 percent had run less than 50 miles; and 17.5 percent had run 50 miles or more.

Intrafamily problems constituted the primary reason that youth sought services from the HEW-funded projects during FY 1977 (Exhibit G). This reason was cited by 56.4 percent of the youth served. Within the rubric of intrafamily problems, conflict with the mother was most frequently expressed (18.6 percent of the clients), followed closely by problems with both parents (17 percent). In descending order of frequency, problems with the father (9 percent), with a stepparent (6 percent), and with siblings (5.5 percent) were also cited by the clients served.

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13. A "pushout" is defined as being a youth who is directed or encouraged to leave home by his or her parents or legal guardian.
  14. Data are not available on the distance that 28.5 percent of the youth run.

One out of every ten youth (9.9 percent) served by the projects cited school-related problems as a significant reason for seeking services, and 7.7 percent expressed a desire for independence.

The reasons cited by the youth served by the HEW-funded projects for seeking services closely parallel those provided by the National sample of youth interviewed under the National Statistical Survey on Runaway Youth as to why they had run away from home. Almost half of these youth (48 percent) cited problems with parents as the reason for running away from home; nine percent cited school-related problems; and five percent cited a desire for independence.<sup>15</sup>

Several interesting differences can be noted among the reasons expressed by the clients served by the HEW-funded projects for seeking services depending upon the sex of the client. Based upon the FY 1977 data, females experienced problems with their mothers, siblings, boyfriends, and health disproportionate to their representation in the total population served, while males disproportionately experienced problems with stepparents, school, and independent living.<sup>16</sup>

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- 15 Other significant reasons expressed by this National sample of youth for running away from home included looking for adventure (17 percent), wanting to be with or to see a friend (7 percent), verbal abuse (6 percent), and physical abuse by an adult (5 percent).
  16. Females accounted for 66.6 percent of the youth experiencing problems with mother, 66.7 percent of those experiencing problems with siblings, 79.6 percent of those experiencing problems with boyfriend/girlfriend, and 72.7 percent of those experiencing problems with health. Conversely, males accounted for 43.4 percent of the clients experiencing problems with stepparents, 45.9 percent of those experiencing problems with school, 43.4 percent of those experiencing problems with independent living.

The HEW-funded projects provide a wide range of services to their clients. In addition to temporary shelter, counseling, and aftercare services, as mandated by the Runaway Youth Act, the projects provide a variety of other services designed to meet the needs of individual youth either directly or through referrals to other agencies or individuals in the community.<sup>17</sup>

Temporary shelter was provided to approximately 22,000 youth -- 65.9 percent of the clients served -- during FY 1977. The majority of the projects (79.8 percent) provide a temporary shelter directly within their own facilities, while 15.3 percent provide shelter through foster homes and/or purchase of service contracts with other agencies in the community. An additional 4.9 percent of the projects provide temporary shelter both directly and indirectly. The average length of stay in temporary shelter was almost four nights; 60.4 percent of the youth provided shelter stayed five or less nights.<sup>18</sup>

Counseling, designed to assist youth in understanding their problems and in determining the actions required to resolve these problems, constitutes another core service component provided by the HEW-funded projects.

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- 17 In reviewing the applications submitted by the HEW-funded projects, Berkeley Planning Associates classified the projects according to the ranges of services provided. A "basic service package" includes the provision of temporary shelter, counseling to both youth and their families, 24-hour availability directly or through a hotline, aftercare, transportation, and community outreach. Based upon a review of 127 applications, 40.8 percent of the projects were classified as providing the basic service package, 56.2 percent as providing additional services, and three percent as providing less than the basic package.
- 18 Seventy percent of the youth interviewed under the National Statistical Survey on Runaway Youth had run away from home for less than one week.

Such counseling is provided through individual, group, and family sessions. During FY 1977, 96.9 percent of the youth served received individual counseling directly from project staff, and 6.7 percent received counseling through referrals made by the projects to other community agencies. Additionally, 38.5 percent participated in group counseling sessions conducted by the projects, and 1.4 percent participated in group counseling provided through referrals. Almost 40 percent (39.1 percent) of the clients participated in family counseling sessions conducted by project staff, and 5.7 percent received such counseling through referral.

In addition to these core services, the projects have increasingly developed the capacity to provide a wide range of other services geared to the needs of individual clients either directly, by paid or volunteer staff, or through referrals to appropriate community agencies or individuals. Case advocacy efforts, designed to intervene on behalf of and to secure needed services for youth and their families from other community agencies, were undertaken on behalf of 18 percent of the youth served directly by project staff; and an additional 2.3 percent of the case advocacy efforts were implemented through referral. Additionally, 13.1 percent of the youth received assistance from the projects in locating appropriate alternative living arrangements, and 4.7 percent received such assistance through referral. In descending order of frequency, the other services received by the youth during FY 1977 included medical assistance (8.2 percent directly, and 4.3 percent through referral); education-related services (7.2 percent directly, and 2.8 percent through referral); welfare-related assistance (4.6 percent directly, and 2.6 percent through referral); legal services (four percent directly, and 2.9 percent through referral); mental health services (2.8 percent directly, and 4.1 percent through referral); and employment-related services (3.2 percent directly, and two percent through referral).

Of the youth served by the HEW-funded projects on a residential basis during FY 1977, 42.7 percent returned to their families at the termination of

temporary shelter (Exhibit H). For some youth, however, reunification with their families either was not possible or was determined not to be in the best interests of the youth themselves for reasons ranging from the persistence of family problems to the absence of stable living arrangements to which the youth could return. For these youth, appropriate living arrangements were developed by the projects geared to individual client needs. Nearly 24 percent of the youth served on residential basis during FY 1977 were placed in such living arrangements. These included placements with friends or relatives (2.9 and 4.9 percent respectively); placement in group and foster homes (4.1 percent each); placements in other forms of alternative living arrangements (4.9 percent); and independent living situations (2.7 percent). Positive living arrangements, therefore, were secured for two out of every three of the youth served by the HEW-funded projects. The percentage of male and female clients for whom such positive living arrangements were secured was relatively consistent: 66.3 percent of the females and 65.5 percent of the males fell into this category.

Nearly seven (6.8 percent) of the youth served by the projects during FY 1977 went to "other" types of living arrangements. It is impossible, given this classification, to determine whether these dispositions can be described as being either positive or negative. Of the remaining youth provided temporary shelter, 11.2 percent continued running; 2.3 percent were requested to leave by the projects; 1.7 percent were removed by the police; and 11.7 percent left the projects without stating where they were going.<sup>19</sup>

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- 19 The relatively large percentage of youth described as going to "other" types of living arrangements as well as those included under the category "don't know" is reflective of the problems that are encountered when data are compiled on an aggregated, rather than on an individual client basis. Not only are errors in reporting more easily identified and corrected when information is provided on each client served, but also the interpretation of these data is facilitated when they can be analyzed in terms of the needs, problems, living arrangements, and other characteristics of the specific clients involved. For these reasons, the Department implemented an individual client reporting system in June 1977. These individual client data will form the basis for the FY 1978 Annual Report to the Congress.

### C. Conclusions

Several conclusions can be drawn from the data on the clients served by the HEW-funded projects relative both to the characteristics of these youth and to their service needs.

One conclusion is that these projects are serving a greater proportion of "vulnerable" youth -- as defined by the variables of age, sex, and situational status -- than their representation in the runaway youth population Nationally.

Data from the National Statistical Survey on Runaway Youth indicates that 11 percent of the runaway youth population is 13 years of age or younger; that 34.2 percent is aged 14 and 15; and that 54.5 percent is aged 16 or older. In contrast, 14.6 percent of the youth served by the HEW-funded projects during FY 1977 were aged 13 and under; 42.3 percent were aged 14 and 15; and 42.1 percent were aged 16 and over.<sup>20</sup>

Nationally, females account for 46.8 percent of the runaway youth population. In FY 1977, however, 59 percent of the clients served by the HEW-funded projects were female.<sup>21</sup>

Comparable data are not available on the number of runaway youth Nationally who can be classified as being pushouts. The fact that ten percent of the youth served by the HEW-funded projects during FY 1977 were pushouts, however, appears to indicate that the projects are serving a disproportionate number of these youth.<sup>22</sup>

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- 20 When compared to the data on the clients served by the HEW-funded projects during FY 1976, it appears that this age differential is an increasing one: 12.7 percent of the youth served during that year were 13 and under; 42.1 percent were aged 14 and 15; and 45.2 percent were aged 16 and over.
  - 21 This represents a two percent increase in the proportion of females served by these projects over FY 1976.
  - 22 The percentage of pushouts served by the projects has remained relatively stable: in FY 1976, 9.7 percent of the youth served by the projects were classified as being pushouts.

The younger, the female, and the pushout runaway can be considered to be particularly vulnerable subpopulations of runaway youth along several dimensions. Existing data on runaway youth suggest that each of these groups tends to encounter more serious problems both prior to and during the runaway episode than do other categories of runaway youth. Not only do the problems which they encounter within their home situations appear to be more serious and problematic for these subpopulations of runaway youth, but also the runaway episode itself tends to be more stressful and dangerous for them than for the older and the male runaways.<sup>23</sup> The younger and the female runaways in particular are more susceptible to exploitation and to the other dangers that they may encounter while away from home and on the streets. For the younger runaways, this vulnerability is further compounded by the fact that not only are they less likely to be knowledgeable about available resources in the community, but also that they are often less able to cope with and to resolve their problems on their own. Given their age, these youth are less likely to possess the self-awareness and the skills required to develop a perspective on their problems and to formulate realistic solutions to these problems without assistance.

Pushouts represent a particularly vulnerable subpopulation of runaway youth owing to their situational status itself. For these youth, the action of leaving home was largely an involuntary one; they are more likely than other runaway youth, therefore, not only to feel unwanted, but also that fewer options are available to them in the future (e.g., returning home).

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23 These data were drawn from the following studies, among others: The Nature and Incidence of Runaway Behaviour (Behavioural Research and Evaluation Corporation, 1975); The National Statistical Survey on Runaway Youth (Opinion Research Corporation, 1976); and The Runaway Services Typology Study (Scientific Analysis Corporation, 1976).

The overrepresentation of these subpopulations of runaway youth within the clientele served by the HEW-funded projects suggests that the projects are attracting those youth who are in the greatest need of service. While for some runaway youth staying with friends or relatives for a "cooling-off" period while family tensions are dissipated is sufficient, other youth require more intensive, individualized, and supportive assistance in order to resolve the family and other problems which precipitated the runaway incident. The data strongly suggest that the younger, the female, and the pushout runaways fall into this latter category. More than other subpopulations of runaway youth, these youth appear to be in need of the safe and supportive environments offered by projects, such as those funded by HEW, while they are away from home; to require the individualized counseling and other assistance that is provided; and to benefit from the opportunities to involve parents and other family members in problem resolutions that are afforded.

A second conclusion that can be drawn is that the services provided by projects for runaway youth -- both those funded by HEW and those supported by other resources -- are fulfilling the service needs expressed by a significant number of runaway youth and their parents both during the runaway episode itself and following the run. The needs expressed by former runaway youth interviewed as part of the National Statistical Survey on Runaway Youth while away from home focused largely upon survival requirements -- money, a place to stay, food, clothing, love and understanding -- while those of the parents related primarily to locating their missing child. Another significant need expressed by both the youth and their parents was the need for someone to talk to.<sup>24</sup>

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- 24 In response to an open-ended question regarding the kinds of help they needed but could not obtain while away from home, 12 percent of the former runaways stated money; eight percent love and understanding from parents and others; 11 percent friends, boyfriend, someone to talk to; six percent a place to stay; and six percent food, clothing, shower or bath facilities. The need of the parents for information about their missing child was expressed in various ways: 16 percent stated the need for someone to talk to who could tell them what to do; 11 percent greater assistance from police authorities; five percent information; and two percent each, someone (other than the police) to look for the youth and a hot or rap line.

Projects for runaway youth (including the communication and referral services offered by the National Runaway Switchboard) are expressly designed to address these needs as described by youth and their parents. The temporary shelter that is provided meets the survival needs expressed by the youth; the counseling not only addresses the need of youth for "love and understanding," but also the need of both the youth and parents for "someone to talk to," and the contact that is required between runaway youth and their parents addresses the need of parents to know where their child is and that he or she is safe.

Similarly, the counseling that is available to runaway youth and their families on an aftercare basis from the projects addresses the major service need expressed by both the former runaway youth and their parents interviewed under the Survey. While the majority of the youth (69 percent) and almost one-half of the parents (46 percent) interviewed stated that they did not require any services following the runaway episode, counseling constituted the major service requirement expressed by the respondents: 19 percent of the youth stated that they would have liked to have received some form of counseling,<sup>25</sup> and 30 percent of the parents cited the need for counseling, including family services.

A third conclusion that can be drawn from the data on the clients served by the HEW-funded projects relates to the need for an expanded network of community-based services for runaway youth and their families. Running away from home is largely a local phenomenon: data from both the National Statistical Survey on Runaway Youth and from the HEW-funded projects indicate that approximately one-half

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25 In response to the open-ended question, eight percent of the youth expressed the need for counseling for themselves and their parents; seven percent someone to talk to (informal); and two percent each a runaway house and a hot or rap line.

of the youth run ten miles or less.<sup>26</sup> The benefits of providing community-based services to runaway youth are numerous: it enables problem resolution to occur within the environment in which the youth lives and with minimal disruption to school attendance and other ongoing activities; and it facilitates the ability of the project to identify and to provide the services that are required on an aftercare basis -- either directly by project staff or through referrals to appropriate agencies or individuals in the community -- designed to ease the youth's return home or placement in an alternative living arrangement and to continue the problem resolution efforts initiated during the runaway episode. The fact that intrafamily problems constitute the primary reason that youth seek services from the projects further underscores the need for additional community-based programs of service. Involvement of the family in counseling and other problem resolution activities is facilitated when these services are easily accessible to the parents and to other family members.

A fourth conclusion that can be drawn from the data on the clients served by the HEW-funded projects is that these projects are increasingly being utilized as a resource by youth and families in crisis, of which the actual event of running away from home is only one symptom of the problems that are being experienced. During FY 1977, 18 percent of the youth served by these projects were classified either as contemplating running away from home or as being in crisis as compared to 16.5 percent of the youth served during FY 1976. These data suggest, therefore, that the projects are serving important preventive functions by providing services designed to alleviate and/or resolve the family, school, peer, and other problems experienced by youth prior to their becoming crises and being responded to through the action of running away from home.

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26 Of the former runaways interviewed under the Survey, 52.5 percent had run ten miles or less, and 12.3 percent had run less than 50 miles. Of the clients served by the HEW-funded projects during FY 1977, 41.8 percent had run less than ten miles, and 15.7 percent had run less than 50 miles.

### III. Major Research and Evaluation Initiatives Relative to the Implementation of the Runaway Youth Act

In addition to administering the grants program mandated under the Runaway Youth Act, the Department of Health, Education, and Welfare initiated and/or supported several major research and evaluation efforts relative to the National Runaway Youth Program during FY 1977. These initiatives are designed both to determine the effectiveness of the services provided by the HEW-funded projects to the clients served and to expand the existing knowledge base regarding the needs, problems, and service requirements of specific subpopulations of runaway youth. Combined, these efforts are designed to provide the knowledge base required to further enhance the capacity of the HEW-funded projects to provide more responsive and effective services to runaway youth and their families.

One major initiative undertaken during FY 1977 involved the awarding of a contract for the conduct of an indepth evaluation of the National Runaway Youth Program.<sup>27</sup> To be conducted over a fifteen-month period, the contract is designed to examine the extent to which a purposive sample of 20 HEW-funded projects -- selected to represent the various kinds of funded projects with respect to the types of clients served, the range of services provided, and other key project characteristics -- have operationalized and are meeting the four goals of the Runaway Youth Act.

The impact study phase of the evaluation is designed to provide comprehensive data on the effectiveness of the services provided to runaway youth and their families, as measured against the variables specified in the goals of the Runaway Youth Act at the termination of temporary shelter and for a period of four months thereafter. The corollary organizational goal assessment phase of the study is designed to generate documentation on the extent to which these legislative goals are being operationalized by the projects; to determine the effect of specific organizational, community, and other local factors on such goal operationalization; and to assess the impact of these

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- 27 A Request for Proposal to conduct a National evaluation of the Runaway Youth Program was initially published in FY 1976. A contract was not let that fiscal year, however, because the technical evaluation panel found none of the proposals submitted in response to the RFP to be technically acceptable.

factors on the effective delivery of services to runaway youth and their families.

The entire evaluation study, therefore, will not only generate comprehensive data on the effectiveness of the National Runaway Youth Program in meeting the needs of runaway youth and their families, as measured against the four legislative goals, but also will provide indepth information on the effect of organizational, community, and other local factors on the effective delivery of services to the clients served. This information will be employed in identifying the appropriate strategies to be implemented by individual projects (e.g., staff development in family counseling, improved linkages with other social service providers for the provision of needed services) in order to further strengthen the delivery of services to runaway youth and their families and, thereby, to increase their effectiveness.

During FY 1977, the Department also let and/or supported several research contracts designed to fill critical information gaps designed to examine the needs, problems, and service requirements of specific subpopulations of runaway youth served by the HEW-funded projects and to provide the knowledge base required to further strengthen the provision of services to these youth. The information needs which these contracts are designed to address were identified both through site visits conducted at the HEW-funded projects and through the analyses of data on runaway youth generated by these projects as well as through the National Statistical Survey on Runaway Youth and other sources.

One contract is designed to generate information on the characteristics of runaway youth who are unable or unwilling to return to their family setting following the termination of the crisis period, and to identify the service needs of these youth on both an immediate and a long-term basis. This information -- which is being compiled through interviews with youth, their families, runaway project staff, and other community service providers who provided assistance to the youth in five selected sites -- will be used to determine the additional services which are required, either directly from projects

for runaway youth or through referrals, designed to more effectively address the needs of this subpopulation of runaway youth.

A second research effort is designed to determine the aftercare needs of runaway youth and their families and to identify the services which are currently being provided, both directly by the HEW-funded projects and through linkages with other community agencies, designed to address these needs. The end product of this study -- which is being conducted through a survey of all of the HEW-funded projects as well as through indepth interviews with runaway youth, their families, and project staff in five sites -- will be the development of a series of models describing effective aftercare services.

A third research effort is designed to determine whether specific subpopulations of runaway youth -- classified by one or a combination of demographic and/or socio-cultural characteristics such as age, sex, race, ethnicity, and socio-economic status -- have special needs which serve to differentiate them from other categories of runaway youth relative both to the types of problems which caused them to run away from home and to the specific types of services that are required to assist them in resolving these problems. The service implications of each special need that is identified and substantiated through an examination of existing data on runaway youth will be explored in two ways: (1) existing service components which have proved effective in addressing the special need will be identified and described; and (2) alternative service components which appear to have the potential for effectively addressing the special need will be proposed.

A fourth research effort is designed to focus upon the subpopulation of youth and their families who are in need of preventive services within the context of projects for runaway youth. Conducted primarily through a review of the literature on programming for runaway youth and in related human service fields, the study will result in a definition of the youth and their families in need of preventive services from projects for runaway youth; an identification and description of the specific service needs of these target populations; and an identification of the critical issues related to preventive services which need to be addressed through future programmatic and research efforts.

Singly and combined, then, these research efforts are designed to provide the policy-relevant information required to strengthen the provision of services to subpopulations of runaway youth and their families and, thereby, to enhance the effectiveness of the services that are provided in addressing the needs and problems of these target populations. The findings from these studies will be disseminated to projects for runaway youth through several vehicles; primary among these are the development of publications describing the needs, problems, and service requirements of the subpopulations of runaway youth studied and of the service components which are most effective in addressing these needs; and the provision of technical assistance to the HEW-funded projects designed to incorporate these findings into their ongoing programs of service.

The primary focus of the research and demonstration efforts to be supported by the Department during FY 1978 relative to the National Runaway Youth Program will build both upon the findings generated through the research described above and through other related research efforts<sup>28</sup> as well as upon the data compiled on the clients served by the HEW-funded projects. Following the completion of the FY 1978 funding of projects under the Runaway Youth Act, five of these projects will receive demonstration funds -- on an open, competitive basis -- designed to test the capacity of projects for runaway youth to provide services to a broader range of youth and families in crisis (e.g., abused and neglected, pregnant, and/or unemployed adolescents as well as non-runaway youth experiencing school, family, peer, and/or other problems). Data on the youth and families served by the HEW-funded projects for runaway youth indicate that these projects are increasingly being utilized as a service resource by persons experiencing non-runaway related problems. The purpose of these demonstrations, therefore, will be to test the capacity of the projects to increase the range of services provided without detracting from the quality of services provided to

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28 One example of these related research efforts is a current project designed to develop a series of community-based intervention strategies and treatment approaches for physically, sexually, and emotionally abused adolescents and their families.

their primary target populations -- runaway youth and their families.

Additionally during FY 1978, an Operational Manual on the Program Performance Standards will be developed under the contract awarded for the provision of technical assistance to the HEW-funded projects. Assistance to these projects in conforming with the Program Performance Standards constitutes the framework around which the technical assistance is being provided during FY 1978. The Operational Manual will describe the specific steps and/or activities that are required to establish and implement the service and administrative components embodied in the thirteen Program Performance Standards, and will provide samples of the documentation required to demonstrate conformance with these Standards. The purpose of this Manual, which will draw upon the experience gained by the contractor through the provision of technical assistance to the HEW-funded projects around the Program Performance Standards as well as through extensive input from the funded projects, is to provide an ongoing technical assistance resource designed to assist the projects in developing the skills, processes, and activities required to enable them to conform with the Standards.

#### IV. Emerging Program Issues

The National Runaway Youth Program is completing its first three years of operation under the Runaway Youth Act. The program, which now includes 128 community-based runaway youth projects and the National Runaway Switchboard, is located in 44 States, Puerto Rico, the District of Columbia, and Guam. Last year, these projects and the National Switchboard served over 68,000 runaway youth and their families; and in the short span of three years since the implementation of the Runaway Youth Act, they have provided services to over 128,000 runaway youth and their families.

The initial report from the National program evaluation now being conducted by the Department has characterized the average project funded under the Runaway Youth Act:

- an established, private, non-profit agency with a single director;
- // affiliated with a larger organization;
- providing more than the basic set of services mandated by the Runaway Youth Act;
- operating from a single location;
- providing temporary shelter within the facility;
- subscribing to the four National goals but with a broader set of local project goals; and,
- indicating a youth focus in philosophy.<sup>29</sup>

While the major results from this National program evaluation of the projects funded under the Runaway Youth Act, which are not yet available, will assess the actual impact of the services provided runaway youth and their families by the HEW-funded projects, and the overall success of these projects in meeting the goals of the Runaway Youth Act, several initial

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29 The National Runaway Youth Program: Overview and Case Studies of Projects Funded by the Youth Development Bureau, Prepared for the Department of Health, Education, and Welfare under contract by Berkeley Planning Associates, Berkeley, California. Report number two, December 22, 1977, page 12.

reports from this study and other interim conclusions can be drawn relative to the implementation of the Runaway Youth Act over the past three years.

These conclusions, which are presented here in detail, reflect significant program trends and issues which will greatly affect the future direction of the National Runaway Youth Program. Accordingly, the Department of Health, Education, and Welfare will be studying and testing some of the major implications of these findings during FY 1978 in order to help projects funded under the Runaway Youth Act deliver more effective services to runaway youth and their families over the next several years.

Projects Funded Under the Runaway Youth Act Are Providing Comprehensive Services to Runaway Youth and Their Families

Data collected during FY 1977 from the HEW-funded runaway youth projects indicated that the problems of the runaway youth are more complex, long-term, and severe than just being "on-the-run." Not only is today's runaway younger and more vulnerable than runaways in the past, but more often than not, he or she also exhibits an array of problems that range from difficulties in school and at home, to alcohol and drug abuse or teenage pregnancy and prostitution.

In addition, the initial reports from the National evaluation study of projects funded under the Runaway Youth Act indicates that the HEW-funded runaway youth projects are generally committed to serving youth in crisis irrespective of whether formal definitions of being a runaway or having a current runaway episode are involved.<sup>30</sup> As the runaway youth projects become more integrated into the network of community services which serve a broader range of youth, they are also receiving increasing numbers of referrals from these agencies of youth who exhibit a broader range of problems than just running away. As a result, the HEW-funded runaway youth projects are broadening their range of services and developing closer linkages with the major health, education, employment, and welfare services in their communities.

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30 Ibid., Report number two, page 15

For many runaway youth and other youth-in-crisis, the HEW-funded runaway youth project has become the primary and often only point of access in the community with the other major HEW-supported health, education and welfare services for youth.

There is a Need for Expanded Aftercare and for Intermediate and Long-Term Care and Services for Runaway Youth

Often the provision of short-term temporary shelter, crisis counseling and aftercare is not sufficient to meet the needs of an increasing number of runaway youth with more severe and long-term problems than just that of running away. When faced with homeless and nomadic youth or youth from a chronically disrupted family, the HEW-funded projects are often hard pressed to find appropriate intermediate or long-term care facilities for these youth after their stay in the temporary shelter has ended. The ability to effectively meet the needs of these youth is often contingent upon finding suitable placements for them during or after the service delivery process. While a large number of the HEW-funded runaway youth projects have developed the program expertise to provide long-term services to the chronic runaway, nomadic or homeless youth, the projects and their communities lack the resources to provide attendant intermediate and long-term shelter care to these youth. When asked by the Department during FY 1977 to develop a prioritized list of program needs, the majority of the funded projects, especially those projects in operation during the entire three year period of funding under the Runaway Youth Act, identified intermediate and long-term shelter, including foster care, independent living arrangements and group home facilities as some of their highest program priorities.

Runaway Youth are Staying Closer to Their Home Communities During the Runaway Episode and, as a Result, Community Support for and Involvement in the Problems of Runaway Youth have Increased

Approximately fifty percent of the runaway youth served by the HEW-funded runaway youth projects during FY 1977 had run ten mile or less during the runaway episode.

This finding reflects a dramatic shift in the nature of the runaway episode over the past several years. Three to four years ago, and especially in the late 1960's and early 1970's, it was not uncommon for runaway youth to travel great distances during the runaway episode; sometimes crossing the county and State line if not the entire country during their journeys. Findings also indicated that the greater the distance that runaway youth traveled from their home community, the less communities were willing to support and become involved with local runaway youth projects in dealing with the problems of the out-of-town runaway youth.

As more runaway youth are served in their home communities, other local social and welfare service agencies are becoming more involved in the runaway youth problem; and the HEW-funded runaway youth projects are, in turn, becoming more involved with the larger problems of youth in their communities. For many of the funded projects, solving the problems of the local runaway now demands close working relationships with the schools, families and other social service agencies to ensure that a comprehensive and coordinated network of services are available to the runaway youth. In addition, as the problem of runaway youth becomes more local in nature, the HEW-funded runaway youth project has access to the runaway youth over a longer period of time. This has increased the need for more intermediate and long-term care facilities for runaway youth.

The HEW-Funded Runaway Youth Projects are Rapidly Becoming Legitimate and Stable Members of the Social Service System

One of the most significant changes in the National Runaway Youth Program over the past several years has been the movement of the community-based HEW-funded runaway youth project from "a non-traditional, segregated storefront operation"<sup>31</sup> to a professional and respected member of the community's social service system. While it is still too early to measure the precise impact of Federal funding under the Runaway Youth Act on community-based projects for runaway youth,

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31 Ibid., page 16

the implementation of a National program for runaway youth under the legislation has been partially responsible for the legitimization of both the runaway youth program Nationwide and the HEW-funded runaway youth projects at the local level. In addition, Federal funding under the Runaway Youth Act has allowed the HEW-funded projects to hire professional staff, to form linkages with other social service agencies, and to develop a more specialized program of services for runaway youth and their families which deal with alleviating the causal conditions of running away. This movement on the part of the HEW-funded runaway youth projects -- from responding on a day-to-day basis to runaway youth in crisis to dealing with the root problems of runaway youth behaviour by forming service linkages with the social service system at the local, State and National levels -- has been largely responsible for the transformation of the National Runaway Youth Program into a legitimate and professional social service program in its own right.

At the time of this Report, the Department of Health, Education, and Welfare is planning for another three years of program efforts under the Juvenile Justice Amendments of 1977, which amends the Runaway Youth Act and extends its authorization for three more years. As the primary Federal agency responsible for the health, education and welfare of this Nation's youth, the Department views the accomplishments of the projects funded under the Runaway Youth Act as major contributions to the general welfare of large numbers of abandoned, neglected, homeless, and runaway youth who otherwise would receive no assistance in the difficult crises of the teenage years. Accordingly, the Department of Health, Education, and Welfare is enthusiastically increasing its program efforts in order to provide more assistance to the projects funded under the Runaway Youth Act so that they can continue to meet the needs of runaway youth and their families during the next three years.

# EXHIBIT A

## HEW - FUNDED RUNAWAY YOUTH PROJECTS AS OF SEPTEMBER 30, 1977

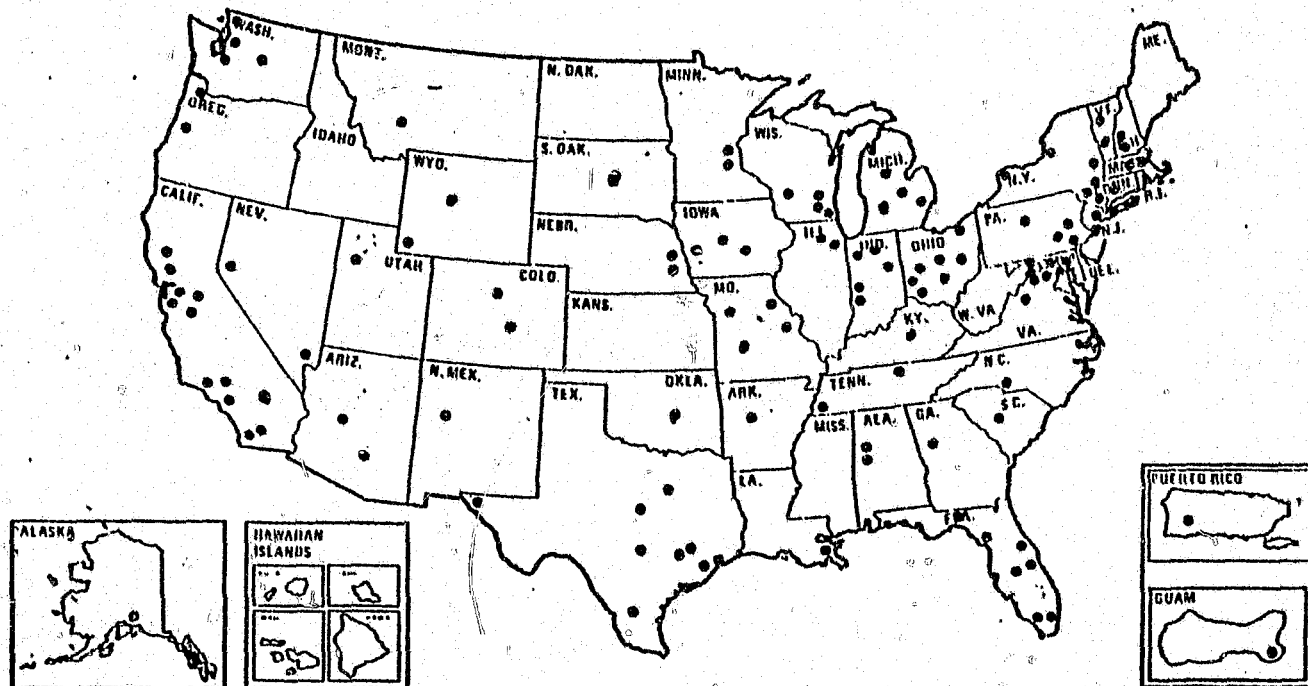


EXHIBIT B  
SEX OF YOUTH SERVED  
BY THE HEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE)

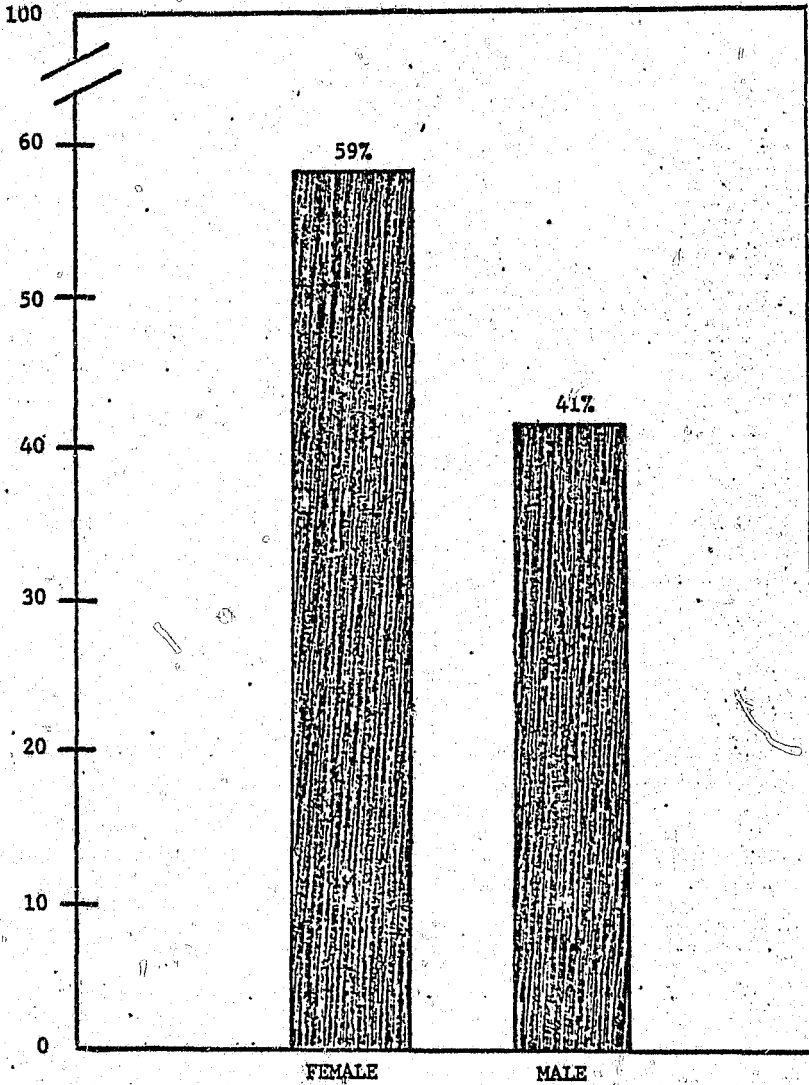


EXHIBIT C  
AGE OF YOUTH SERVED  
BY THE HEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE)

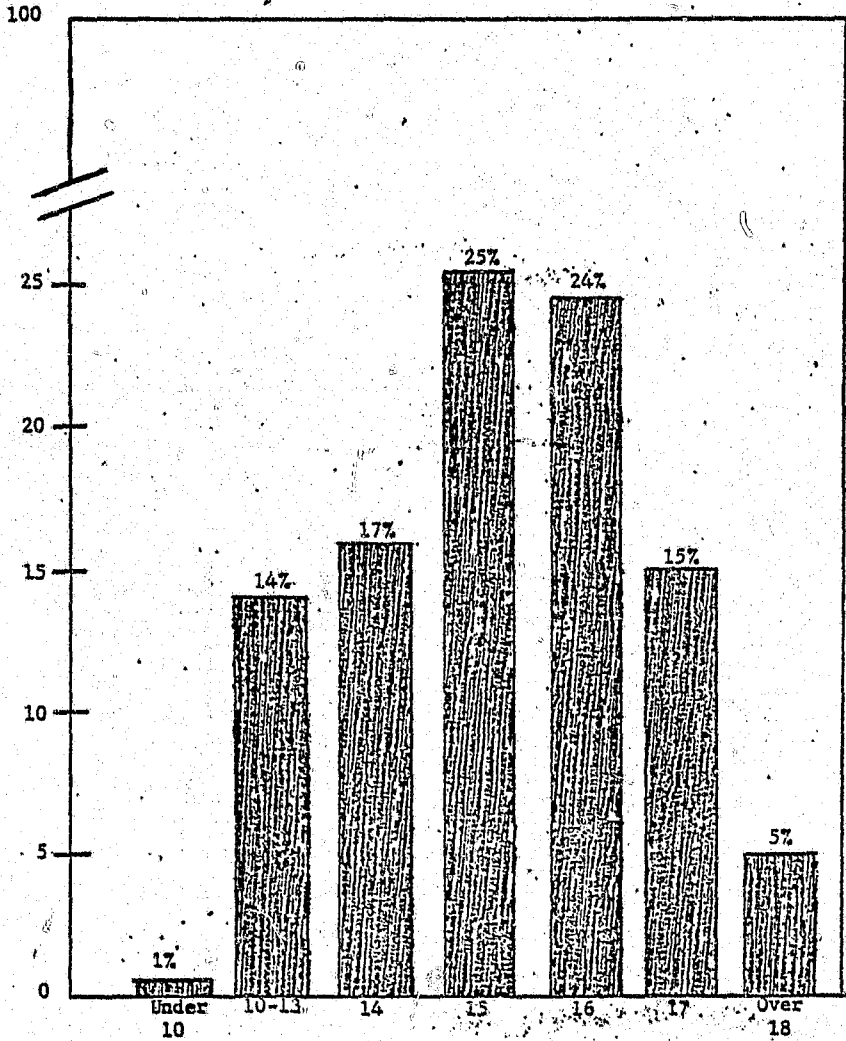


EXHIBIT D  
RACE AND ETHNICITY OF YOUTH SERVED  
BY THE HEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE).

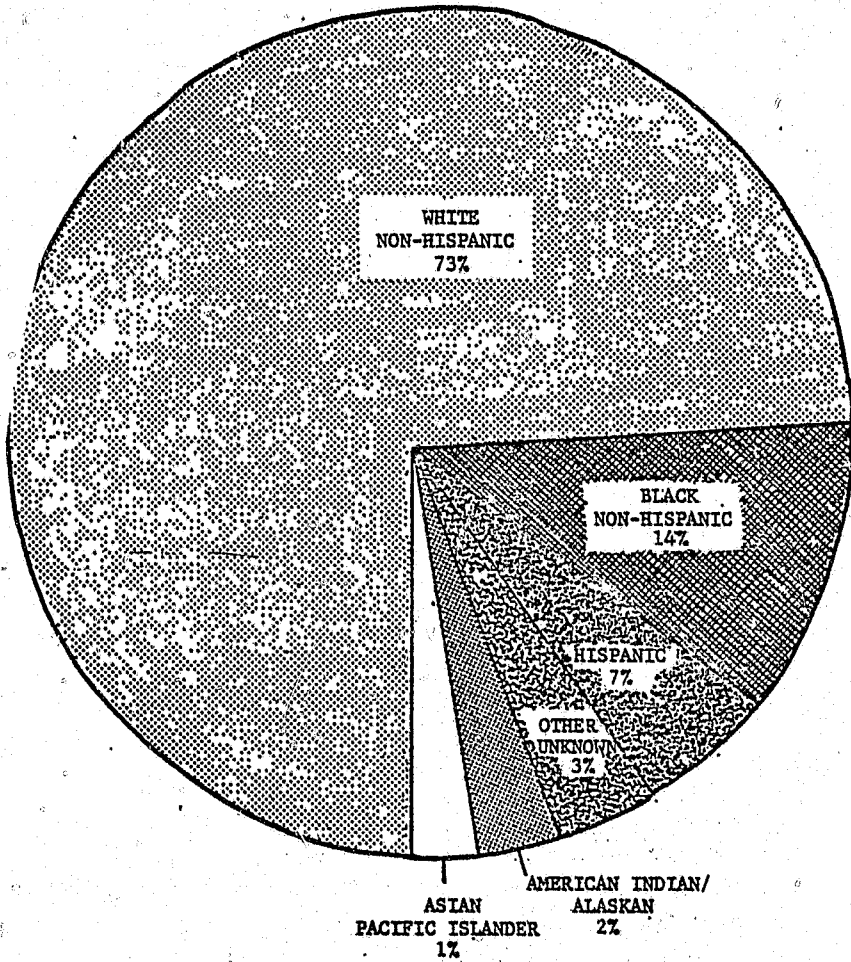


EXHIBIT E  
SCHOOL STATUS OF YOUTH SERVED  
BY THE NEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE)

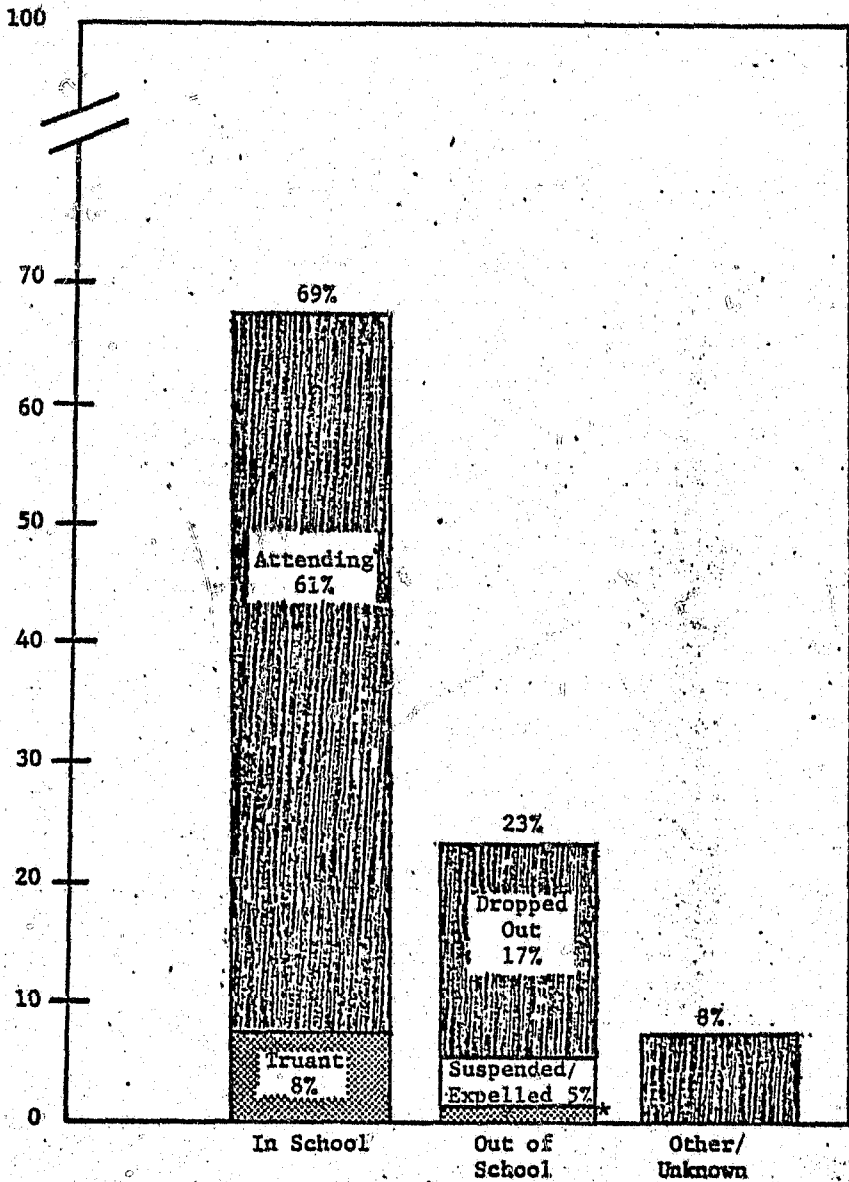


EXHIBIT F  
STATUS OF YOUTH SERVED  
BY THE HEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE)

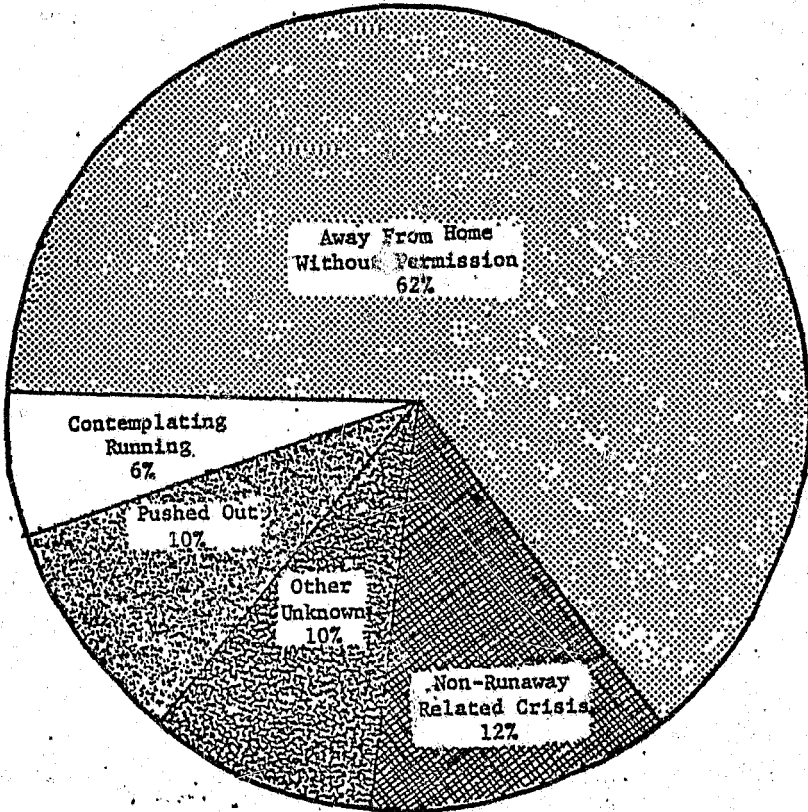


EXHIBIT G  
SIGNIFICANT REASONS FOR YOUTH SEEKING SERVICES  
FROM THE HEW-FUNDED RUNAWAY YOUTH PROJECTS

(PERCENTAGE)

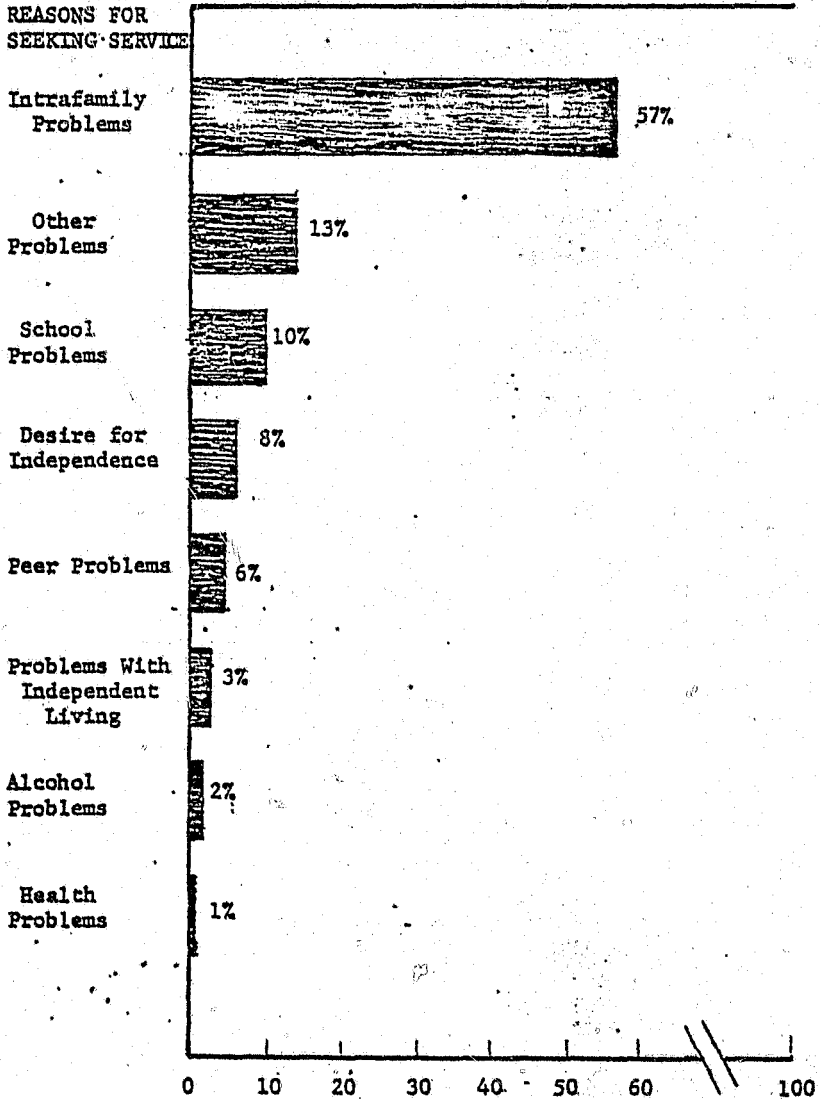
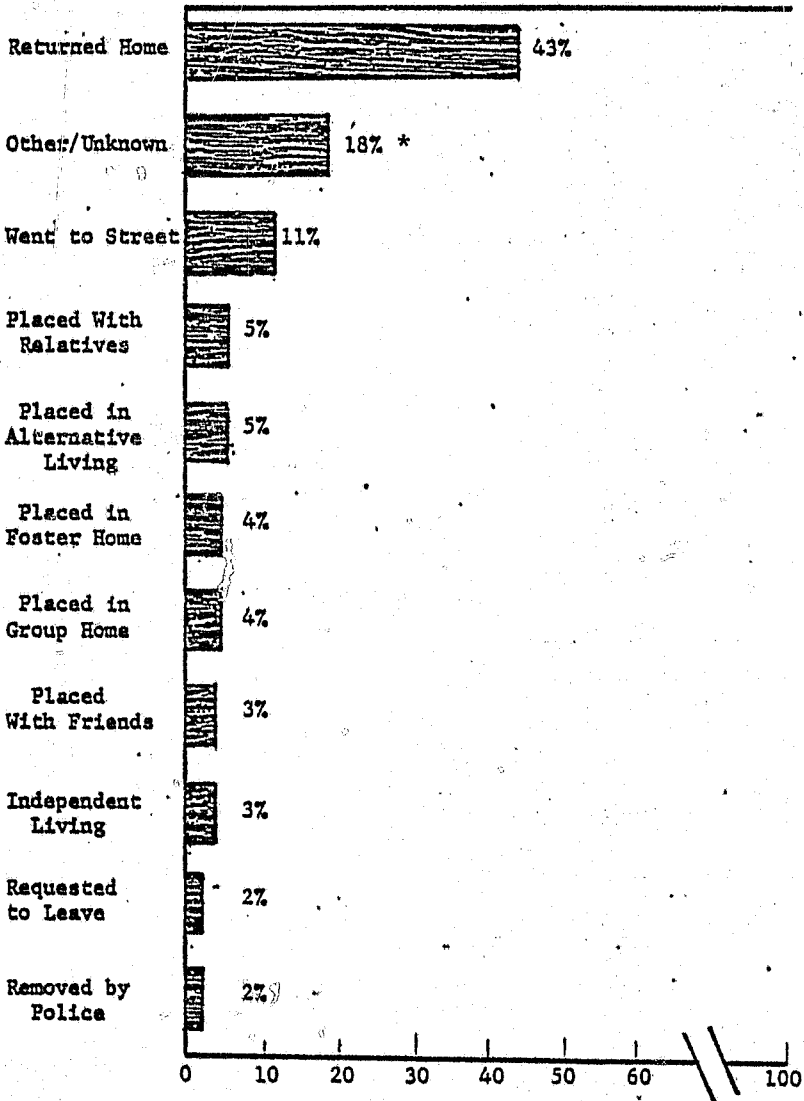


EXHIBIT H  
DISPOSITION OF YOUTH SERVED  
BY THE HEW-FUNDED RUNAWAY YOUTH PROJECTS  
(PERCENTAGE)

## CASE DISPOSITION



\* Other 6.8%; Don't Know 11.7%

OYD-RYP-10-002

## INTAKE AND SERVICE SUMMARY FORM

OND No. 85-R0319  
Expires: October 1978

## 1. IDENTIFIERS

Intake Section Completed By: \_\_\_\_\_

PROJECT Number: \_\_\_\_\_  
(1-4)CLIENT Number: \_\_\_\_\_  
(5-9)INTAKE DATE: \_\_\_\_\_  
mo. (10-11) day (12-13) yr. (14-15)

Has the youth previously been assigned a client number?

If "Yes," use the same  
client numberYes ☐ (16)  
No ☐ 1  
☐ 2

## 2. REASONS FOR SEEKING SERVICES

What were the primary reasons the youth came to the project this time? (Do not read the list of problems to the youth. CHECK NO MORE THAN FIVE REASONS.)

Parent figure or other adult in home:

- Too strict; too protective; youth desires more independence (19) ☐
- Emotionally neglects or rejects youth (20) ☐
- "Threw youth out;" pushed out/ejected from home (21) ☐
- Poor or no communication with youth; can't get along (22) ☐
- Places high achievement demands on youth (23) ☐
- Physically abuses youth (24) ☐
- Threatens to physically abuse youth; youth fears physical abuse (25) ☐
- Sexually abuses youth (26) ☐
- Threatens to sexually abuse youth; youth fears sexual abuse (27) ☐
- Physically neglects youth (28) ☐
- Has alcohol problem (29) ☐
- Has drug problem (other than alcohol) (30) ☐
- Has emotional problem (31) ☐
- Argues with other parent figure or adult in home; marital conflict; possibility of divorce (32) ☐
- Favors siblings or other children and youth in home (33) ☐
- Other: \_\_\_\_\_ (34) ☐  
(specify)
- Other: \_\_\_\_\_ (35) ☐  
(specify)

School:

- Bad grades (41) ☐
- Attendance problems; truancy (42) ☐
- Can't get along with teacher (43) ☐
- Other: \_\_\_\_\_ (44) ☐  
(specify)
- Other: \_\_\_\_\_ (45) ☐  
(specify)

Youth:

- Has problems with justice system for a status offense (46) ☐
- Has problems with justice system for a criminal offense (47) ☐
- Has pregnancy or suspected pregnancy problem (48) ☐
- Has VD or suspected VD (49) ☐
- Has other health problem (50) ☐
- Has problems living independently (51) ☐
- Has problems with peers, including fights at school (52) ☐
- Has girlfriend/boyfriend problems (53) ☐
- Has alcohol problem (54) ☐
- Has drug problem (other than alcohol) (55) ☐
- Has emotional problem (56) ☐
- Other: \_\_\_\_\_ (57) ☐  
(specify)
- Other: \_\_\_\_\_ (58) ☐  
(specify)

Siblings or other children and youth in home:

- Rivalry (36) ☐
- Physically abuse youth (37) ☐
- Poor or no communication with youth; can't get along (38) ☐
- Other: \_\_\_\_\_ (39) ☐  
(specify)
- Other: \_\_\_\_\_ (40) ☐  
(specify)

## 3. REFERRAL SOURCE

3a. Who suggested the youth come to the project this time? (CHECK ONE)

Individual (60-61)

self ☐ 01

another youth ☐ 02

parents or legal guardian ☐ 03

another adult friend or relative ☐ 04

Project

hotline ☐ 05

outreach/street worker ☐ 06

other project staff ☐ 07

Public Agency

school ☐ 08

protective services ☐ 09

mental health ☐ 10

other public agency: \_\_\_\_\_ (specify) ☐ 11

Juvenile Justice System

police ☐ 12

court/probation/detention intake ☐ 13

court hearing disposition ☐ 14

probation supervision ☐ 15

other juvenile justice agency: \_\_\_\_\_ (specify) ☐ 16

Private Agency or Organization

clergy ☐ 17

other private agency: \_\_\_\_\_ (specify) ☐ 18

Other: \_\_\_\_\_ (specify) ☐ 19

Don't Know ☐ 20

3b. Is the agency checked in Question 3a paying the project to provide services to the youth? (CHECK ONE)

(62)

Yes ☐ 1

No ☐ 2

Don't know ☐ 3

3c. If "Yes," the reasons the agency is paying the project to provide services to the youth: (CHECK ALL THAT APPLY)

awaiting placement in an alternative living arrangement (63) ☐

awaiting court hearing for a status or criminal offense (64) ☐

awaiting court hearing for dependency/neglect (65) ☐

Other: \_\_\_\_\_ (66) ☐

## 4. CLIENT TYPE

When the youth came to the project this time, was he or she? (CHECK ONE)

Away from home without the permission of his or her parents or legal guardian (67) ☐ 1

Pushed out/ejected from home ☐ 2

Away from home by mutual agreement of the parents or legal guardian and the youth ☐ 3

Contemplating running away ☐ 4

In a non-runaway-related crisis ☐ 5

Here for another reason: \_\_\_\_\_ (specify) ☐ 6

Don't know ☐ 7

## 5. CURRENT RUNAWAY EPISODE

5a. How long had the youth been away from home without the permission of his or her parents or legal guardian when he or she came to the project this time? (WRITE IN THE NUMBER OF DAYS.) \_\_\_\_\_ (68-70)

Don't know (71) ☐

5b. If "001" is entered in Question 5a, had the youth been away from home overnight when he or she came to the project? (CHECK ONE)

(72)

Yes ☐ 1

No ☐ 2

Don't know ☐ 3

5c. Where did the youth run from? (CHECK ONE)

(73-74)

Home with parents or legal guardian ☐ 01

Relative's home ☐ 02

Friend's home ☐ 03

Foster home ☐ 04

Group home ☐ 05

Boarding school ☐ 06

Mental hospital ☐ 07

Correctional institution ☐ 08

Other institution or school ☐ 09

Independent living ☐ 10

On the run/street ☐ 11

Runaway/crisis house ☐ 12

Other: \_\_\_\_\_ (specify) ☐ 13

Don't know ☐ 14

Project Number

Client Number

5d. How far from the project is the place from which the youth ran? (CHECK ONE)

- (75)
- Less than 1 mile ☐ 1
- Less than 10 miles ☐ 2
- Less than 50 miles ☐ 3
- 50 miles or more ☐ 4
- Don't know ☐ 5

5e. Is the place from which the youth ran: (CHECK THE ONE WHICH IS CLOSEST)

- (76)
- In the same county as the project ☐ 1
- In the same State as the project ☐ 2
- In another State than the project ☐ 3
- Don't know ☐ 4

6. PREVIOUS RUNAWAY EPISODES (DO NOT INCLUDE CURRENT RUNAWAY EPISODE)

6a. How many (other) times has the youth been away from home without the permission of his or her parents or legal guardian and stayed away at least overnight? (WRITE IN THE NUMBER OF TIMES. If none, write in "00" and skip to Question 7.)

(77-78)

Don't know (79) ☐D.P. Use Only  
Col. 80 = 1D.P. Use Only  
Card 2  
dup. cols. 7-9

6b. Youth's age at his or her first overnight runaway episode: (WRITE IN AGE)

(10-11)

Don't know (12) ☐

6c. Longest duration of overnight runaway episode: (WRITE IN THE NUMBER OF DAYS)

(13-15)

Don't know (16) ☐

6d. Longest distance of overnight runaway episode: (CHECK ONE)

- (17)
- Less than 1 mile ☐ 1
- Less than 10 miles ☐ 2
- Less than 50 miles ☐ 3
- 50 miles or more ☐ 4
- Don't know ☐ 5

## 7. CLIENT CHARACTERISTICS

7a. Sex:

- (18)
- Male ☐ 1
- Female ☐ 2

7b. Age: (WRITE IN AGE)

(19-20)

7c. Race/ethnic origin: (CHECK ONE)

- (21)
- American Indian/Alaskan Native ☐ 1
- Asian or Pacific Islander ☐ 2
- Black/Negro--Not of Hispanic origin ☐ 3
- Caucasian/White--Not of Hispanic origin ☐ 4
- Hispanic ☐ 5
- Don't know ☐ 6

7d. Last school grade completed: (WRITE IN GRADE)

(22-23)

Don't know (24) ☐

7e. Current school status: (CHECK ONE)

- (25)
- Attending school ☐ 1
- Truant ☐ 2
- Suspended ☐ 3
- Expelled ☐ 4
- Dropped out ☐ 5
- Graduated ☐ 6
- Other: \_\_\_\_\_ (specify) ☐ 7
- Don't know ☐ 8

If truant, suspended, expelled or dropped out, how long has the youth currently been in this? (WRITE IN THE NUMBER OF DAYS)

(26-28)

Don't know (29) ☐

## 8. JUVENILE JUSTICE SYSTEM INVOLVEMENT

8a. Has the youth ever been arrested by law enforcement officials for a status or criminal offense? (CHECK ONE)

- (30)
- Yes ☐ 1
- No ☐ 2
- Don't know ☐ 3

Go to  
Q. 9

8b. If "Yes," the types of offenses for which the youth has been arrested: (CHECK ALL THAT APPLY)

- (31)
- Status offense ☐ 1
- Criminal offense ☐ 2
- Don't know ☐ 3

- 8c. Has the youth ever been adjudicated by a court for a status or criminal offense? (CHECK ONE)

Yes ☐ 1  
 No ☒ 2  
 Don't know ☐ 3

- 8d. If "Yes," the types of offenses for which the youth has been adjudicated: (CHECK ALL THAT APPLY)

Status offense ☐ (35)  
 Criminal offense ☐ (36)  
 Don't know ☐ (37)

- 8e. If "Yes," the youth's most severe court disposition for a status or criminal offense: (CHECK ONE)

Released in the custody of his or her parents or legal guardian (no probation) ☐ 1  
 Placed on probation ☐ 2  
 Placed in an institution ☐ 3  
 Other: \_\_\_\_\_ ☐ 4  
 (specify)  
 Don't know ☐ 5

9. YOUTH'S LIVING SITUATION/HOME

- 9a. Within the past three years, in which family setting has the youth spent the most time? (CHECK ONE)

Home with parents or legal guardian ☐ (39) 1  
 Relative's home ☐ 2  
 Friend's home ☐ 3  
 Foster home ☐ 4  
 None of the above (skip to Question 10 or 11) ☐ 5  
 Don't know ☐ 6

- 9b. What was the composition of this family setting? (CHECK ALL THAT APPLY. WRITE IN THE NUMBER OF OTHER ADULTS OR CHILDREN AND YOUTH AS APPROPRIATE.)

Number  
 Mother ☐ (40)  
 Stepmother ☐ (41)  
 Other adult female ☐ (42)  
 (43-44)  
 Father ☐ (45)  
 Stepfather ☐ (46)  
 Other adult male ☐ (47)  
 (48-49)  
 Children and youth under 18 ☐ (50)  
 (51-52)  
 Don't know ☐ (53)

- 9c. Occupation of the parent figure(s) in the above family setting: (CHECK ONE IN EACH COLUMN)

	Father Figure (54-55)	Mother Figure (57-58)
Not present in home/not applicable	<input type="checkbox"/> 01	<input type="checkbox"/> 01
Professional, technical or similar worker [engineer, artist, teacher, etc.]	<input type="checkbox"/> 02	<input type="checkbox"/> 02
Business manager/administrator (not farm)	<input type="checkbox"/> 03	<input type="checkbox"/> 03
Sales workers [salesperson, sales clerk, etc.]	<input type="checkbox"/> 04	<input type="checkbox"/> 04
Clerical or similar worker [secretary, bank teller, etc.]	<input type="checkbox"/> 05	<input type="checkbox"/> 05
Craftsperson or skilled worker [plumber, jeweler, etc.]	<input type="checkbox"/> 06	<input type="checkbox"/> 06
Semi-skilled or machine operator (except transport) [shoemaker, meat cutter, assembler, etc.]	<input type="checkbox"/> 07	<input type="checkbox"/> 07
Transport equipment worker [taxicab, truck driver, fork lift, etc.]	<input type="checkbox"/> 08	<input type="checkbox"/> 08
Unskilled laborer (not farm)	<input type="checkbox"/> 09	<input type="checkbox"/> 09
Farmer or farm manager	<input type="checkbox"/> 10	<input type="checkbox"/> 10
Farm laborer or farm foreperson	<input type="checkbox"/> 11	<input type="checkbox"/> 11
Service worker except private household [barber, dental asst., cook, etc.]	<input type="checkbox"/> 12	<input type="checkbox"/> 12
Military -- officer	<input type="checkbox"/> 13	<input type="checkbox"/> 13
Military -- enlisted	<input type="checkbox"/> 14	<input type="checkbox"/> 14
Homemaker	<input type="checkbox"/> 15	<input type="checkbox"/> 15
Student	<input type="checkbox"/> 16	<input type="checkbox"/> 16
Retired/disabled	<input type="checkbox"/> 17	<input type="checkbox"/> 17
Public assistance/unemployed	<input type="checkbox"/> 18	<input type="checkbox"/> 18
Don't know	<input type="checkbox"/> 19	<input type="checkbox"/> 19

- 9d. Last school grade completed by the parent figure(s) in the above family setting: (CHECK ONE IN EACH COLUMN)

	Father Figure (56)	Mother Figure (59)
Not present in home/not applicable	<input type="checkbox"/> 1	<input type="checkbox"/> 1
Elementary school or less	<input type="checkbox"/> 2	<input type="checkbox"/> 2
Some high school	<input type="checkbox"/> 3	<input type="checkbox"/> 3
High school graduate	<input type="checkbox"/> 4	<input type="checkbox"/> 4
Some college	<input type="checkbox"/> 5	<input type="checkbox"/> 5
College graduate or more	<input type="checkbox"/> 6	<input type="checkbox"/> 6
Don't know	<input type="checkbox"/> 7	<input type="checkbox"/> 7

Project Number

Client Number

10. SERVICE SUMMARY -- YOUTH PROVIDED TEMPORARY SHELTER BY THE PROJECT:  
(To be completed when the youth leaves temporary shelter)

## Service Summary Section

Completed by: \_\_\_\_\_

## 10a. Date the youth left temporary shelter:

mo.	day	yr.
(60-61)	(62-63)	(64-65)

10b. Number of nights the project provided the youth with temporary shelter:  
(WRITE IN THE NUMBER OF NIGHTS)

In the project's facility

(66-68)

In another group facility

(69-71)

In an individual family home

(72-74)

D.P. Use Only  
Col. 80 = 2

D.P. Use Only  
Card 3  
dup. cols. 1-9

10c. Services received from the project or through referral while the youth was in temporary shelter: (CHECK ALL THAT APPLY)

Services Received  
While Youth in  
Temporary Shelter

Received From Project	Actually Received Through Referral
-----------------------	------------------------------------

Individual counseling	(10) <input type="checkbox"/>	(25) <input type="checkbox"/>
Group counseling	(11) <input type="checkbox"/>	(26) <input type="checkbox"/>
Family counseling	(12) <input type="checkbox"/>	(27) <input type="checkbox"/>
Medical services	(13) <input type="checkbox"/>	(28) <input type="checkbox"/>
Psychological or psychiatric services	(14) <input type="checkbox"/>	(29) <input type="checkbox"/>
Legal services	(15) <input type="checkbox"/>	(30) <input type="checkbox"/>
Educational services	(16) <input type="checkbox"/>	(31) <input type="checkbox"/>
Transportation services	(17) <input type="checkbox"/>	(32) <input type="checkbox"/>
Location of alternative living arrangement	(18) <input type="checkbox"/>	(33) <input type="checkbox"/>
Employment services	(19) <input type="checkbox"/>	(34) <input type="checkbox"/>
Financial support	(20) <input type="checkbox"/>	(35) <input type="checkbox"/>
Other: _____ (specify)	(21) <input type="checkbox"/>	(36) <input type="checkbox"/>
Other: _____ (specify)	(22) <input type="checkbox"/>	(37) <input type="checkbox"/>
Don't know	(23) <input type="checkbox"/>	(38) <input type="checkbox"/>
None	(24) <input type="checkbox"/>	(39) <input type="checkbox"/>

10d. When the youth left temporary shelter, it was because he or she: (CHECK ONE)

Mutually agreed with the project to leave	<input type="checkbox"/> 1
Was asked to leave by the project	<input type="checkbox"/> 2
Left voluntarily without project agreement, that is, "split"	<input type="checkbox"/> 3
Was removed by his or her parents without project agreement	<input type="checkbox"/> 4
Was removed by police or court action without project agreement	<input type="checkbox"/> 5
Other: _____ (specify)	<input type="checkbox"/> 6
Don't know	<input type="checkbox"/> 7

10e. Did the youth give the project permission to contact him or her for follow up? (CHECK ONE)

Yes	<input type="checkbox"/> 1
No	<input type="checkbox"/> 2
Don't know	<input type="checkbox"/> 3

10f. Which parent figure(s) participated in project services?

Which parent figure(s) gave the project permission to contact him or her for follow up? (CHECK ALL THAT APPLY)

	Participated in Project Services	Permission to Follow		
		Yes	No	Don't Know
Father figure	(42) <input type="checkbox"/>	(45) <input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
Mother figure	(43) <input type="checkbox"/>	(46) <input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
Neither parent figure	(44) <input type="checkbox"/>			

10g. When the youth left temporary shelter, where was he or she going to live? (CHECK ONE)

Home with parents or legal guardian	(47-48) <input type="checkbox"/> 01
Relative's home	<input type="checkbox"/> 02
Friend's home	<input type="checkbox"/> 03
Foster home	<input type="checkbox"/> 04
Group home	<input type="checkbox"/> 05
Boarding school	<input type="checkbox"/> 06
Mental hospital	<input type="checkbox"/> 07
Correctional institution	<input type="checkbox"/> 08
Other institution or school	<input type="checkbox"/> 09
Independent living	<input type="checkbox"/> 10
On the run/street	<input type="checkbox"/> 11
Runaway/crisis house	<input type="checkbox"/> 12
Other: _____ (specify)	<input type="checkbox"/> 13
Don't know	<input type="checkbox"/> 14

Project Number

Client Number

- 10h. In the opinion of the staff, youth, and parent figure(s), is the place the youth is going to live the best choice available? (CHECK ONE IN EACH COLUMN)

	Parents' Opinion			
	Staff's Opinion (49)	Youth's Opinion (52)	Father Figure (55)	Mother Figure (58)
Yes	<input type="checkbox"/> 1	<input type="checkbox"/> 1	<input type="checkbox"/> 1	<input type="checkbox"/> 1
No	<input type="checkbox"/> 2	<input type="checkbox"/> 2	<input type="checkbox"/> 2	<input type="checkbox"/> 2
Don't know	<input type="checkbox"/> 3	<input type="checkbox"/> 3	<input type="checkbox"/> 3	<input type="checkbox"/> 3
No opinion	<input type="checkbox"/> 4	<input type="checkbox"/> 4	<input type="checkbox"/> 4	<input type="checkbox"/> 4

- 10i. If, in the opinion of the staff, youth or parent figure(s), this is not the best choice available, where do they feel is the best place for the youth to live now? (CHECK NO MORE THAN ONE IN EACH COLUMN)

	Parents' Opinion			
	Staff's Opinion (50-51)	Youth's Opinion (53-54)	Father Figure (56-57)	Mother Figure (59-60)
Home with parents or legal guardian	<input type="checkbox"/> 01	<input type="checkbox"/> 01	<input type="checkbox"/> 01	<input type="checkbox"/> 01
Relative's home	<input type="checkbox"/> 02	<input type="checkbox"/> 02	<input type="checkbox"/> 02	<input type="checkbox"/> 02
Friend's home	<input type="checkbox"/> 03	<input type="checkbox"/> 03	<input type="checkbox"/> 03	<input type="checkbox"/> 03
Foster home	<input type="checkbox"/> 04	<input type="checkbox"/> 04	<input type="checkbox"/> 04	<input type="checkbox"/> 04
Group home	<input type="checkbox"/> 05	<input type="checkbox"/> 05	<input type="checkbox"/> 05	<input type="checkbox"/> 05
Boarding school	<input type="checkbox"/> 06	<input type="checkbox"/> 06	<input type="checkbox"/> 06	<input type="checkbox"/> 06
Mental hospital	<input type="checkbox"/> 07	<input type="checkbox"/> 07	<input type="checkbox"/> 07	<input type="checkbox"/> 07
Correctional institution	<input type="checkbox"/> 08	<input type="checkbox"/> 08	<input type="checkbox"/> 08	<input type="checkbox"/> 08
Other institution or school	<input type="checkbox"/> 09	<input type="checkbox"/> 09	<input type="checkbox"/> 09	<input type="checkbox"/> 09
Independent living	<input type="checkbox"/> 10	<input type="checkbox"/> 10	<input type="checkbox"/> 10	<input type="checkbox"/> 10
On the run/street	<input type="checkbox"/> 11	<input type="checkbox"/> 11	<input type="checkbox"/> 11	<input type="checkbox"/> 11
Runaway/crisis house	<input type="checkbox"/> 12	<input type="checkbox"/> 12	<input type="checkbox"/> 12	<input type="checkbox"/> 12
Other: _____ (specify)	<input type="checkbox"/> 13	<input type="checkbox"/> 13	<input type="checkbox"/> 13	<input type="checkbox"/> 13
Don't know	<input type="checkbox"/> 14	<input type="checkbox"/> 14	<input type="checkbox"/> 14	<input type="checkbox"/> 14
No opinion	<input type="checkbox"/> 15	<input type="checkbox"/> 15	<input type="checkbox"/> 15	<input type="checkbox"/> 15

- 10j. If the youth was not going to live at home with his or her parents or legal guardian, why not?  
(CHECK NO MORE THAN FIVE REASONS)

Parent figure or other adult in home:

- Too strict; too protective; youth desires more independence (61) ☐
- Emotionally neglects or rejects youth (62) ☐
- "Threw youth out;" pushed out/ejected from home (63) ☐
- Poor or no communication with youth; can't get along (64) ☐
- Places high achievement demands on youth (65) ☐
- Physically abuses youth (66) ☐
- Threatens to physically abuse youth; youth fears physical abuse (67) ☐
- Sexually abuses youth (68) ☐
- Threatens to sexually abuse youth; youth fears sexual abuse (69) ☐
- Physically neglects youth (70) ☐
- Has alcohol problem (71) ☐
- Has drug problem (other than alcohol) (72) ☐
- Has emotional problem (73) ☐
- Argues with other parent figure or adult in home; marital conflict; possibility of divorce (74) ☐
- Favors siblings or other children and youth in home (75) ☐
- Other: \_\_\_\_\_ (76) ☐  
(specify)
- Other: \_\_\_\_\_ (77) ☐  
(specify)

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Col. 80 - 3

D.P. Use Only  
Card 4  
dup. cols. 1-3

Siblings or other children and youth in home:

- Rivalry (10) ☐
- Physically abuse youth (11) ☐
- Poor or no communication with youth; can't get along (12) ☐
- Other: \_\_\_\_\_ (13) ☐  
(specify)
- Other: \_\_\_\_\_ (14) ☐  
(specify)

Project Number

Client Number

School:

- Bad grades (15) ☐
- Attendance problems; truancy (16) ☐
- Can't get along with teacher (17) ☐
- Other: \_\_\_\_\_ (18) ☐  
(specify)
- Other: \_\_\_\_\_ (19) ☐  
(specify)
- Youth:
- Has problems with justice system for a status offense (20) ☐
- Has problems with justice system for a criminal offense (21) ☐
- Has pregnancy or suspected pregnancy problem (22) ☐
- Has VD or suspected VD (23) ☐
- Has other health problem (24) ☐
- Has problems living independently (25) ☐
- Has problems with peers, including fights at school (26) ☐
- Has girlfriend/boyfriend problems (27) ☐
- Has alcohol problem (28) ☐
- Has drug problem (other than alcohol) (29) ☐
- Has emotional problem (30) ☐
- Other: \_\_\_\_\_ (31) ☐  
(specify)
- Other: \_\_\_\_\_ (32) ☐  
(specify)

Project Number

Client Number

11. SERVICE SUMMARY -- YOUTH NOT PROVIDED  
TEMPORARY SHELTER BY THE PROJECT:  
(To be completed 60 days after intake)

Service Summary Section  
Completed By: \_\_\_\_\_

11a. Date form completed: \_\_\_\_\_  
mo. day yr.  
(34-35) (36-37) (38-39)

11b. Services received from the project or through  
referral during the first 60 days after  
intake: (CHECK ALL THAT APPLY)

Services Received  
by Youth

	Received From Project	Actually Received Through Referral
Individual counseling	(40) <input type="checkbox"/>	(55) <input type="checkbox"/>
Group counseling	(41) <input type="checkbox"/>	(56) <input type="checkbox"/>
Family counseling	(42) <input type="checkbox"/>	(57) <input type="checkbox"/>
Medical services	(43) <input type="checkbox"/>	(58) <input type="checkbox"/>
Psychological or psychiatric services	(44) <input type="checkbox"/>	(59) <input type="checkbox"/>
Legal services	(45) <input type="checkbox"/>	(60) <input type="checkbox"/>
Educational services	(46) <input type="checkbox"/>	(61) <input type="checkbox"/>
Transportation services	(47) <input type="checkbox"/>	(62) <input type="checkbox"/>
Location of alternative living arrangement	(48) <input type="checkbox"/>	(63) <input type="checkbox"/>
Employment services	(49) <input type="checkbox"/>	(64) <input type="checkbox"/>
Financial support	(50) <input type="checkbox"/>	(65) <input type="checkbox"/>
Other: _____ (specify)	(51) <input type="checkbox"/>	(66) <input type="checkbox"/>
Other: _____ (specify)	(52) <input type="checkbox"/>	(67) <input type="checkbox"/>
Don't know	(53) <input type="checkbox"/>	(68) <input type="checkbox"/>
None	(54) <input type="checkbox"/>	(69) <input type="checkbox"/>

11c. Sixty days after intake was the youth still  
receiving project services? (CHECK ONE)

Skip to  
Q. 11c

Yes ☐ (70)  
No ☐ (71)  
Don't know ☐ (72)

If "No," when the project services ended for the  
youth, it was because he or she: (CHECK ONE)

Mutually agreed with the project that no  
further project services were needed now ☐ 1

Was asked by the project not to return  
for services ☐ 2

Voluntarily chose not to return for  
services ☐ 3

Was prevented by his or her parents from  
returning for services ☐ 4

Was prevented by police or court action  
from returning for services ☐ 5

Other: \_\_\_\_\_ ☐ 6  
(specify)

Don't know ☐ 7

11d. Did the youth give the project permission  
to contact him or her for follow up?  
(CHECK ONE)

Yes ☐ 1

No ☐ 2

Don't know ☐ 3

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# NATIONAL STATISTICAL SURVEY ON RUNAWAY YOUTH

PART I



Prepared under Contract HEW 105-75-2105  
for the

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Human Development  
Office of Youth Development

## Opinion Research Corporation

NORTH HARRISON STREET, PRINCETON, NEW JERSEY 08540

## PREFACE

This study was authorized under Title III of the Juvenile Justice and Delinquency Prevention Act (Public Law 93-415). Its objective is to provide a comprehensive statistical survey to define the major characteristics of the runaway youth population. This document is Part I of a two-part report.

Opinion Research Corporation would like to acknowledge the assistance and support of Stanley B. Thomas, Jr., Assistant Secretary for Human Development, James A. Hart, Commissioner for Youth Development, and members of the Intra-Departmental Committee on Runaway Youth of which Mr. Hart is the Chairman.

A feasibility study conducted during 1975 by the Behavioral Research and Evaluation Corporation of Boulder, Colorado, under the Assistant Secretary for Planning and Evaluation, provided invaluable input into the present study. Finally, we also would like to acknowledge the efforts of Dr. Catherine V. Richards, Director of Research, and Robert McGee, Project Officer, Office of Youth Development, for making this project provide all those informational needs specified by Congress.

## EXECUTIVE SUMMARY

Objectives

This report is Part I of a two-part report developed in order to meet the requirements of reporting to Congress by June 30, 1976. Its findings, based on a large-scale nationwide telephone screening for runaway youth, aged 10-17, cover most of the information items specified in the Runaway Youth Act. More definitive data will be presented in Part II of this report which will be based on personal interviews with runaway youths, their parents, and comparison groups of nonrunners and runaways who have not yet returned home.

Methodology

Interviews were conducted by telephone with a nationwide probability sample of 13,942 households containing youth aged 10-17 (referred to as youth households), during the period January 5 - February 23, 1976. Respondents were male or female household heads.

Because it was necessary to screen more than 60,000 households to locate sufficient runaways for subsequent study, no method other than the use of the telephone was considered to be feasible.

Definitions

For the purposes of this study, a runaway is defined as a youth between the ages of 10-17, inclusive, who has been absent from home without parental/guardian permission for at least overnight.

Runaway incidence is the proportion of youth aged 10-17 who ran during 1975 or the proportion of youth households experiencing a runaway event during 1975.

Runaway prevalence is the proportion of youth households ever having experienced a runaway event.

Findings

The runaway incidence data obtained in this nationwide study agree closely with the results of an earlier feasibility study by the Behavioral Research and Evaluation Corporation (BREC) conducted in Colorado, and with a telephone panel study conducted during 1975 by Unco, Inc.

Overnight runaway incidence was found to be --

- 1.7% of youth aged 10-17 or 519,500 - 635,000 youths
- 3.0% of youth households or 502,000 - 613,600 households

If all reported instances of running away are included (gone two hours or more), the runaway incidence increases to 5.7% of youth households or 985,400 - 1,134,200 youth households.

Presented below are highlights of the findings:

- The incidence of runaway households tends to be higher in the West (3.8%) and North Central states (3.6%) than in the Northeast (2.2%) or South (2.7%).
- Fifteen, sixteen, and seventeen year-olds accounted for four out of five instances of running away during 1975. The modal age for runners was 16.
- Slightly more than half of all runners (53.2%) were males.
- Nine out of ten runners ran away only once during 1975.
- Rates of running for whites and blacks were not significantly different (2.9% vs. 3.2%), but the rates of running for Hispanic youth tended to be somewhat higher (4.6%).
- The rates of running for children of blue collar and white collar workers were identical (3.0%).
- Two out of ten runaway youth traveled less than one mile from home; more than half (52.5%) traveled less than ten miles.
- Four out of ten youths were gone one day or less; seven in ten returned in less than a week.
- The months February through May tended to have the lowest rates of running away; only slight differences in runaway rates occurred during June-January.
- Approximately two-thirds of all runaway households have experienced only a single runaway event (ever).

## INTRODUCTION

On September 10, 1974, the President signed into law Public Law 93-415, the Juvenile Justice and Delinquency Prevention Act. Title III of this Act specifically deals with runaway youth and has been labeled the "Runaway Youth Act."

Part B of the Runaway Youth Act mandates that a comprehensive statistical survey be carried out to define the major characteristics of the runaway youth population and to determine the areas of the nation most affected.

Responsibility for the survey has been placed with the Office of Youth Development in the Department of Health, Education, and Welfare. Opinion Research Corporation of Princeton, New Jersey, was awarded the contract to carry out the nationwide survey. The nationwide survey was based on exploratory work conducted in Colorado by the Behavioral Research and Evaluation Corporation (BREC) of Boulder.

This particular report constitutes Part I of an ultimate two-part report. Part I is designed to present runaway incidence and prevalence data based on a nationwide telephone screening of more than 60,000 households. Part II, which is to follow, will present detailed findings based upon in-depth personal interviews with runaway youth and their parents. It will explore the etiology of running away, compile data on runaway events, and it will focus on the types of services deemed necessary by runaways and their families. Moreover, by comparing runaway youth to youth who have not run away, it will be possible to explore many of the correlates of running away.

A two-part report was necessitated in order to meet the requirements of reporting to Congress by June 30, 1976. Originally, it had been anticipated that a single report would be available detailing the results of the telephone screening and the subsequent field interviewing. Unfortunately, due to delays in obtaining various clearances, this was impossible.

### Definition of Running Away

It is imperative that any study of runaway behavior utilize an operational definition of running away that (a) has content validity acceptable to most authorities, and (b), is sufficiently specific that it separates running away from other behaviors.

The literature in this field has proposed a number of definitions which are similar in many respects, yet dissimilar in others. Among the key factors which occur repeatedly are the following:

- age of the youth
- absence of parental/guardian permission
- time gone

Perhaps the age categories that one uses constitute the most arbitrary of the criteria involved. One may investigate runaway behavior among seven, eight, and nine year-olds, but such behavior tends to be infrequent and usually not of a serious nature as characterized by time gone or distance traveled. Correspondingly, runaways in the 18-22 age category might also be included. Incidence here is probably considerably higher, but it also involves young adults, and as such, is of little consequence to those primarily interested in the welfare of children.

The absence of parental or guardian permission is perhaps as close to a universal criterion as there is in defining runaway behavior. In addition to the BREC exploratory study (3), other major investigations stressing the absence of permission include those of Leventhal (5) (6), Goldmeier and Dean (4), and Bock and English (2).

The concept of time gone is one in which there is less agreement. The BREC study (3), for example, uses one of the least rigid criteria when it specifies that the child had to be away eight hours or more.

The criterion of "away overnight" appears to have received the most attention. Among those using this definition were Stierlin (14), BREC (3), Robey (9), Robey et al. (10), and Robins et al. (11).

Another frequent time period is "more than 24 hours." This has been used by Saltonstall (12) and Riemer (8).

Based upon the input of these previous investigations, an operational definition of runaway behavior was developed for this study. It utilizes an age span of greatest interest to the Office of Youth Development, as well as a time gone cutoff designed to screen out most non-serious attempts at running away. Yet at the same time, it is designed to identify those runaway incidents aborted after a short time. The definition is presented below:

A runaway is defined as a youth between the ages of 10-17, inclusive, who has been absent from home without parental/guardian permission for at least overnight.

### Runaway Incidence

Up until this time very little information about the incidence of running away from home was available. This was because of the difficulty associated with collecting data from diverse sources, and because the data available were not necessarily representative of runaway behavior in general.

Much of these data come from police records, Uniform Crime reports, reports from runaway shelters, and records of agencies such as the Travelers' Aid Society. Each of these sources offers a vignette of runaway behavior, but individually, and even collectively, they cannot offer a satisfactory picture of runaway incidence in the United States.

Among the reports offering runaway incidence estimates are those of Ambrosino (1) who estimated that in 1969 there were about 500,000 runaways under 17 in the United States. Her estimate was based upon multiple inputs from halfway houses, police records, runaway hotlines, and reports issued by the Travelers' Aid Society.

The BREC study conducted in Colorado (3) found that runaways comprised 3.6% of the youth population and 7.1% of youth households (a time gone of eight hours or longer). When a time gone of 24 or more hours was used, the estimates became 1.8% of youth and 3.8% of youth households.

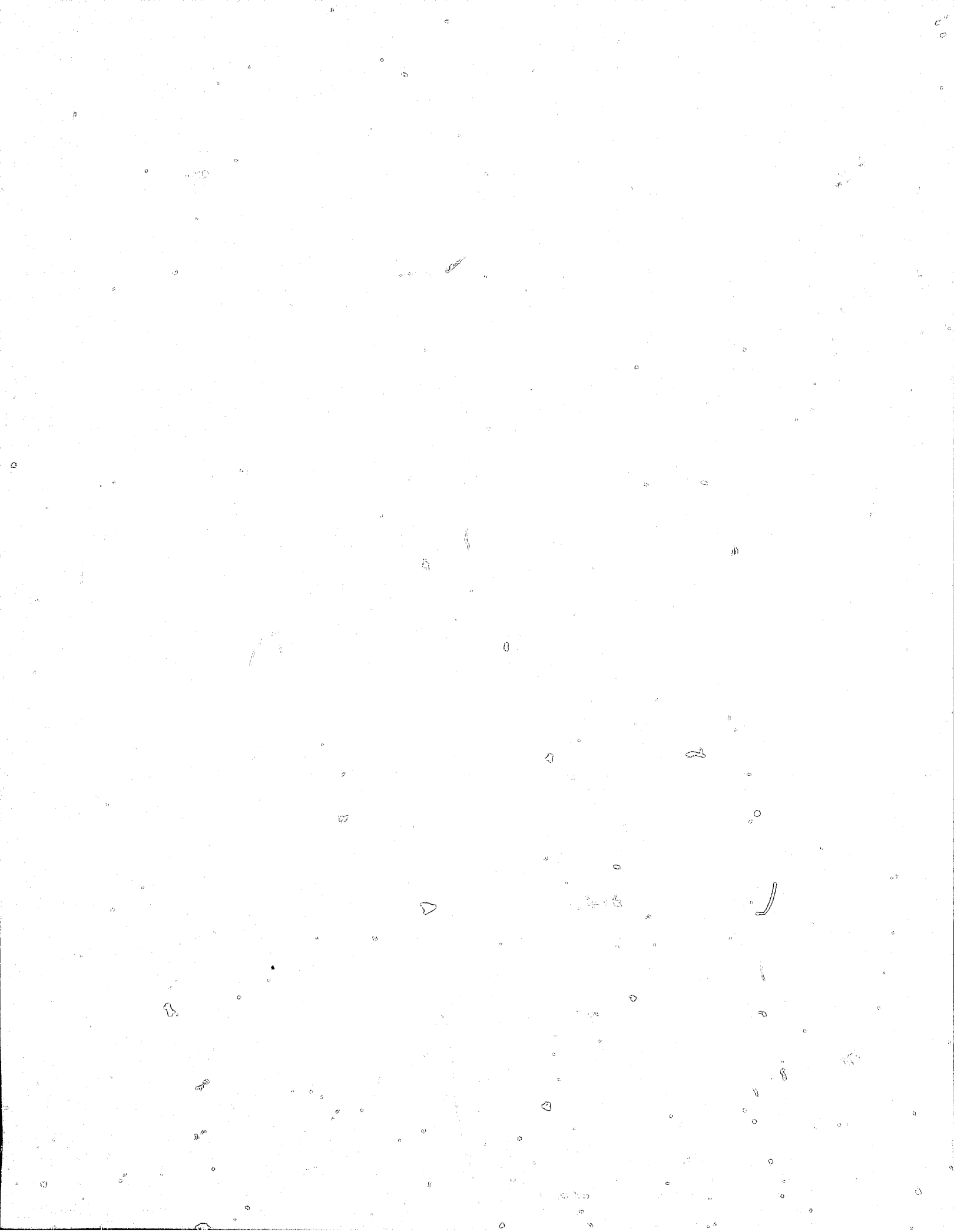
In recent testimony before the House Subcommittee on Equal Opportunity in the United States, Martin Gold and David Reimer estimated that, each year, approximately 500,000 to 750,000 youth run away. Based upon surveys they conducted among youth in 1967 and 1971, the Institute for Social Research at the University of Michigan indicated that the overall proportion of youth who run away each year has remained relatively constant. However, because of rising numbers of youth in the age range of interest, the absolute number of youths running away has increased.

A very thorough review by Walker (15) provides greater detail on questions of runaway definition and incidence.

### The Present Study

Against this background the present study was designed to isolate a national probability sample of youth households, and thereupon, to determine how many of these households experienced a runaway episode within the past year (incidence). In addition, among these same youth households, the total number of times a youth ever ran away was ascertained (prevalence).

Detailed descriptions of the study's methodology, sample design, and sample characteristics are presented in the Technical Appendix to this report.



**CONTINUED**

**3 OF 4**

# NATIONAL STATISTICAL SURVEY ON RUNAWAY YOUTH

PART II



Prepared under Contract HEW 105-75-2105

for the

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Human Development

Office of Youth Development

Opinion Research Corporation

NORTH HARRISON STREET, PRINCETON, NEW JERSEY 08540

## EXECUTIVE SUMMARY

This is Part II of a national statistical study conducted by Opinion Research Corporation for the Office of Youth Development, Department of Health, Education, and Welfare. Part II is a descriptive analysis of the runaway phenomenon.

Objectives

Part II has three broad objectives:

- 1) Description of runaway youth and their family, school, and community environments.
- 2) A detailed description of what it is like to run away.
- 3) An assessment of services to runaway youth and their families.

Methodology

Interviews were conducted in person with --

224 youth who, during 1975, had left home without permission and stayed away overnight or longer. These were termed "Returned Runaways."

224 parents of these Returned Runaway youth.

202 youth who lived in the neighborhoods of the Returned Runaways but who had not themselves ever run away. These were termed "Comparison Youth."

202 Parents of Comparison Youth

411 youth who were still on the run, at the time of the interview, termed "Nonreturners."

Households in which Returned Runaways, and their parents, were interviewed were identified in a nationwide screening, using a probability sample of coterminous U.S. households.

The sample of Nonreturners was a purposive sample -- designed to provide breadth of geographic and city size coverage. The sample also purposely included runaways who were, at the time of the interview, receiving shelter or other services through a community facility, as well as runaways who were living "on the street." The purposive design called for an over-representation of black youth.

### Refinement of Earlier Incidence Estimates Reported in Part I

A study of possible false-negative reporting in the telephone incidence survey revealed that this false-negative reporting may have been as high as 27 percent of the youth households interviewed. If this indeed is the case, the number of youth who ran away last year may range as high as 733,000.

### Who Are the Runaways?

Approximately half of the runaways personally interviewed were male. Part I of this study, based on a telephone screening, reported that 53.2% of runaway youth were male, and, for purposes of incidence estimation, that is the figure that should be used.

In both Runaway groups, male heads of household were more likely to be absent. Male heads in Runaway households were less likely to be employed than were their counterparts in Nonrunaway households. Nonreturners were less likely to come from households in which there was a professional or managerial male head. Very few differences were observed among the three groups in a comparison of family income distribution.

Part I contains additional descriptive information on runaway youth.

### What Are the Runaways Like?

Runaways, especially Nonreturners, revealed a high degree of discouragement in the way they were treated by their parents. Comments made during the interview shed some light on this discouragement -- comments that ranged from stories of parent drunkenness to physical, sexual, and psychological child abuse.

Among the negative family dynamics (as perceived by the youth) which were correlates of runaway seriousness were the following:

- both parents say unpleasant things about the youth to other people
- both parents call the youth names he/she doesn't like
- the father drinks too much
- the youth is beaten by the father

Positive family dynamics which were correlates of not running away were:

- parents get along well with each other
- both parents are satisfied with the things the youth does
- both parents talk with the youth about things that are important to the youth

The major differences in child rearing practices between Parents of Runaways and Parents of Nonrunaways, as reported by the two parent groups, dealt with:

- the amount of assistance offered by parents
- communication with the youth
- comfort offered to the youth
- expressed happiness upon being with the youth

Parents of Nonrunaways were far more likely to be protective of their children, accompanying them when they went somewhere new and refusing to let them roam around. They were also more likely to offer help to their children, e.g. helping with schoolwork when the child failed to understand it. Parents of Nonrunaways were also more likely to feel that their children could come to them to discuss anything they wished, and they also were more willing to comfort the child when he/she experienced troubles. Parents of Nonrunaways tended to be happier when with their children than were Parents of Runaways. Parents of Nonrunaways more often said nice things about their child, enjoyed talking with him/her, and offered help with such things as hobbies and handiwork.

Parents of Runaways, surprisingly, worried more often that their child could not take care of himself/herself. These parents were also more likely to hold it up to the Runaway that other children behaved better.

In terms of family dynamics, a clear picture seems to emerge when we study the perceptions of both youth and parents. The major differences between Runaway and Nonrunaway households revolved around factors of togetherness, communication, and respect for the dignity of the child. Nonrunner households were characterized by:

- doing things together
- children were able to approach their parents to discuss problems
- there were fewer instances of child beating and name calling

It is also important to develop insight into the school situation of youth who ran away.

School enrollment was lowest among Nonreturners, highest among Comparison Youth. Youth who did not run away tended to do better than those who ran. On a 4-point scale with A=4.0, Comparison Youth reported an average grade of 2.68, Returners 2.12, and Nonreturners 2.22.

While youth in all groups blamed mainly themselves for unsatisfactory grades, significantly more Nonreturners attributed unsatisfactory grades to their parents.

Runaways, especially Nonreturners, were characterized as having changed schools significantly more often than youth in the Comparison group.

Majorities of youth in all three of the groups reported having won some type of award while in school. In the Runaway groups somewhat more reported the awards were for athletic achievement (33%) than did the Comparison Youth (24%). Comparison Youth, however, were twice as likely as their Runaway counterparts to have received recognition for service or citizenship.

Youth in the two Runaway groups reported many more unexcused absences than did Comparison Youth. Those reporting unexcused absences revealed that a great deal of peer activity was involved in the absences. Since youth tended to be with others who should also have been in school, it can be assumed that delinquent or pre-delinquent behavior was involved. Tending to substantiate this was the testimony of one in five of the Nonreturners who told of spending truant hours "getting high."

In exploring hypotheses concerning the school environment as it is linked with runaway behavior, the following results were obtained:

- Nonreturners felt they were most excluded by their peers in the school situation, while Comparison Youth felt the least excluded.
- Far more Runaways than Comparison Youth expected to quit school as soon as they reached legal age.
- The academic expectations and aspirations of Runaway Youth were significantly lower than was the case for youth who did not run.

In exploring community activities outside the school, the significant finding was the comparative lack of group membership in youth organizations observed among Runaways.

In their relationship to the law, youth who ran away were more likely than Comparison Youth to have been found delinquent before they ran -- 26% of the Nonreturners and 20% of the Returned Runaways, compared to 8% of their counterparts, reported this type of adjudicated delinquency.

The specific delinquent acts usually involved crimes against property.

#### What Is It Like When Youth Run Away?

Most of the Returned Runaways were gone less than one week. Among the more serious runaways, the Nonreturners, the average youth had been away more than a month, and one youth in nine in this group had been away a year or longer.

A comparison of the actual time spent away from home with the youth's intentions upon leaving indicated, in most cases, the youth planned to stay away a lot longer than actually occurred.

In most of the runaway episodes the youth traveled less than 10 miles from home.

The reasons Runaways listed for leaving home were varied and complex. In most cases there was a general or specific dissatisfaction at home. The runaway event was thereby amenable to being triggered by a rather trivial incident. According to the youth, in the majority of cases, running away was not inspired by something that happened at school or between the youth and his/her friends.

Approximately half of all running away was attributed to not getting along with parents. Among Returned Runaways, the next most frequently cited reason was the desire to seek adventure. Among the Nonreturner group, the most important secondary reasons for leaving home were physical abuse and problems related to school.

Among Returned Runaways, approximately half of all runaway events were spontaneous, involving less than one day's planning. The Nonreturners tended to be more deliberate, sometimes planning the event for six months or longer. In either group, however, fewer than two out of three youth reported they had any idea of where they might go.

Among those who had an idea of where they would go, "friends" were the destination most often cited.

In planning their run, Nonreturners were more likely to take extra clothing and money than were Returners, reflecting the more deliberate approach of this group of youth, half of whom expected never to return home.

Nonreturners were less likely, however, to take a car. One may speculate that they were less likely to have a car of their own. But it is also possible that the more serious runners realized that having a car would make them more readily traceable, whereas being traceable was exactly what many of the Returned Runaways may have had in mind, even before they ran.

Approximately four in ten Returned Runaways (compared to one in four Nonreturners) were accompanied by someone else when they left home. In each Runaway group, females were more likely to have run with a companion, and more often than not, the companion was another female.

In most instances of running away, the youth reported he/she slept at the home of a friend. Friends also were relied upon most of the time for providing food.

Where transportation was concerned, many of the youth reported they walked from one place to another. Hitchhiking and cars provided by friends and acquaintances were also favored modes of transportation.

The data indicate that the term friends had a far-reaching meaning among Runaways. The term ranged from the conventional meaning implied by most of us to some rather unconventional meanings. Consider the 16-year-old female who said: "My boyfriend has a lady who supports him. I stayed with her -- she's on dope. She gets \$100 a night and gives money to my boyfriend."

Among the Nonreturners, about one in five admitted to having supported himself/herself by stealing, engaging in sex, or panhandling. Considering a large nonresponse to this question of supporting oneself, the law-breaking could reach well beyond the one in five proportion.

Although half or more of the Runaways reported that they encountered no troubles while they were away from home, many spoke of the lack of physical comforts -- a place to sleep or bathe, or of being cold and hungry. In addition, many were constantly in fear of being picked up by the police. Other problems involved getting into fights, being taken advantage of, being beaten or raped, and the ever-present problems of being in the midst of the drug culture.

Considering the myriad reasons, expressed and unexpressed, for running away, it is to be expected that when asked about the good things that happened on the run, Runaways elicited a variety of responses. Following are responses, arranged in descending order of mention by Nonreturners. Answers of Returned Runaways tended to be concentrated in the first four categories:

- Met a lot of nice people
- Being free, on my own
- Learned a lot, grew up
- Had fun
- Free from fights, yelling, beating
- Behavior improved
- Earned money, got a job
- Had a place to stay
- Developed a relationship with the opposite sex

When the youth were asked to sum up their experiences while running, there tended to be some ambivalence, although in the balance, the experiences were rated as favorable by slightly more than half of each Runaway group.

More than half of the Returned Runaways stated that it was their own decision to return. Those who said someone else was involved in the decision mentioned friends, parents, or the police as the person(s) involved. None of the Returned Runaways named the Switchboard or runaway house personnel.

It is significant that the youth themselves did not feel that the Hot Line or runaway house personnel were instrumental in their decision to return. We know that counseling to return home, if the circumstances are agreeable, is one of the services of these agencies. It is not the belief of the research team that the agencies failed to provide this service, but, rather that, although most were operating at a near full capacity most of the time, they simply made contact with too few of the total number of runaways out there at any given time.

It was also true that runaway houses were more likely to make contact with repeat runners than they were with the single time runners who constituted 38 percent of the Returned Runaway sample. Only 23% of the Nonreturners were first-time runners.

Parents, in discussing their youth's return, corroborated that, in over half the cases, it was the youth's own decision to come home. A few of the parents did say that a runaway house worker accompanied the youth upon his/her return home.

When asked for their reactions to the youth's return, in 45 percent of the episodes parents said they disciplined the youth, mostly "grounding" or denying privileges; in only three percent of the episodes did parents say they physically punished the child. Among parents who did not discipline the returning youth, their reasoning reflected a range of feelings from futility to sympathy.

#### Parents' View of the Runaway Event

In a majority of cases the parent had no idea where the youth had gone. Also, a majority of parents did not report the youth as missing -- those who did, usually reported the event to the police. Two parents in three stated they had discussed problems of the youth with other people prior to the runaway event. Persons most often consulted were family, friends, school staff, relatives, and social service agencies. Relatives and school staff were regarded as least helpful.

#### Psychosocial Characteristics of Runaways and Nonrunaways

The most striking differences related to seriousness of the run were obtained on the interpersonal relations dimensions of self image. Comparison Youth were far more likely than the Runaway groups to perceive themselves as having more friends and being better liked by teachers.

On individual scales measuring locus of control:

- Nonreturners were more fate-directed than Returned Runaways and Comparison Youth.
- Nonreturners were more other-directed than Returned Runaways who, in turn, were more other-directed than Comparison Youth.
- There were no differences among the three groups on self-directedness.

On physical and verbal nonconformity scores:

- Nonreturners were found to be more physically nonconforming than Returned Runaways and Comparison Youth. Nonreturners were not significantly different from Comparison Youth.
- There were no differences among the groups on verbal nonconformity.

#### Psychosocial Characteristics of the Parents of Runaways and Nonrunaways

On self image scores:

- On overall self image, Parents of Nonrunaways had significantly more positive scores than did Parents of Runaways.
- Parents of Runaways, especially mothers of Runaways, were more likely to feel they were failures.
- Parents of Nonrunaways were more likely to be satisfied with themselves.

On locus of control scores, the only difference between the two groups of parents was that Parents of Runaways tended to be significantly more other-directed than Parents of youth who did not run.

#### The Throwaways

Throwaways were defined as those youth in the Nonreturner sample who said that at the time they left home they thought their parents really wanted them to leave.

No significant differences were observed between the Throwaway and Nonthrowaway groups, by race or sex.

Throwaways were no more likely than Nonthrowaways to have been found delinquent before running away for the first time.

Significantly more of the Throwaway youth (31%) gave physical abuse as their reason for running -- among Nonthrowaways the proportion was 13%.

Nonthrowaways were more likely to have had an intended destination when they left home than were the Throwaways.

Nonthrowaways were more likely to return home on their own than were Throwaways. The most frequently named persuaders involved in the return of Throwaways were friends and the police.

### Services for Runaways

#### • Prior to running

According to the youth themselves, in more than half the instances, Returned Runaways consulted no one about their problem prior to running. Among those who did discuss the problem with someone, friends were most frequently mentioned.

Interestingly enough, Nonreturners, who tended to run more often, were more likely to make use of agencies such as runaway house, police, and social service agencies prior to their most recent run. This suggests that they may learn about these services only after they run away. If this is the case, it would support the need for greater communication of the services available for resolution of family problems.

For those services for which there was sufficient utilization on which to base conclusions, the following order emerged in terms of helpfulness.

- Friends
- Relatives
- School staff
- Family

Among Parents of Returned Runaways one out of three said they talked to no one; and, among those who sought assistance, family, friends, school staff, relatives, and social service agencies were most likely to have been utilized. The most helpful were social service agencies, friends, and family. Somewhat less help was obtained from school staff and relatives.

Although the methodology differed, the data indicate that Comparison Youth may be more likely than their Returned Runaway counterparts to discuss problems with both the immediate and extended family, as well as with their friends. This may indicate that one of the major differences between these two groups of youth was that the Comparison Youth had (or else felt they had) far more outlets with people in whom they could confide.

Another interesting aspect of the data, especially among the Runaway groups are the sizable proportions of youth who felt no one would be helpful. It is not that runaway youth regarded themselves as overly self-sufficient, as the locus of control scores on inner-directedness substantiate. Rather, it appears that these youths simply did not know what kind of services or assistance would be helpful. It is also our feeling that these youths, possibly through lack of trust, might have been very hesitant about accepting certain services. Certainly, the issue merits further investigation.

• During the run

As during the time prior to the runaway event, both groups of Runaways and their Parents continued to seek help from family and friends. Runaway houses and the local and National Runaway Switchboard were used very little by Returned Runaways and their Parents.

Almost four in ten Parents utilized the services of the police, and this was mainly in connection with the Parents' desire to locate their missing children. However, Parents were not as satisfied with the assistance received from the police as they were with the help received from friends, relatives, and neighbors.

Nonreturners who had extensive experience with runaway houses gave these organizations the highest rating. Friends, relatives, and neighbors, as well as social service agencies, were regarded by all groups as being helpful during the time the youths were away. Experience with the National Runaway Switchboard as well as with local hot lines was not as great as what would have liked for basing reliable conclusions, but those youth who did have contact with these services rated them highly in terms of helpfulness.

The kinds of help Runaway youth and their Parents felt they needed were quite different. The needs of Runaways concentrated around the necessities which would sustain their run, while parents' needs revolved about locating the missing youth. It would appear that these needs could be appropriately mitigated by the concept which runaway houses advance.

• After the run

Even upon returning home, the most frequent assistance, and rated among the most helpful, continued to be provided by the nuclear and extended family, as well as by friends and neighbors. One of the major discrepancies in terms of satisfaction among groups of users of services was in the utilization of the police. Parents of Returned Runaways were far more satisfied with help obtained from the police than were the Returned Runaways themselves.

When asked about what other services they would like to have had available when the youth came home, three out of ten Parents of Returned Runaways felt that counseling would have been helpful. A large proportion (46%) stated that no additional help was needed.

The youth involved also were strongly in favor of counseling, although they often used more explicit terms such as someone to talk to, the services of a runaway house, or just a rap line.

### Implications for Services to Runaways

The implications for delivery of services were discussed in terms of prevention and treatment. Prevention was defined as dealing in a positive manner with those aberrations in the family situation which ultimately can lead to runaway behavior. This sphere of services remains virtually untouched by the current generation of runaway services.

Runaway houses, hot lines, and the National Runaway Switchboard appear to be doing very satisfactory jobs in the treatment of running away, but they tend more often to serve repeat runners rather than those who run for the first time. It was suggested that perhaps this might be changed by greater dissemination of information on services currently available.

It is important to differentiate, within the population of runaways, between those who are in need of services and those who are not. Those who require services are throwaways, victims of neglect, and victims of physical, sexual, and psychological abuse. There is also an important role for runaway houses as an ombudsman in dealing with youthful and/or parental problems in those situations in which the affected individual does not know where else to seek counsel.

Services are not required by those who run for a short time to nearby locations where they are sheltered by extended family members or friends. The community itself tends to deal with these problems and applies its own sanctions, if necessary, to bring about resolution of the family problem responsible for the episode.

The relationship of running away to other social problems such as drug abuse and child abuse and neglect should be studied further in efforts to develop approaches for dealing with these problems in an integrated manner.

# NATIONAL STATISTICAL SURVEY ON RUNAWAY YOUTH

PART 111



Prepared under Contract HEW 105-75-2105  
for the  
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
Office of Human Development  
Office of Youth Development

## Opinion Research Corporation

NORTH HARRISON STREET, PRINCETON, NEW JERSEY 08540

## EXECUTIVE SUMMARY

Part III of the National Statistical Survey on Runaway Youth is designed to develop a classification system for runaway youth that can be used in enhancing the delivery of services to these youth.

Initially, all runaways from the probability sample were divided into those who required services (92%), referred to as serious runners, and those who did not need runaway services (8%), referred to as nonserious runners.

Serious runaways were subsequently divided into delinquent (38%) and nondelinquent (54%) categories. All percentages in the classification system are based on the original base of all runaways in the probability sample (N=224).

Within the delinquent and nondelinquent categories, the data were subsequently categorized on the basis of sex and age. For the delinquent runners, 22 percent were male and 16 percent female. For the nondelinquent group, 25 percent were male and 29 percent were female.

Seventeen percent of the delinquent runners were younger runaways (aged 16 and younger), and 21 percent were older. Among the nondelinquent runaway group, 33 percent were younger and 21 percent were older runaways.

Delinquent runaways, when compared to their nondelinquent counterparts, tended to:

- Run away more often
- Break school rules more often
- Change schools more often
- Have lower grades in school
- Be more directed by fate or chance
- Display higher impulsivity

There were numerous differences between male runners and female runners, with most of the differences being noted irrespective of whether the youth was classified as delinquent or not. Male runners were characterized as having their greatest difficulty (when compared to females) in the school situation. Male runners, however, did not appear to have as many difficulties in dealing with their peers, so this did not appear to contribute to school problems.

Female runners, on the other hand, by comparison, expressed severe difficulties in the home situation. These difficulties were more pronounced among delinquent females. Female runners also reported having fewer friends of their own age when compared to male runners.

For the females, this constituted a severe form of alienation constantly reinforced at home, without the pressure release afforded by being able to discuss these problems with friends.

Using background data, principally dealing with parent-youth relationships, it was possible to classify correctly approximately 43 percent of all runaways into one of four categories on the basis of delinquency and sex of youth.

Younger runaways differed from older runaways on a number of dimensions. Younger runaways reported a greater dislike for school, as well as greater problems in dealing with parents.

This report constitutes Part III of a three-part report on the National Statistical Study of Runaway Youth, mandated by the Runaway Youth Act of 1974. Parts I and II present background information and detailed methodology.

The purpose of this report is to develop a classification system for runaway youth that can be used in enhancing the delivery of services to these youth. In its preparation, a basic question initially advanced was, "What proportion of all runaway youth (according to the developed operational definition of runaway behavior) are serious runners and in need of services?" Another major consideration dealt with the topic of delinquency, and within these categories, breakdowns by sex of runner or age of runner.

The data in Figure 1 are based on weighted estimates from the national probability sample of 224 runaway youth who returned home. Subsequent analyses are based on total runaway youth (618), including those who returned home, as well as the sample of youth who were interviewed at runaway projects and on the street.

In addition, the appendix contains data by which single parent households can be compared to other households, data broken out by family income, and data reported in terms of urbanicity.<sup>1/</sup> Other data breaks may provide data equally as interesting, but such analyses go beyond the scope of the present contract.

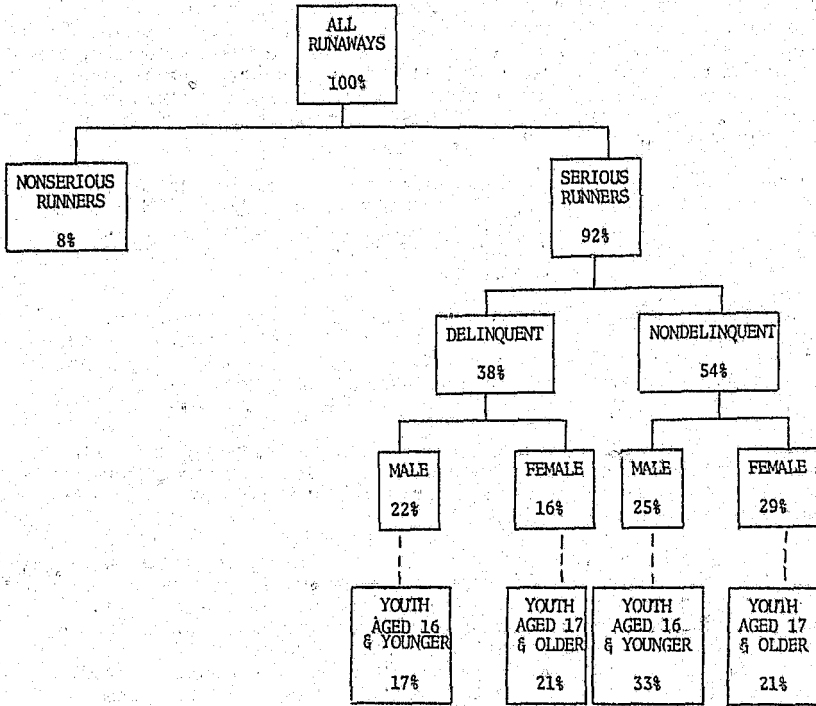
Voluminous amounts of data have resulted from this investigation. In fact, we anticipate that these data will be analyzed by researchers for years to come. As such, a magnetic tape together with programmer documentation has been delivered to OYD.

The detailed analyses reported in the body of this report focus on variables which have theoretical significance in the runaway literature or else have important implications for service delivery. An algorithm was developed for selecting group mean differences and differential proportions for significance testing. It is entirely possible that some group differences, significant at the  $p < .05$  level, were not tested. However, sufficient data are reported in the appendix so that the interested reader may test mean differences (t-test) and multi-cell tables (Chi-square test) for statistical significance.

Finally, it should be kept in mind that data reported herein are suggestive, not definitive. While it is unlikely that conclusions reported herein will be reversed with subsequent investigation (which focuses on specific phenomena), such investigation is needed in order to explore more fully the behavioral and social complexities which contribute to youth running away.

<sup>1/</sup> The definitions for urbanicity correspond closely to those of the Census. See question 80, Form E for the Nonreturners, for an example of the categories. In the case of Returned Runaways, interviewers classified the type of area, using the categories listed in question 80.

Figure 1  
A Classification System for Youthful Runaways



The operational definitions devised for the classification system presented in Figure 1 are as follows:

#### Serious versus Nonserious Runners

To be classified as a serious runner, at least one of the following conditions had to be met:

- The youth was away from home, without permission, for more than 48 hours.
- The youth's parent(s) reported him/her missing.
- The youth had no idea of where he/she would go.
- The youth traveled ten miles or more away from home.

On the other hand, youth who met none of the above conditions were defined as nonserious runners.

#### Delinquent versus Nondelinquent Serious Runners

To be classified as delinquent, a serious runner had to meet at least one of the following conditions:

- The youth had been adjudicated delinquent or guilty of breaking the law before he/she ever ran away from home.
- The youth was adjudicated delinquent or guilty of breaking the law during a runaway episode.
- The youth reported his/her own delinquent behavior as a reason for wanting to run away.
- The youth reported 51 or more days of absence from school in the most recent year, some of which were unexcused, and in addition demonstrated, from his testimony at different times during the interview, a propensity toward delinquent acts.

The classification system developed in Figure 1 revealed that the vast majority of youth (92%) between the ages of 10-17 who ran away without parental/guardian permission and stayed away overnight or longer were indeed serious about what they were doing. They were intent upon running away, and as such, are legitimate candidates for services such as those currently provided by OJD-funded projects.

Among those runaways who were classified as serious, the majority must be labeled nondelinquent. This contradicts some of the earlier published literature in this area.

Continuing with the classification system, within those categories, we have labeled delinquent and nondelinquent, we find the following. Almost three out of five of the delinquent group were male, and a slight majority of these delinquent runaways were older youth. Among the nondelinquent runaway group we found that almost five in nine were female, and more than six in ten were younger youth. Thus we have the basis for a characteristic stereotype: delinquent runaways tended to be older and males, with the nondelinquent runaways characterized as younger and females.

On the pages that follow, we will explore the characteristics which appeared to distinguish between each of the groups in the classification system. To begin with, delinquent runaways were compared to their nondelinquent counterparts. Note that in this analysis nonreturner runners are combined with returners, following the criteria described above.

Figure 2

Characteristics Which Differentiate Delinquent  
from Nondelinquent Runaways

Compared to nondelinquent runaways, delinquent runaways were --

more likely to:

be fate-directed \*\*  
be other-directed \*\*  
have poor school grades \*\*  
be regarded as breaking rules by teachers \*\*  
be regarded as losing temper by teachers \*  
be regarded as impulsive by teachers \*  
have many absences from school \*\*  
have changed schools often \*\*  
have repeated grades \*\*  
want to quit school as soon as possible \*  
say parents wished he/she'd leave \*  
be reported missing \*\*  
run away more often \*\*

less likely to:

be regarded as "cooperative" by teachers \*\*  
be regarded as "good" by teachers \*  
be regarded as "polite" by teachers \*  
be regarded as "bright" by teachers \*\*  
like father \*  
return home within a week\*

\*  $p < .05$

\*\*  $p < .01$

NOTE - All data above were youth perceptions as reported in the youth's questionnaire.

The differences reported in Figure 2 appear to be consonant with those differences which differentiate, in general, delinquents from nondelinquents. The nondelinquent youth who ran away resembled, by contrast, well-behaved children who normally are not considered children who run away from home. Yet, they constituted the majority of serious runners!

Figure 3 continues the examination of differentiating characteristics in the classification system. It considers delinquent runners who are male versus female.

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Child welfare

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## PROGRAM DEVELOPMENTS

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## Styles of Service for Runaways

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MICHAEL H. MARGOLIN

*The approaches to social service for runaway youths are many and varied, in an attempt to meet the different needs of the varied types of minors requiring such help. This article examines current styles of services and the groups delivering them.*

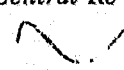
Michael, age 15, walks into Family Service. He has been living on the streets and with friends for weeks. He does and he doesn't want to go home. His mother, divorced, is hostile when the worker calls her. She has put up with this youngster's aggressiveness long enough and wants him home and docile. She calls the police and refuses permission for the worker to counsel her son. This youth is a throwaway, one forced out of the home because of family tension and pressure.

Lisa, 15, floats in and out of the rap line and drop-in center. She is "truant" from a stepfather's home. She lives in crash pads, runs with the rap-line kids, gets temporary jobs and manages a fairly reasonable existence with surrogate parenting by concerned teens. Finally, with the support of a social worker and her probation officer, the judge declares her an emancipated minor.

John, 14, displeases his father. His grades at the private institutional school facility he attends are low. When he is home on leave, he and his father argue and his father drops him on the steps of Juvenile Court. He ends up sleeping in the hall of a drop-in center and the social worker gets involved with him. After hours of discussion and a phone call to an ambivalent uncle, the uncle agrees to take

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John in and negotiate with the father, his brother. John is a Person in Need of Supervision (PINS).

Mike, 15, is a trial to his parents. The oldest of six children, he is charming, bright, talented and a con man. He uses drugs as a life style, lies easily and gracefully and undermines every effort of his realistic and committed parents, social worker and probation officer. Finally, he runs away, to everyone's relief and his own. Mike is a stayaway.

There are many types of youngsters loosely classified as runaways, each with different needs, problems and potential solutions for their problems. Unfortunately, the term "runaway" by which we stigmatize these youngsters causes us to think and act stereotypically.

The word "runaway" denotes negative social attitudes: Running away from something usually means cowardice or a kind of sullen rejection. Many concerned people have tried to convert this negative attitude into a positive by turning the tables. They say that runaways have the courage to leave a bad situation, are making a healthy, aggressive response to that bad situation. Nonetheless, runaways and runaway services are the targets of hostility, criticism and negative reinforcement.

Progress is being made, however: We are developing more, useful services for runaways, and more helping persons of all kinds are taking the pledge to evaluate the runaways' needs and develop appropriate services. Just as there are many kinds of runaways—PINS, stayaways, unemancipated minors, throwaways—so there are many styles of services.

### **The Heart of the Matter**

Just as runaways compose a diverse group with very different needs, so the systematic overview of runaway services presented here contains diverse approaches. Each approach has some unique elements: the composition (who does it), the mandate (how it is authorized to act), the geography (where it functions), the goals (why it is being done) and the constraints (what threatens continuance).

The accompanying flow chart identifies the styles. There are two reasons for this approach. The first is to have knowledge of the range of styles necessary to meet the service needs of runaways. A healthy system needs diverse elements competing to serve needs; this keeps

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**FLOW CHART****Styles of Service to Runaways**

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Entrepreneur	Committee	Agency	Legal	Purist	Complex	Advocate
Minister "Foster Parent" Volunteer	Allies-in-the-Cause: School Social Worker Business Person Psychologist	Social Service Agency	Juvenile Court Polices Dept. Youth Bureaus	Runaway Houses	State Social Services	National Council on Crime & Delinquency
		Crisis Lines Free Clinic	Legislative Bodies	"Attention" or Communal Homes	Federal Dept. HEW & LEAA	Nat'l Ass'n of Social Workers; Michigan League for Human Services

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standards high. (The negative results when a system is co-opted are apparent in the welfare mess. Since there is no real competition to serve those in economic need, the virtual sole supplier meets only the lowest common denominator of need, resulting in inefficiency, brutalization of the consumer and need-frustration.) Consequently, in the system under discussion each style needs support and supporters.

Second, by evaluating each style, interventions within each style and coordination attempts throughout the system of styles can be made more meaningful. Strengths can be mobilized and weaknesses avoided or changed. Therefore, each reader may adopt a plan of action or a choice of strategy to affect the giving of service to run-aways as well as the service givers.

The analysis presented here is not all-inclusive: Some styles have been submerged and some representative organizations or agencies are identified by name while others, equally important, are not. This is arbitrary but not meant to be discriminatory. Nor is each style exhaustively analyzed; that is beyond the scope of this paper. The intent here is to provide a general introduction to the subject.

### Entrepreneur Style

Examples: Minister, "foster parent," volunteer.

Geography: Neighborhood community.

Mandate: Voluntary, ethical.

Goals: Go to bat for a runaway kid; give shelter; try to solve "the problem."

Constraints: Illegal, lack of resources.

The most familiar entrepreneur is the adult in the community, usually a parent of teenage children, who is identified by youngsters as "easy to talk to." This entrepreneur usually finds a son's or daughter's friend on the doorstep after a fight with his or her parents and takes the youngster in for a brief stay. Also in this category is the minister who has an avid youth following and is usually available to youngsters at all hours. This entrepreneur usually houses a youngster, then talks the parents into a referral to a social agency.

All entrepreneurs tend to share a common identification with social precepts such as "charity begins at home" and "help thy neighbor." They tend to act out of an informed moral sense. Their activities may be precedents for the Committee Style.

### Committee Style

Examples: Allies-in-the-cause, school social worker, business person, religious leader, psychologist, housewife.

Geography: Large neighborhood or community, or an incorporated entity, city, county, suburb.

Mandate: Voluntary, quasi-legal/legal.

Goals: Clearinghouse—Who needs what? Bring resources to bear.

Constraints: Adverse social pressures, lack of resources.

This style, typified by the Oakland County Youth Assistance Program, a precourt prevention program serving youth at the first sign of trouble and preventing legal involvement, may occur informally at the outset. However, the nature of its formation and organization tends to provoke search for legitimation. Eventually, it aligns itself with an official body such as a fund-raising or planning body, a church or a juvenile court.

Through a combination of arm-twisting and social pressures, the Committee Style goes to work to obtain community resources for its "clientele." The committee may approach an agency in the community, for instance, and "demand" more service for runaways.

One of the strengths of the Committee Style, an amalgam of participants from different backgrounds and disciplines, may also be a weakness: a base not broad enough to be seen as representing the community. Further, one of the pitfalls in this style is that a member of the committee may use it for personal gain—an attorney looking for cases, for example.

A pre-Committee Style can be seen in the informed network of referrals among agencies and organizations. Often one worker will tell another to skip the intake route when referring a youngster and "call" Jones directly—"he'll cut through the red tape." These referral arrangements are usually reciprocal and, if mobilized into an entity, would be a Committee Style, made up of Entrepreneurs.

### Agency Style

Examples: Social service agency, crisis and hot lines, free clinics, professionals and nonprofessionals.

Geography: City, county, neighborhood.

Mandate: Expressed social concerns, licensing, political support, voluntary.

Goals: Respond to community problems, fulfill legal obligation, help individual cases.

Constraints: Public opinion, threat of loss of funding, goal displacements.

Since there is a wealth of literature available on the nature and function of the Agency Style, this is not pursued here to any great degree. However, in regard to runaways, one point should be made.

Goal displacement often occurs in agency operations, means becoming ends. A counseling agency, for instance, sees counseling as the service rather than the vehicle for service, or the means to achieve solutions. Counseling to runaways and their families becomes the goal rather than one process by which the causes for running away or the conditions producing runaways are dealt with by the agency. This subverts the broader goals of programs to meet runaways' needs or influence social attitudes about running away. Client statistics are cited then, rather than social changes being achieved.

### Legal Style

Examples: Juvenile court, police departments, youth bureaus, legislative bodies, licensing agencies.

Geography: Ubiquitous.

Mandate: Legal, political, community sanction, periodic reinforcement—elections.

Goals: Prevent crime, preserve institutions, protect citizens, provide models of conduct and guidelines for behavior and detention facilities, set standards.

Constraints: Consumer fear and hostility, cynicism, goal displacement, lack of resources.

All of the Legal Styles are based to one degree or another on legal sanctions. That is a great strength but also a weakness, since laws are relatively inflexible and exacting. Although great power can be used for the greatest good by the Legal Style, by and large abuses and failure are more prevalent. Current controversy, for instance, concerns juvenile runaways as status offenders, a legal status that, while relatively neutral, exposes the runaway to institutionalization with juveniles who have committed serious offenses such as robbery, or even murder.

The constraints in the Legal Style, some from within, some from without, are particularly relevant. Goal displacement here is seen as upholding the law rather than using the law to achieve good: runaways are incarcerated rather than protected, or they are adjudicated rather than enlightened. The Legal Style tends to be rigid and stereotypic, since laws are essentially monolithic. One constraint often cited by Legal Styles is "lack of resources," often a paper tiger to avoid blame or criticism. Police youth departments, for instance, say they cannot effectively deal with runaways because they lack funds to hire staff. This may mean they cannot change their Legal Style from enforcement to another mode.

From without, constraints are particularly important. Consumer fear and hostility because of bad experiences and public cynicism about the end results prevent many from using the Legal Style. The repeater runaway who runs from home, then ends up running from representatives of the Legal Style, is labeled delinquent, another form of goal displacement by which consumers who object to the style of service are labeled deviant.

There are usually entrepreneurs in the Legal Style who are in hot water for "bucking the system." They usually have divided loyalties and will "bend" policies or procedures to fit individuals. They are usually repressed or disciplined, since the Legal Style generally enforces its mandate on behalf of those inside and outside of the system. However, entrepreneurs may also serve to keep a balance in the Legal Style and may even provoke change.

### Purist Style

Examples: Runaway houses, "attention homes" vs. detention homes, communal version of foster homes.

Geography: Ad hoc, scattered.

Mandate: Demonstration/funding, legal or legislated, ideological.

Goals: Safe, therapeutic place for runaways, healing or curative services to runaways and families, legitimization of running away, advocacy on runaway problem, promotion of alternate life styles.

Constraints: Harassment, adverse social pressures, lack of resources.

This style cannot be described with great accuracy since it is new and still forming. In fact, the communal foster home or "attention

home" (a phrase coined by Milton Rector in the article "PINS Cases: An American Scandal") [2:4] is an idea whose time is coming just as "runaway houses" have come into being in the last 10 years or so.

The communal foster home, an idea fostered by Detroit Transit Alternative and the Sanctuary, two runaway houses in Michigan, would be an alternative to foster care for runaways who could not return home or who would not benefit from a traditional placement. This Purist Style would involve a small home of five to seven persons, living together and running the home collectively by participating in all decision making and tasks. Runaways might leave a "runaway house" and go into an "attention home." Parental, court or state financial support would defray expenses. A runaway might stay for months or longer until ready for full independence.

The Purist Style has some unique elements. In some runaway shelters the communal or collective style of decision making is employed, leading to a more horizontal, less hierarchical internal organization. There may be a greater representation of the consumer in policy and decision making and indeed, staff may be former recent runaways themselves.

At this point, the Purist Style has no real base for continuance. Most are financially insecure or are funded as demonstrations. Community support is still wavering, though strengthening. One sticking point is the legitimization of running away, since this runs counter to much public opinion, and public opinion will have to change before public support is guaranteed.

### Complex Style

Examples: State social services, federal agencies such as Health, Education and Welfare; Law Enforcement Acts Administration.

Geography: Ubiquitous.

Mandate: Legal, political, financial.

Goals: Preventing "crime," strengthening of institutions, promoting social peace and harmony, fulfilling expressed social concerns, reinforcing sanctions, avoiding negative publicity.

Constraints: Bureaucracy, patronage, disaffiliation from consumer.

Constraints here assume a great role and can significantly lessen the positive impact on the consumer. The disaffiliation from the consumer, for instance, is caused by the distance between the consumer

and the initiator: The Law Enforcement Acts Administration (LEAA) acts in "chambers" in Washington, passes on its control to the states, which in turn set up a mechanism for identifying, then recruiting communities, then serving the consumer. By then, several thousand more youngsters have run away.

Nonetheless, two recent developments may effectively contravene the process: New LEAA guidelines require an advisory board at the state level to consult on the use of funds. If these board positions are filled by consumers or consumer surrogates, the gap may be narrowed. Further, the concept of purchase of service, or contracting, whereby a state agency buys service rather than co-opting the funds to develop the service itself, can result in community-based groups' being contracted. Their identification and affiliation with the consumer might mitigate the tendency of the Complex Style to reduce everything to a highly uniform, duplicatable format. These trends are developing, but cannot yet be seen as standard operating procedure.

### Advocacy Style

Examples: National Council on Crime and Delinquency, National Association of Social Workers, Michigan League for Human Services, National Youth Alternatives Project.

Geography: National, regional.

Mandate: Licensed, empowered, constituent-sanctioned, demonstrated expertise.

Goals: Study social issues and arrive at recommendations, issue statements, effectively demonstrate needs, bring about reform.

Constraints: Social apathy, lack of popular support, inadequate public relations.

Although social apathy and lack of popular support can constrain the Advocacy Style from achieving success, this can be avoided by a determined and able entrepreneur heading up the organization. Ralph Nader (Nader's Raiders), Martin Luther King, John Gardner (Common Cause) are examples.

Currently, Milton Rector, president of the National Council on Crime and Delinquency, is spearheading the campaign for runaways. Whether other organizations such as the National Youth Alternatives Project will emerge as successful examples of the Advocacy Style is uncertain.

In addition, Senator Birch Bayh has been aligning himself with several organizations that are potential change agents: The National Association for Mental Health and the American Psychiatric Association [1].

One obvious drawback to the Advocacy Style is the need for a dramatic issue: The slaughters in Houston in 1973 lent impetus to the runaway "cause." But the possibility of encroaching social apathy (such as occurred with the National Welfare Rights Organization) must be countered with eternal vigilance and strong public relations.

As a last word, I set off an early warning signal. Again, I emphasize that the competitions inherent in the system are basically healthy, especially when they lead to cooperation among the competitors. The danger is in takeover or co-optation, due to a lack of competition. For instance, one style may capture more of the financial resources and buy the others out with legal support. One example of this is our methadone programs, funded by the federal government with exclusive rights to methadone treatment, which have made consumers virtual political prisoners.

Another danger is when apathy strikes and styles of service leave the arena too early, before they have been tested. This is also called pre-apathy and is known to affect social agencies and professionals who declare they have no expertise and refuse to compete for the consumer.

The third danger is the "Expert Relevance Syndrome." One style is promoted, publicized, lionized and becomes so popularized that it is invested with magic qualities, out of proportion to its capacities. Other styles then fold their tents and steal away, leaving the mythic style to do the work of many (and fail).

We must be alert to these symptoms and deal with them. This means individual action, commitment and follow-through along the entire range of styles. If not, runaways will become political prisoners of a tyrannical style, and subject to its abuses. Better, perhaps, to go unserved. ♦

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## COMMENTS

### THE JUVENILE COURT AND THE RUNAWAY: PART OF THE SOLUTION OR PART OF THE PROBLEM?

#### I. INTRODUCTION

RUNNING AWAY HAS LONG BEEN A PART OF THE AMERICAN EXPERIENCE. Our history and our folklore are replete with tales of runaways—Benjamin Franklin, Horatio Alger, Paul Bunyan, Tom Sawyer, Holden Caulfield, the prodigal son, the hobo riding the rails. Each era has had its own, distinctive reason for runaways. The whole ethic of pioneer America was based on the open society—the right to move on and begin anew. In Mark Twain's day, running away was an integral part of the rite of passage from boyhood to manhood. The depression of the 1930's led many young people to desert their homes for the cities in search of better economic opportunity. In the 1940's, thousands of young men ran away to join the army or navy and "fight the good fight." Today in our highly mobile society, there is a pervasive attitude that life can always be better elsewhere—in another city, another job, another relationship, another family. "Everyone, everywhere wants to run away from something."<sup>1</sup> In the larger sense, the runaway experience is part of the human experience—an attempt to cope with, or rebel against, a highly imperfect world.

As a part of this well-established tradition, young people today are running away from home in greater numbers than ever before. But if our society was perhaps tolerant of runaway behavior in the past, it is not so today. The runaway is treated primarily as a legal problem, a problem of law enforcement. First and foremost, the runaway is a lawbreaker. Although states persist in this attitude, it is becoming evident that it is a failure. The legal approach is not only harsh and unfair in its treatment of the runaway, it is ineffectual to prevent the runaway act as well. The runaway phenomenon is a *social* problem and therefore not amenable to legal solutions.

The thesis of this Comment is that the runaway, the courts, the

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<sup>1</sup> L. AMBROSINO, RUNAWAYS (1971) [hereinafter cited as AMBROSINO].

police, and the community would all benefit if the runaway were withdrawn from the legal process. To support that premise this paper will examine the characteristics of the runaway, the underlying causes, and the legal status of the runaway. The inadequacies of the present legal approach will then be analyzed, and possible alternatives will be discussed. In the process this Comment will touch upon some of the very basic defects in our juvenile court system.

## II. A PORTRAIT OF THE RUNAWAY

The runaway phenomenon in this country has reached almost epidemic proportions. While accurate statistics are almost impossible to obtain,<sup>2</sup> it has been estimated that at least 1,000,000 children run away from home each year,<sup>3</sup> most of whom gravitate toward the large metropolitan areas.<sup>4</sup> The actual number may diminish as the number of people under eighteen declines, but it is still apparent that a significant proportion of our youth run away from home at least once.

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<sup>2</sup> At present, statistical information can be obtained only from missing persons reports and arrest records. However, many runaways are never reported and most are never formally arrested. In fact, arrests account for only one-third to one-half of all runaways. AMBROSINO, *supra* note 1, at 3. Attempts are presently being made to provide for the collection of more national statistical data. See notes 210, 212-14 *infra* and accompanying text.

<sup>3</sup> S. REP. NO. 93-131, 93d Cong., 1st Sess. 3 (1973) [hereinafter cited as S. REP.]; U.S. NEWS & WORLD REPORT, Sept. 3, 1973, at 34; N.Y. Times, Aug. 16, 1973, at 17, col. 1 (Caspar Weinberger, Secretary of HEW).

An examination of the annual *Uniform Crime Reports*, published by the FBI, indicates how rapidly this phenomenon has grown. The figures below show the number of runaway arrests reported to the FBI each year:

1965—82,000
1966—101,821
1967—129,532
1968—149,052
1969—159,468
1970—179,073
1971—204,544
1972—199,185
1973—178,433

<sup>4</sup> In 1973, police in New York City estimated that there are about 20,000 runaways in the city at any given time. N.Y. Times, Aug. 16, 1973, at 17, col. 1. In Montgomery County, Maryland, which borders on Washington, D.C., the runaway rate tripled within five years. Goldmeier & Dean, *The Runaway: Person, Problem or Situation?*, reprinted in *Runaway Youth: Hearings on S. 2829 Before the Subcommittee to Investigate Juvenile Delinquency of the Senate Comm. on the Judiciary*, 92d Cong., 1st Sess., Appendix, at 233 (1972) [hereinafter cited as *Hearings*].

It is difficult to characterize the "typical" runaway; experts who deal with runaways on a regular basis believe that there is not really a "typical" runaway.<sup>5</sup> Some basic demographic facts, however, have been established.<sup>6</sup> First, although the runaway phenomenon occurs more frequently in the white middle class, it affects all racial and economic groups.<sup>7</sup> Second, the age of the typical runaway is declining. In 1963 and 1964, the most common age for the runaway was sixteen or seventeen;<sup>8</sup> in the early 1970's, the average age was fifteen,<sup>9</sup> and it is probably still declining.<sup>10</sup> Third, the majority of runaways are girls.<sup>11</sup>

Research into the underlying causes of runaway behavior has been both sparse and contradictory. Early researchers in particular portrayed the runaway as severely psychologically disturbed, pre-

<sup>5</sup> "They come from every class, race, religion, and geographic area . . . They are the unwanted, the overprotected, the ignored, the pampered." *Hearings, supra* note 4, at 7 (testimony of William Treanor, Director, Special Approaches to Juvenile Assistance, Inc.). "[I]t is a problem of kids, all kinds of kids." *Id.* at 33 (testimony of Brian Slattery, Codirector, Youth Advocates, Inc.). "Take a random sampling of the kids who run away from home and you will see a cross section of American young people." D. BUTLER, J. REINER, & W. TREANOR, *RUNAWAY HOUSE: A YOUTH-RUN SERVICE PROJECT 9* (1974) (a report prepared for the NIMH Center for Studies of Child and Family Mental Health) [hereinafter cited as *RUNAWAY HOUSE*].

<sup>6</sup> See Note, *Runaways: A Non-Judicial Approach*, 49 N.Y.U.L. Rev. 110, 111-12 (1974) [hereinafter cited as *Runaways*].

<sup>7</sup> See, e.g., Goldmeier & Dean, *The Runaway: Person, Problem or Situation?*, reprinted in *Hearings, supra* note 4, at 235 [hereinafter cited as Goldmeier & Dean]; *id.* at 33 (testimony of Brian Slattery); S. REP., *supra* note 3, at 3.

<sup>8</sup> *Hearings, supra* note 4, at 6 (introductory remarks of Sen. Birch Bayh, Chairman of the Subcomm.).

<sup>9</sup> AMBROSINO, *supra* note 1, at 3.

<sup>10</sup> According to FBI statistics for 1972 and 1973, there were more runaway arrests in the thirteen-fourteen age bracket than any other group. Compare C. KELLEY, *UNIFORM CRIME REPORTS* 126 (1972) (62,815 out of a total of 199,185) with C. KELLEY, *UNIFORM CRIME REPORTS* 128 (1973) (56,449 out of a total of 178,433). In both years, children under the age of fifteen comprised 40% of the total number of runaway arrests.

<sup>11</sup> *Hearings, supra* note 4, at 6. Approximately 56% of runaways arrested in 1973 were female. C. KELLEY, *UNIFORM CRIME REPORTS* 131 (1973). This imbalance results, in large part, from the prevailing sexual double standard. Aggressive behavior in boys is not only tolerated, but expected; but parents are less tolerant of deviant behavior in their daughters, are more protective of their daughters' welfare, and are less hesitant to report their absences. Police, in turn, share these values, and are more likely to take girls into custody. See Note, *California Runaways*, 26 HAST. L.J. 1013, 1014-15 (1975). Over one-half of the girls referred to juvenile courts in 1965 were referred for status offenses—mostly running away and "ungovernable behavior." Kleinfeld, *The Balance of Power Among Infants, Their Parents and the State*, 4 FAM. L.Q. 409, 437 n.93 (1970).

delinquent, or delinquent and were given to such ominous statements as "running away is usually the first step on the downward stair to crime—the first premonitory portent of far more desperate misdemeanors."<sup>12</sup> Some researchers maintained that running away was motivated by oedipal conflicts, and that the act of running away was a re-enactment of Oedipus' self-banishment.<sup>13</sup> Others found runaways to have "an extremely negative character" and that "running away constitutes a severe narcissistic disorder."<sup>14</sup> This school of research generally views running away as evidence of "individual psychopathology" and feels that the runaway's personal disturbance is shown by "impulsive, disorganized, and delinquent behavior."<sup>15</sup>

More recent studies, however, have shown that this portrait of the runaway is probably inaccurate.<sup>16</sup> These studies maintain that "most running away is best interpreted as an adaptive response to situational pressures, the origins of which may lie in ordinary family conflicts or even in general economic conditions."<sup>17</sup> A study conducted for the National Institute of Mental Health (NIMH) found that there are actually two distinct groups of runaways: the chronic runaway and the one-time runaway.<sup>18</sup> This study indicated that the chronic runaway is significantly different from the one-time runa-

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<sup>12</sup> C. BURT, *THE YOUNG DELINQUENTS* 455 (1944).

<sup>13</sup> Rosenheim, *Techniques of Therapy*, 10 AM. J. ORTHOPSYCHIATRY 651, 657 (1940). See also Robey, Rosenwald, Snell & Lee, *The Runaway Girl: A Reaction to Family Stress*, 34 AM. J. ORTHOPSYCHIATRY 762 (1964).

<sup>14</sup> Riemer, *Runaway Children*, 10 AM. J. ORTHOPSYCHIATRY 522, 526 (1940).

<sup>15</sup> Shellow, Schamp, Liebow, & Unger, *Suburban Runaways of the 1960s*, Monograph of the Society For Research In Child Development (1967), reprinted in *Hearings*, *supra* note 4, at 211 [hereinafter cited as Shellow Study]. See Leventhal, *Control Problems in Runaway Children*, 9 ARCHIVES OF GENERAL PSYCHIATRY 122, 127 (1963):

In contrast with lay and even many professional notions concerning the seemingly benign nature of running away, the findings here suggest severe pathology. On the basis of the marked overconcern with loss of control and with ego surrender, and some degree of reality distortion, pre-psychotic functioning is suggested.

It is also interesting to note that the American Psychiatric Association lists the "runaway reaction of childhood or adolescence" as a mental disorder. Stierlin, *Characteristics of Suburban Adolescent Runaways*, reprinted in *Hearings*, *supra* note 4, at 171.

<sup>16</sup> It has been suggested that the conclusions reached by the earlier researchers may have been predetermined by their sample selections. Many of these studies drew upon the runaway populations of correctional institutions, psychiatric clinics, and welfare services for their subjects. See Shellow Study, *supra* note 15, at 211-12.

<sup>17</sup> *Id.* at 211; see Goldmeier & Dean, *supra* note 7, at 234.

<sup>18</sup> Shellow Study, *supra* note 15, at 227.

way,<sup>19</sup> and more closely resembles the picture drawn by earlier research. This runaway shows a high incidence of "personal and family disorganization, serious difficulties in school, and consistent involvement with law enforcement agencies."<sup>20</sup>

But the chronic runaway accounts for a very small proportion of the total runaway population. The great majority of runaways leave home only once. The NIMH study found that this group of runaways differed very little from their non-runaway counterparts. The one-time runaway is *more likely* than the non-runaway to come from a broken home,<sup>21</sup> to have moved from one community to another more frequently,<sup>22</sup> to have problems at school,<sup>23</sup> and to have more open family conflict;<sup>24</sup> but these are by no means universal characteristics. Significantly, such factors as a working mother, level of parental education, and prior delinquent conduct bear no relation to runaway behavior.<sup>25</sup>

If there is any unifying factor in the backgrounds of those who run away, it is the breakdown of communication and the subsequent lack of understanding between a child and his parents. This breakdown does not necessarily take the form of parental neglect or abuse; it may be the converse. Overprotective and possessive parents, or parents who do not have a consistent value system of their own,<sup>26</sup> also often fail to relate to their children in any meaningful way. In this sense, the runaway act is usually designed ultimately to change the parent-child relationship, rather than to deny it.

Also to be considered is the positive value of the runaway episode. It may force parental recognition that all is not well in the interfam-

<sup>19</sup> *Id.* at 224-26.

<sup>20</sup> *Id.* at 227.

<sup>21</sup> *Id.* at 219.

<sup>22</sup> *Id.* at 220.

<sup>23</sup> *Id.* at 222-23.

<sup>24</sup> *Id.* at 221. Another study found significant the fact that 75% of the runaways in the sample reported that they seldom or never felt at ease in their own homes. Goldmeier & Dean, *supra* note 7, at 236.

<sup>25</sup> Shellow Study, *supra* note 15, at 220-23.

<sup>26</sup> *Hearings*, *supra* note 4, at 7, 8, 14 (testimony of William Treanor); *id.* at 95 (testimony of John Wedemeyer, Director, The Bridge). "Perhaps as many kids run away from homes in which they are stifled by love ('being taken care of') as from indifferent or cruel homes." RUNAWAY HOUSE; *supra* note 5, at 9.

ily relationship.<sup>27</sup> It may also represent a constructive expression of the adolescent's developing sense of selfhood and independence.<sup>28</sup> "Runaways are frequently among those adolescents who are too shrewd, too questioning to accept comfortably the mere promise of adulthood in the indefinite future while pacified with privilege in the present."<sup>29</sup> Adolescence is usually a time of rebellion—and running away may simply be one form of expressing it.

What becomes clear after a survey of the literature is that there is no one reason why a child runs away. The runaway act may be impulsive in itself, but the motivations behind it are complex and varied:

Running away may be any of a number of things ranging from a cry of despair to a victory yell. Most frequently, perhaps, it is something in the middle: a plain, forthright expression of dissatisfaction at home or school. *The problems facing most runaway adolescents are the same as those facing many young people; in this sense, running away from home can be seen as one way of dealing with these problems. Other adolescents deal with these problems differently but not necessarily in ways that are better either for themselves or for the community.*<sup>30</sup>

For whatever reason a youth may run away, he will often find that life on the streets is no better, and usually is worse, than the situation he left at home.<sup>31</sup> Because the runaway act is impulsive, it is usually poorly planned. Most runaways take little or no money, food, or clothing with them.<sup>32</sup> Thus they find themselves without the resources needed to survive. The effect on the inexperienced, shel-

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<sup>27</sup> The authors of the Shellow Study noted that a high percentage of both runaways and non-runaways reported trouble at home. But parents of non-runaways tended not to see or to admit such conflict, while parents of runaways did admit to family conflict. The authors concluded that "[p]erhaps parents require a clear behavioral statement such as the act of running away in order to recognize or admit the existence of family discord." Shellow Study, *supra* note 15, at 221.

A detective for the New York Police Department has noted that in 75% of the cases where the runaway is reported to the police, parents list the cause as unknown and state flatly that there is no valid reason for the child's act. Hildebrand, *Why Runaways Leave Home*, 54 J. CHM. L.C. & P.S. 211 (1963).

<sup>28</sup> See, e.g., Paull, *The Runaway Foster Child*, 35 CHILD WELFARE 21 (1956).

<sup>29</sup> Shellow Study, *supra* note 15, at 230.

<sup>30</sup> *Id.* at 228 (emphasis added).

<sup>31</sup> See *Runaways*, *supra* note 6, at 113-14; AMBROSINO, *supra* note 1, at 9-28.

<sup>32</sup> Shellow Study, *supra* note 15, at 218.

tered teenager can be brutalizing. He must eat and find a place to sleep, but "to seek help from legitimate channels usually means surrendering to the police. To avoid the authorities, he will try to survive on his own, even if this requires conduct he would normally consider wrong."<sup>33</sup>

Certainly there is a greater risk that the runaway living on the streets will become involved in criminal conduct. Panhandling, shoplifting, drug dealing, and prostitution are common experiences for the runaway on the streets.<sup>34</sup> But perhaps even more tragic is the vulnerability of the runaway. Because he is a lawbreaker he is forced to associate with other societal rejects, and he is exposed to all sorts of deviant and dangerous conduct. As one expert in dealing with runaways has testified:

[T]here is hardly a thing that a person . . . could think of that could happen to a young person that does not happen regularly, from homosexual involvement to involvement with every conceivable drug . . . , to being taken off by someone to cross the country, to being injured.<sup>35</sup>

The portrait that emerges of the "typical" runaway is not that of a juvenile delinquent or a "bad" or "sick" child. Instead, the runaway is most often a confused, sometimes desperate adolescent reacting to a situation that he finds unbearable. It is obvious to any knowledgeable observer that he needs counseling, understanding, and a temporary place of retreat; but given society's present attitude it is unlikely that he will receive any of these.

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<sup>33</sup> *Runaways*, *supra* note 6, at 114. See also *RUNAWAY HOUSE*, *supra* note 5, at 9:

The initiated can quickly spot a group of runaways on the street. They move like illegal immigrants who just sneaked into the country. These kids are on guard, and get ready to run at the sight of a beat cop or a patrol car slowly rounding a corner. Each runaway seems to think that every street corner policeman has memorized his missing person's report and has just finished talking to his mother.

<sup>34</sup> One police officer testified that "crime by runaway juveniles has decreased somewhat since there are runaway houses, communes, etc. they can go to, because in the past they had to resort to crime many times to exist." *Hearings*, *supra* note 4, at 53-54 (testimony of Maj. J.A. Bechtel, Head of Investigation and Services Division, Montgomery County, Md., Police Department).

It is important to remember that the great majority of runaways do not get into trouble at all, either before or after the runaway act. Shellow Study, *supra* note 15, at 224. This study supports the view that what crimes the runaway commits are committed in order to survive.

<sup>35</sup> *Hearings*, *supra* note 4, at 14 (testimony of William Treanor).

### III. LEGAL STATUS OF THE RUNAWAY

#### A. *The Runaway as a Delinquent*

It is against the law in every state for a minor to leave home without parental consent; a child, unless emancipated, must be under someone's care and supervision until he reaches majority.<sup>36</sup> As one author has written: "The legal issue is the cloud hanging over the runaway."<sup>37</sup> It is the factor that serves to complicate an already confused situation. The runaway is viewed by the states as essentially a law enforcement problem. Thus it is the duty and the right of the police to apprehend the runaway; and the juvenile so apprehended will usually become involved in some phase of the juvenile court system.<sup>38</sup>

Running away from home has traditionally been grounds for adjudicating a child a delinquent.<sup>39</sup> This stems from the original concept of delinquency which included both conduct injurious to the community such as property crimes, and conduct injurious to the child himself such as running away.<sup>40</sup> Under this concept, the state could intervene, not in a punitive manner, but as the protector of the child, when the child engaged in anti-social conduct.<sup>41</sup> While this traditional concept of delinquency is being redefined,<sup>42</sup> several states still classify the runaway act as a delinquent act.<sup>43</sup> A few

<sup>36</sup> *Id.* at 49 (testimony of Maj. Bechtel). See also Kleinfeld, *The Balance of Power Among Infants, Their Parents and the State*, 4 FAM. L.Q. 409 (1970).

<sup>37</sup> AMBROSINO, *supra* note 1, at 9.

<sup>38</sup> See *Runaways*, *supra* note 6, at 114-17.

<sup>39</sup> Orlando & Black, *Classification in Juvenile Court: The Delinquent Child and the Child in Need of Supervision*, 25 JUV. JUSTICE 13, 16 (May 1974) [hereinafter cited as *Classification in Juvenile Court*]; *Runaways*, *supra* note 6, at 114-15.

<sup>40</sup> *Classification in Juvenile Court*, *supra* note 39, at 16. See generally F. SUSSMAN & F. BAUM, *LAW OF JUVENILE DELINQUENCY* (1968); Mack, *The Juvenile Court*, 23 HARV. L. REV. 104 (1909).

<sup>41</sup> *Classification in Juvenile Court*, *supra* note 39, at 15; see, e.g., *In re Johnson*, 30 Ill. App. 2d 439, 174 N.E.2d 907 (1961).

<sup>42</sup> See notes 51-61 *infra* and accompanying text.

<sup>43</sup> ARK. STAT. ANN. § 45-204(b) (Supp. 1973); CONN. GEN. STAT. ANN. § 17-53(b) (1975); IND. ANN. STAT. CODE § 37-5-7-4(4) (Burns 1973); KY. REV. STAT. § 208.020(c) (Cum. Supp. 1974); ME. REV. STAT. ANN. tit. 15, § 2552 (Supp. 1974); MICH. STAT. ANN. § 27.3178(598.2)(a)(2) (Supp. 1975); MISS. CODE ANN. § 43-21-5(g) (Cum. Supp. 1975); ORE. REV. STAT. § 419.476(1)(f) (1973) (Oregon does not distinguish runaways from other delinquents by definition, but does provide for limited disposition); S.C. CODE ANN. § 15-1103(9)(d) (1969); VA. CODE ANN. § 16.1-158(1)(g) (1975); W. VA. CODE ANN. § 49-1-4(5) (1966).

states do not specifically define running away as delinquency, but have catch-all definitions—beyond control, incorrigible, wayward, ungovernable—which are construed to include runaways.<sup>45</sup> In these states, a runaway who has been adjudicated a delinquent may be incarcerated in state institutions for indefinite periods, along with juveniles who have committed actual criminal offenses.

One example will illustrate what can happen to a runaway in this kind of system.<sup>46</sup> On June 1, 1972, fifteen-year-old Mamie Lou ran away from her home in Winfield, West Virginia. Two days later her mother swore out a warrant for the arrest of her child as a runaway. Mamie Lou was arrested by Wheeling police on June 7 and detained for two days until her mother and stepfather drove down to get her. On the return trip the mother told her that she was going to have her sent to the Industrial Home for Girls. The parents took Mamie Lou to the sheriff's office where attempts to negotiate between her and her parents failed. She was detained in the juvenile section of the county jail. At a detention hearing on June 12, the judge ordered her detained and awarded temporary custody to the Department of Welfare. At another hearing on June 21, the judge gave Mamie Lou a choice between returning home and going to the Industrial Home.<sup>46</sup> She chose the Industrial Home. On June 23, the judge committed her to the Home until "paroled or discharged," and she remained in detention until transported to the Home on June 30. By this time Mamie Lou had been in detention for twenty-three days and was facing a potential six-year incarceration in a state institution.<sup>47</sup>

<sup>45</sup> ALA. CODE tit. 13, § 350(3) (1959) (beyond control or incorrigible); DEL. CODE ANN. tit. 10, § 901(7) (1974) (uncontrolled, or engaging in injurious conduct); IOWA CODE ANN. § 232.2(13)(c) (1969) (wayward); MINN. STAT. ANN. § 260.015.5(d) (Cum. Supp. 1975) (wayward); MO. ANN. STAT. § 211.031(c) (Vernon 1959) (behavior injurious to welfare); N.H. REV. STAT. ANN. § 169:2(II)(b) (Supp. 1973) (wayward); PA. STAT. ANN. tit. 11, § 50-102(2)(ii) (Supp. 1975) (ungovernable).

<sup>46</sup> The facts are taken from *State ex rel. Wilson v. Bambrick*, 195 S.E.2d 721 (W. Va. 1973).

<sup>47</sup> The applicable statute requires that a juvenile "repeatedly" desert his home. W. VA. CODE ANN. § 49-1-4(5) (1966). However, there was no record that this girl had ever left home before.

<sup>48</sup> Under state law at that time, the state could retain custody over a child until age twenty-one. The age has since been lowered to eighteen. W. VA. CODE ANN. § 49-2-2 (1966), as amended, (Cum. Supp. 1975).

In December 1972, Mamie Lou filed, through an attorney, a writ of habeas corpus alleg-

Mamie Lou's story is not unique. A recent study of the Indiana Girls' School revealed that one-half of the inmates were there because they had run away from home.<sup>48</sup> A similar study of the Indiana Boys' School in 1973 showed that approximately 46 percent of those inmates had been committed for truancy, incorrigibility, or running away.<sup>49</sup> These children are likely to spend months and often years in a prison-like setting with other juveniles who have committed serious offenses. Although they are probably not criminally inclined when they enter such institutions, they may very well be when they get out.<sup>50</sup>

### B. *The Runaway as a "Child in Need of Supervision"*

The majority of states in recent years have attempted to redefine the term delinquency. Under these bifurcated statutes, the delinquency classification is limited to those acts committed by juveniles which would be crimes if committed by adults. Juveniles whose conduct is non-criminal but still considered anti-social are classified under such labels as "children in need of supervision" (CINS) or "persons in need of supervision" (PINS) or "unruly."<sup>51</sup> Some of these statutes specifically include the runaway in this class.<sup>52</sup> Others

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ing that the state had illegal custody of her because she had not been informed of her right to counsel at either hearing. The West Virginia Supreme Court held that she should have been informed of her right to counsel. Because it was a habeas corpus proceeding, the court ordered her released from custody with the proviso that if the Department of Welfare wished to regain custody, it should file a petition in the county juvenile court. *State ex rel. Wilson v. Bambrick*, 195 S.E.2d 721, 723 (W. Va. 1973).

<sup>48</sup> S. REP., *supra* note 3, at 4.

<sup>49</sup> Culbertson, *Commitment Hearings in Indiana's Juvenile Courts*, 24 JUV. JUSTICE 25, 30 (Nov. 1973).

<sup>50</sup> S. REP., *supra* note 3, at 4.

<sup>51</sup> The term most often used is "child in need of supervision" (CINS), and for the purposes of this paper will be used in reference to these classifications.

<sup>52</sup> ALASKA STAT. §§ 47.10.290(7), 47.10.010(a)(3) (1971) (child in need of supervision); ARIZ. REV. STAT. ANN. § 8-201.12 (1974) (incorrigible); COLO. REV. STAT. § 19-1-103(5)(b) (1973) (child in need of supervision); FLA. STAT. ANN. § 39.01(11)(c) (Cum. Supp. 1975) (child in need of supervision); GA. CODE ANN. § 24A-401(g)(4) (Supp. 1974) (unruly); KAN. STAT. ANN. § 38-802(d)(2) (1973) (wayward); MD. ANN. CODE art. 4, § 501(c) (1974) (child in need of supervision); MASS. ANN. LAWS ch. 119, § 21 (1975) (child in need of services); NEB. REV. STAT. §§ 43-201(5), -210.01 (1974) (child in need of special supervision); NEV. REV. STAT. § 62.040(b)(3) (1973) (child in need of supervision); N.C. GEN. STAT. § 7A:278(5) (1969) (undisciplined child); R.I. GEN. LAWS ANN. § 14-1-3.G(1) (1969) (wayward); S.D. COMP. LAWS ANN. § 26-8-7.1 (Supp. 1975) (child in need of supervision); TEX. FAM. CODE § 51.03(b)(3) (Vernon 1975) (child in need of supervision); WIS. STAT. ANN. § 48.12(2)(a) (Supp. 1975) (child in need of supervision); WYO. STAT. ANN. § 14-115.2(n) (Supp. 1975) (child in need of supervision).

define a CINS in broad terms such as ungovernable, incorrigible, or beyond control;<sup>53</sup> such terms have been construed to include runaways.<sup>54</sup>

These classifications are based on the belief that juveniles who commit only status offenses require treatment and counseling rather than detention and incarceration;<sup>55</sup> and they are evidence of a growing legislative concern over the stigma that is attached to the label "delinquent."<sup>56</sup> Thus, the classification is broadly defined and a relatively wide range of dispositional alternatives created in order to give the judge greater flexibility to choose the appropriate treatment for each juvenile in light of his particular background and problems. Typical dispositional alternatives include: (1) suspension of judgment; (2) giving the child a warning and discharging him; (3) placing the child with his parents or in an alternative private home; (4) probation; (5) commitment of the juvenile to one of a variety of public facilities—juvenile homes, community centers, camps, detention centers, or training schools.<sup>57</sup>

<sup>53</sup> CALIF. WELF. & INST'NS CODE § 601 (Cum. Supp. 1975) ("beyond control"); D.C. CODE § 16-2301(8)(A)(iii) (1973) (child in need of supervision, "ungovernable"); HAWAII REV. STAT. § 571-11(2)(C) (1971) ("beyond control"); IDAHO CODE § 16.1803(1)(a) (Supp. 1975); ILL. ANN. STAT. ch. 37, § 702-3 (Smith-Hurd 1972) (minor in need of supervision, "beyond control"); LA. REV. STAT. § 13:1569(15)(b) (Supp. 1975); MONT. REV. CODES ANN. § 10-1203(13)(b) (Supp. 1974) (youth in need of supervision, "ungovernable"); N.J. STAT. ANN. § 2A:4-45(b) (Supp. 1975) (juvenile in need of supervision, "ungovernable" or "incorrigible"); N.M. STAT. ANN. § 13-14-3(M)(2) (Supp. 1973) (child in need of supervision, "ungovernable"); N.Y. FAM. CT. ACT § 712(b) (McKinney Supp. 1974) (person in need of supervision, "ungovernable"); N.D. CENT. CODE ANN. § 27-20-02.4(b) (1974) (unruly, "ungovernable"); OKLA. STAT. ANN. tit. 10, § 1101(c) (Supp. 1974) (child in need of supervision, "beyond control"); TENN. CODE ANN. § 37-202(5)(ii) (Cum. Supp. 1974) (unruly, "ungovernable"); UTAH CODE ANN. § 55-10-77(2)(b) (1974) ("beyond control"); VT. STAT. ANN. tit. 33, § 632(12)(C) (Supp. 1975) (child in need of supervision, "beyond control"); WASH. REV. CODE ANN. § 13.04.010(7) (1962) (dependent, "incorrigible").

The first word in the parentheses is the label given to the classification; the word in quotation marks is the particular word used to describe conduct under which runaways would fall.

<sup>54</sup> See, e.g., *C. v. Redlich*, 32 N.Y.2d 588, 300 N.E.2d 424, 425, 347 N.Y.S.2d 51 (1973); *In re Sekeres*, 48 Ill. 2d 431, 270 N.E.2d 7, 8 (1971); *In re S.*, 12 Cal. App. 3d 1124, 1128, 91 Cal. Rptr. 261, 263 (1970).

<sup>55</sup> *Runaways*, *supra* note 6, at 117. See Note, *Persons in Need of Supervision: Is There a Constitutional Right to Treatment?*, 39 BROOKLYN L. REV. 624, 627-28 (1973); Note, *Nondelinquent Children in New York: The Need for Alternatives to Institutional Treatment*, 8 COLUM. J.L. & Soc. PROB. 251, 253-55 (1972).

<sup>56</sup> *Classification in Juvenile Court*, *supra* note 39, at 16.

<sup>57</sup> See generally, e.g., CALIF. WELF. & INST'NS CODE § 730 (West 1972); GA. CODE ANN. § 24A-2303 (Cum. Supp. 1974); N.Y. FAM. CT. ACT. § 754 (McKinney 1963 & Supp. 1973).

In most states with CINS classifications, anyone,<sup>58</sup> including parents, police, and court officers, can file a petition against a child.<sup>59</sup> Many states require that a pattern of conduct rather than an isolated incident be shown in order to adjudicate the child to be a CINS.<sup>60</sup> This pattern of conduct requirement, however, may not always be applicable to runaways. The wording of many statutes which specifically define a runaway as a CINS would seem to indicate that one act of running away is sufficient.<sup>61</sup> Also in many states,

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<sup>58</sup> See, e.g., COLO. REV. STAT. § 19-3-101 (1973) ("... a law enforcement officer or any other person . . ."); DEL. CODE ANN. tit. 10, § 932 (1974) ("... any person having knowledge . . ."); GA. CODE ANN. § 24A-1602 (Cum. Supp. 1974) ("... any person, including a law enforcement agent, who has knowledge of the facts alleged or is informed and believes that they are true . . ."). Some states, however, are restrictive as to who may file a petition. The pertinent D.C. statute provides:

[P]etitions alleging need of supervision may only be signed by the Director of Social Services, a representative of a public agency or a nongovernmental agency licensed and authorized to care for children, a representative of a public or private agency providing social services for families, a school official, or a law enforcement officer.

D.C. CODE § 16-2305(b) (1973). Notably missing from this list is the parent or guardian of the alleged CINS. New Mexico also has a restrictive statute regarding CINS, but permits parents or guardians to file petitions. N.M. STAT. ANN. § 13-14-16(A) (Supp. 1973). New York allows the following to initiate proceedings: peace officers, parent or guardian, agents of authorized agencies, and "any person who has suffered injury as a result of the alleged activity of a person alleged to be a juvenile delinquent or in need of supervision, or a witness to such activity." N.Y. FAM. CT. ACT § 733 (McKinney 1963).

<sup>59</sup> E.g., GA. CODE ANN. § 24A-1602 (Cum. Supp. 1974); ILL. ANN. STAT. ch. 37, § 704-1 (Smith-Hurd 1972); N.Y. FAM. CT. ACT § 733 (McKinney 1963). For all practical purposes, however, the only parties likely to file such a petition against a runaway would be the parents or guardians, or the police.

<sup>60</sup> See, e.g., *In re Mark V.*, 34 App. Div. 2d 1101, 312 N.Y.S.2d 983 (4th Dep't 1970). But see *In re S.*, 12 Cal. App. 3d 1124, 91 Cal. Rptr. 261 (1970). In that case a fourteen-year-old boy had lied to his mother to obtain permission to spend the weekend with friends at the beach forty miles away. He was picked up in San Diego, 600 miles from his home. The court held that he had been properly found to be a runaway, and that this one incident was enough to sustain his adjudication as "beyond control." 91 Cal. Rptr. at 263. In a later case in which a girl had been adjudicated "beyond control" for having left her father's house without consent on one occasion, the court reversed the lower court. It held that the issue of whether a single act was significantly serious to indicate that the child was "beyond control" must be determined according to the facts of each case. *In re D.J.B.*, 18 Cal. App. 3d 782, 96 Cal. Rptr. 146, 149 (1971).

<sup>61</sup> See, e.g., COLO. REV. STAT. § 19-1-103(5)(b) (1973); FLA. STAT. ANN. § 39.01(11) (Cum. Supp. 1975); N.C. GEN. STAT. § 7A-278(5) (1969). A few statutes use the word "habitually" in describing the runaway act. See, e.g., ALASKA STAT. § 47.10.010(a)(3) (1962); NEB. REV. STAT. § 43-201(5) (1974); WIS. STAT. ANN. § 48.12(2)(a) (Supp. 1975). Texas has the most specific definition of running away:

[T]he voluntary absence of a child from his home without the consent of his parent

the juvenile must not only fit within the statutory definition, he must be shown to be in need of supervision or treatment.<sup>62</sup>

In theory, the CINS classification is a commendable concept. It would appear to be well-suited to children such as runaways by providing for treatment and rehabilitation whenever possible, avoiding the stigma of the delinquency label, and placing restrictions on the conduct required to be adjudicated a CINS. But as with so many other ideas in the juvenile court system, this theory has worked out poorly in practice. For reasons which will be discussed below,<sup>63</sup> the child in need of supervision and the delinquent are, in fact, accorded much the same treatment.

### C. *The Interstate Compact on Juveniles*

All states have now enacted into the law the Interstate Compact on Juveniles.<sup>64</sup> First proposed by the Council of State Governments,<sup>65</sup> the Compact represents an attempt by the states to cooperate among themselves to provide "for the welfare and protection of juveniles and of the public."<sup>66</sup> The legislation covers all juveniles but Article IV deals specifically with the return of interstate runaways. This article provides that any legal custodian of an alleged runaway may petition the appropriate state court for the issuance of a requisition for the runaway's return. The petition must state the basis of custody, the circumstances of the child's running away, his whereabouts (if known), and facts showing that the runaway is endangering his own welfare or the welfare of others by his actions. On receipt of the petition, the judge *may* hold a hearing to determine,

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or guardian for a substantial length of time or without intent to return.

TEX. FAM. CODE § 51.03(b)(3) (Vernon 1975).

<sup>62</sup> See, e.g., D.C. CODE § 16-2301(8)(B) (1973); GA. CODE ANN. § 24A-401(g)(6) (Supp. 1974); NEV. REV. STAT. § 62-040(b) (1973); N.M. STAT. ANN. § 13-14-3(M)(4) (Supp. 1973); N.Y. FAM. CT. ACT § 743 (McKinney 1963); TENN. CODE ANN. § 37-202(5)(iv) (Cum. Supp. 1974).

<sup>63</sup> See notes 98-151 *infra* and accompanying text.

<sup>64</sup> See, e.g., ALASKA STAT. § 47.15.010 (1962); ARIZ. REV. STAT. ANN. § 8-361 (1974); CALIF. WELF. & INST'NS CODE § 1300 (West 1972); D.C. CODE § 32-1102 (1973); FLA. STAT. ANN. § 39.25 (Cum. Supp. 1975); GA. CODE ANN. § 99-3402 (Supp. 1974); KY. REV. STAT. § 208.600 (Cum. Supp. 1974); PA. STAT. ANN. tit. 62, § 731 (Supp. 1975); VT. STAT. ANN. tit. 33, § 551 (Supp. 1975); WASH. REV. CODE ANN. § 13.24.010 (1962); WIS. STAT. ANN. § 48.991 (1957).

<sup>65</sup> COUNCIL OF STATE GOVERNMENTS, SUGGESTED STATE LEGISLATION: PROGRAM FOR 1958, at 54-69 (1957).

<sup>66</sup> *Id.* at 60 (Art. I).

among other things, if it is in the best interests of the juvenile to compel his return; however, the judge is not required to hold such a hearing.<sup>67</sup>

If it is determined that the runaway should be returned, the judge issues a written requisition for his return to the appropriate court or executive of the state where the juvenile is alleged to be. The court or executive who receives this requisition must issue an order to any peace officer directing him to take into custody and detain the runaway. Once the runaway is detained he must be taken before an appropriate judge of that state who will inform him of the demand for his return and may appoint counsel or a guardian ad litem for the runaway. If the requisition is in order, the judge will turn the runaway over to the appropriate officer of the state demanding his return. But the judge may allow a reasonable time for the testing of the legality of the proceeding.<sup>68</sup>

Furthermore, if a juvenile is found within a state and authorities have reasonable information that he is a runaway, he may be taken into custody. The juvenile is then brought before a judge who again may appoint counsel or a guardian ad litem. A hearing is held to determine if there is sufficient cause to hold the runaway. The juvenile may be detained for his own protection up to ninety days.<sup>69</sup> The purpose of this waiting period is to enable the juvenile to be returned to his home state pursuant to a court requisition order from that state.

#### D. Other Laws Affecting the Runaway

Apart from the statutes which determine the runaway's status under state law, there are other laws which affect the runaway either directly or indirectly. First among these are the statutes which permit the police and other officials to take into temporary custody any child they have reasonable grounds to believe is a runaway. These arrests do not require a warrant or court order, and may be made

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<sup>67</sup> *Id.* at 61 (Art. IV).

<sup>68</sup> *Id.* at 62.

<sup>69</sup> *Id.* at 62-63. At least one state has lowered the detention period to a maximum of thirty days, N.C. GEN. STAT. § 110-64 (1975). This would appear to be in keeping with present-day concern about the detrimental effect of long-term detention. See generally Sarri, *The Detention of Youth in Jails and Juvenile Detention Facilities*, 24 JUV. JUSTICE 2 (Nov. 1973).

at the discretion of the arresting officer. All states have such statutes.<sup>70</sup> Once the juvenile is taken into custody in this manner, he may be detained. Detention can take several forms. It may simply mean that the police officer calls the parents to come and get the child; or it may mean that the runaway is taken to the station, booked, questioned, and held until the juvenile is identified or his parents located.<sup>71</sup> Just what rights the runaway has at this point will depend on the state in which he is apprehended.<sup>72</sup>

Second, the status of the runaway as a lawbreaker affects anyone who attempts to help him. Most states have "contributing to the delinquency of a minor" statutes.<sup>73</sup> These statutes are usually defined in very broad terms;<sup>74</sup> harboring a runaway is seldom mentioned specifically, but falls easily within the scope of the statutes. Several of these statutes have come under constitutional attack as being too vague<sup>75</sup>—but most of them have withstood attack.<sup>76</sup> As

<sup>70</sup> See, e.g., CALIF. WELF. & INST'NS CODE § 625 (West 1972); GA. CODE ANN. § 24A-1301(a)(6) (Supp. 1974); HAWAII REV. STAT. § 571-31 (Supp. 1973); IDAHO CODE § 16-1811.1(c) (Supp. 1975); IOWA CODE ANN. § 232.15(3)(a) (1969); NEB. REV. STAT. § 43-205.01(4) (1974); N.M. STAT. ANN. § 13-14-20 (Supp. 1973); N.Y. FAM. CT. ACT § 718 (McKinney Supp. 1974); N.D. CENT. CODE § 27-20-13.1(c)(2) (1974); PA. STAT. ANN. tit. 11, § 50-308(4) (Supp. 1975); S.D. COMP. LAWS ANN. § 26-8.19.1(3) (Supp. 1975); TENN. CODE ANN. § 37-213(a)(4) (Supp. 1974); TEX. FAM. CODE § 52.01(a)(3) (Vernon 1975); UTAH CODE ANN. § 55-10-30(d) (1974); WIS. STAT. ANN. § 48.28(1) (Supp. 1974).

<sup>71</sup> AMBROSINO, *supra* note 1, at 3.

<sup>72</sup> A number of courts have held that the *Miranda* warnings are to be given to the juvenile before questioning. See, e.g., *In re Creek*, 243 A.2d 49 (D.C. Ct. App. 1968); *In re D.*, 30 App. Div. 2d 183, 290 N.Y.S.2d 935 (1968); *Leach v. State*, 428 S.W.2d 817 (Tex. Ct. Civ. App. 1968). At least one state requires by statute that a minor be warned of his right to remain silent and his privilege against self-incrimination. CALIF. WELF. & INST'NS CODE § 625 (West 1972). In New York, a child apprehended as a possible runaway has the right to remain silent, but refusal to identify himself or his parents can give rise to an inference that the child is a runaway. N.Y. FAM. CT. ACT § 718(a) (McKinney Supp. 1974). See generally Davis, *Justice for the Juvenile: The Decision to Arrest and Due Process*, 1971 DUKE L.J. 913.

<sup>73</sup> E.g., ALA. CODE tit. 13, § 366 (1959); KY. REV. STAT. § 530.070 (Penal Code 1975); MO. ANN. STAT. § 559.360.1 (Vernon 1974); NEV. REV. STAT. § 201.100 (1973); N.H. REV. STAT. ANN. § 169:32 (Supp. 1973); TENN. CODE ANN. § 37-254 (Supp. 1974); W. VA. CODE ANN. § 49-7-7 (1966).

<sup>74</sup> E.g., MO. ANN. STAT. § 559.360.1 (Vernon Supp. 1974):

Any person who encourages, aids, or causes a child under seventeen years of age to commit any act or engage in any conduct which would be injurious to the child's morals or health . . . is guilty of a misdemeanor . . .

<sup>75</sup> See, e.g., *Brockmüller v. State*, 86 Ariz. 82, 340 P.2d 992, *cert. denied*, 361 U.S. 913 (1959); *State v. Hixson*, 16 Ariz. App. 251, 492 P.2d 747 (1972); *State v. Fulmer*, 250 La. 29, 193 So. 2d 774 (1967); *State v. Simants*, 182 Neb. 491, 155 N.W.2d 788 (1968); *State v. Hodges*, 254 Ore. 21, 457 P.2d 491 (1969); *State v. Lee*, 254 Ore. 295, 459 P.2d 1001 (1969);

applied to the runaway, part of the purpose of such laws is probably to force him back home; too often, however, these laws force him into the streets and increase his vulnerability.<sup>77</sup>

Third, the young runaway will find that he cannot get a job very easily. In most states, no one under a certain age (usually sixteen or eighteen) can work legally without a work permit.<sup>78</sup> These forms usually require the signatures of the parent and of the employer, and authorization by the school. These statutes are intended to prevent child labor exploitation and to encourage education.<sup>79</sup> Unfortunately, in the case of the runaway, they act to prohibit him from legitimately supporting himself.

In addition, there are vagrancy, curfew, and hitchhiking laws and ordinances which a runaway may easily violate.<sup>80</sup> Often a runaway will be stopped initially for one of these violations and then be discovered to be a runaway.

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*Birdsell v. State*, 205 Tenn. 631, 330 S.W.2d 1 (1959); *Jung v. State*, 55 Wis. 2d 714, 201 N.W.2d 58 (1972). See also 72 W. VA. L. REV. 427 (1970).

<sup>77</sup> See, e.g., *Murray v. Florida*, 384 F. Supp. 574, 578-79 (S.D. Fla. 1974); *Anderson v. State*, 384 P.2d 669 (Alaska 1963); *Brockmueller v. State*, 86 Ariz. 82, 340 P.2d 992, cert. denied, 361 U.S. 913 (1959); *People v. Friedrich*, 385 Ill. 175, 52 N.E.2d 120 (1943); *State v. Fulmer*, 250 La. 29, 193 So. 2d 774 (1967); *People v. Owens*, 13 Mich. App. 469, 164 N.W.2d 712 (1968); *State v. Simants*, 182 Neb. 491, 155 N.W.2d 788 (1968); *State v. Sparrow*, 276 N.C. 499, 173 S.E.2d 897 (1970); *Birdsell v. State*, 205 Tenn. 631, 330 S.W.2d 1 (1959); *State v. Tritt*, 23 Utah 2d 365, 463 P.2d 806 (1970) (dictum); *State v. Flinn*, 208 S.E.2d 538 (W. Va. 1974); *Jung v. State*, 55 Wis. 2d 714, 201 N.W.2d 58 (1972).

The only recent case to strike down such a statute as unconstitutionally vague is *State v. Hodges*, 254 Ore. 21, 457 P.2d 491 (1969). In pertinent part the statute provided that ". . . any person who does any act which manifestly tends to cause any child to become a delinquent child, shall be punished upon conviction by a fine . . . or by imprisonment . . ." ORE. REV. STAT. § 167.210 (1953). The statute was declared unconstitutional because it failed to ". . . inform those who are subject to it what conduct on their part will render them liable to its penalties;" and because it permitted ". . . the judge and jury to punish or withhold punishment in their uncontrolled discretion . . ." 457 P.2d at 494. The statute was later repealed. Ore. Laws, ch. 743, § 432 (1971).

<sup>78</sup> See *Green, Runaways on a Legal Leash*, 7 TRIAL, Sept./Oct. 1971, at 28.

<sup>79</sup> E.g., D.C. CODE ENCYCL. ANN. § 36-208 (1968); GA. CODE ANN. § 54-310 (1974); ILL. ANN. STAT. ch. 48, § 31.9 (Smith-Hurd 1969); MASS. ANN. LAWS ch. 149, § 86 (1965); N.Y. EDUC. LAW § 3215 (McKinney Supp. 1974); WYO. STAT. ANN. § 27-225 (1967).

<sup>80</sup> AMBROSINO, *supra* note 1, at 26.

<sup>81</sup> *Green, Runaways on a Legal Leash*, 7 TRIAL, Sept./Oct. 1971, at 28.

## IV. INADEQUACIES OF THE LEGAL APPROACH

A. *Failure in the First Instance*

As stated previously, the thesis of this Comment is that runaways do not belong in the juvenile justice system. The runaway phenomenon is a social problem. Attempts at legal solutions appear not to be viable and, in fact, seem to serve only to exacerbate an already confused situation. Much has been written about the failures of the juvenile court concept,<sup>81</sup> and much of this general criticism is applicable to the court's handling of runaways. But there are also several reasons why the legal approach has failed the runaway in particular.

First, the runaway act is impulsive; it is a response to a situation that the child finds unbearable. Perhaps the last thing that enters a child's mind when he runs away is the fact that he is breaking the law.<sup>82</sup> And even if he did consider the legal consequences of his act, he would probably still run away; for he does not see himself as having done something wrong.<sup>83</sup> The law is therefore not preventive; it is only punitive.

Second, once a juvenile has run away the law operates to force him into the worst possible circumstances. Concerned people cannot aid him without themselves running the risk of violating the law.<sup>84</sup> He cannot get a regular, decent job.<sup>85</sup> Those who most readily associate with him are often people who are themselves on the run.<sup>86</sup> Because the runaway is unable or unwilling to turn to the law for help, he becomes subject to manipulation; a threat to "turn you in" leaves the runaway vulnerable to demands.<sup>87</sup> These factors combined may act to force the runaway into criminal behavior in order to survive. Thus, the law is not only ineffective; it is self-defeating.

<sup>81</sup> See, e.g., A. PLATT, *THE CHILD SAVERS* (1969); *Symposium: Juveniles and the Law*, 12 AM. CRIM. L. REV. 1 (1974); Ketcham, *The Unfulfilled Promise of the Juvenile Court*, 7 CRIME & DELIN. 97 (1961); Polier, *The Future of the Juvenile Court*, 26 JUV. JUSTICE 3 (May 1975).

<sup>82</sup> AMBROSINO, *supra* note 1, at 9; Green, *Runaways on a Legal Leash*, 7 TRIAL, Sept./Oct. 1971, at 28.

<sup>83</sup> See generally notes 16-30 *supra* and accompanying text.

<sup>84</sup> See notes 73-76 *supra* and accompanying text.

<sup>85</sup> See notes 78-79 *supra* and accompanying text.

<sup>86</sup> *Hearings*, *supra* note 4; at 14-15 (testimony of William Treanor).

<sup>87</sup> AMBROSINO, *supra* note 1, at 13.

Third, under the present legal system the burden is placed upon the child. Legally, he is the one who has committed the wrong and is treated as such. Yet in reality, the family is as much responsible for the runaway act as is the child.<sup>88</sup>

Fourth, the burden of enforcing these laws falls on the police. But "[o]ne must question the wisdom of placing the primary burden of containing this social problem on the police."<sup>89</sup> They have neither the time nor the resources necessary to respond effectively to the runaway's problems; they are equipped to do little more than return the runaway to his family or deposit him in a detention facility.<sup>90</sup> Yet even this limited achievement costs a great deal in terms of money, time, and manpower.<sup>91</sup> It has been estimated by the San Diego Police Department that the arrest, detention, and disposition of 707 runaways through the probation department cost almost \$128,000. This figure does not include counseling or court costs, but only "pickup, cold storage, and delivery."<sup>92</sup>

Moreover, the police simply cannot cope with the large number of runaways. After the discovery, in 1973, of the Houston mass murder of twenty-seven people, many of whom were runaways,<sup>93</sup> the Houston police were criticized for their failure to investigate the disappearance of so many young people. The police pointed out, however, that over 5,000 youths run away from home each year in the Houston area, and said that the department was simply "overwhelmed by [the] sheer numbers" of runaways.<sup>94</sup> It is an experience common to many metropolitan police departments.

Finally, counseling is most needed and most effective *during* the runaway crisis. It is then that both the family and the child are most

<sup>88</sup> See generally AMBROSINO, *supra* note 1; Shellow Study, *supra* note 16; Goldmeier & Dean, *supra* note 7.

<sup>89</sup> Runaways, *supra* note 6, at 118.

<sup>90</sup> Hearings, *supra* note 4, at 53 (testimony of Maj. Bechtel); *id.* at 124 (testimony of John Wedemeyer).

<sup>91</sup> FBI statistics indicate that runaways occupy a significant portion of police time. "Runaways are the seventh most frequent reason for arrest in a list of 21 categories, even though the runaway category is the only one which applies exclusively to people under 18." S. REP., *supra* note 3, at 4.

<sup>92</sup> Hearings, *supra* note 4, at 55 (testimony of John Wedemeyer).

<sup>93</sup> See N.Y. Times, Aug. 14, 1973, at 1, cols. 1-2.

<sup>94</sup> N.Y. Times, Aug. 17, 1973, at 18, col. 3.

receptive to outside help. "Since most people are more willing to seek help when they are hurting, a lot can be accomplished during the runaway crisis . . . . The runaway crisis offers an opportunity to give assistance to families when they most want it. To wait at all may be to wait too long."<sup>95</sup> Once the child is returned home, however, both the law and the family assume that the crisis is over and everything is going to be all right. Often it is not. Runaways who are forced to return home, rather than returning of their own free will, quite often run away again. "The runaway who is returned home against his will is more likely to represent a problem postponed than a problem solved."<sup>96</sup> Unfortunately, forcible return is usually the only "solution" available—unless, of course, the runaway goes to juvenile court. And far too often he will not get the help he needs there.

## B. *Juvenile Court: Consequences for the Runaway*

### 1. Detention

Once a runaway is taken into custody, he is often detained. The period of detention ranges anywhere from the time it takes his parents to get to the station, to the ninety days permissible under the Interstate Compact,<sup>97</sup> to an indefinite period pending the adjudicatory and dispositional hearings. Most states require that a detention hearing be held within a specified period of time after he is first taken into custody;<sup>98</sup> but some do not.<sup>99</sup> It is usually a statutory requirement that a juvenile be detained separately from adult detainees.<sup>100</sup> But it appears that some children are still detained in

<sup>95</sup> Shellow Study, *supra* note 15, at 229.

<sup>96</sup> *Hearings*, *supra* note 4, at 5 (remarks of Sen. Bayh).

<sup>97</sup> See note 69 *supra* and accompanying text.

<sup>98</sup> *E.g.*, CALIF. WELF. & INST'NS CODE § 632 (West 1972) (not later than the next judicial day); D.C. CODE § 16-2312 (1973) (not later than the next day excluding Sundays); GA. CODE ANN. § 24A-1404(c) (Supp. 1974) (within seventy-two hours excluding weekends and holidays); KAN. STAT. ANN. § 38-815(e) (Cum. Supp. 1974) (within forty-eight hours excluding Sundays and holidays); N.Y. FAM. CT. ACT § 729 (McKinney Supp. 1974) (within seventy-two hours or next court day, whichever comes first); N.M. STAT. ANN. § 13-14-24(2) (Supp. 1973) (within twenty-four hours excluding weekends and holidays); TEX. FAM. CODE § 54.01(a) (Vernon 1975) (not later than next working day); UTAH CODE ANN. § 55-10-91(2) (1974) (within forty-eight hours excluding Sundays and holidays).

<sup>99</sup> *E.g.*, ALA. CODE tit. 13, § 352(4) (1958); ARIZ. REV. STAT. ANN. § 8-226 (1974), as amended, (Supp. 1975); DEL. CODE ANN. tit. 10, § 936 (1974).

<sup>100</sup> *E.g.*, ARIZ. REV. STAT. ANN. § 8-226 (1974), as amended, (Supp. 1975); GA. CODE ANN.

jails—particularly in rural areas where other custodial alternatives are limited, and in larger metropolitan areas where the number of juvenile detainees is greater than the capacity of the alternative facilities.<sup>101</sup> Almost no states provide for the detention of status offenders separately from alleged delinquents.<sup>102</sup>

Although he is only a status offender, the runaway will often be housed in a secure, prisonlike facility.<sup>103</sup> These facilities often differ little from the local county jail:<sup>104</sup>

[H]owever benign the purposes for which [these children] are held in custody, and whatever the sad necessities which prompt their detention, they are held in penal conditions.<sup>105</sup>

Facilities for treatment and counseling are minimal or nonexistent.<sup>106</sup> The response of a child to such an atmosphere will almost inevitably be negative. In a judicial investigation of secure detention facilities in New York City, the judge queried a child psychologist as to the effect of secure detention on the non-delinquent child. She responded: "It is like asking me what is the effect of a concentration camp."<sup>107</sup> Nonsecure detention facilities are little better. They are often tremendously overcrowded and understaffed, and generally lack adequately trained personnel.<sup>108</sup> Rather than offering

§ 24A-1403 (Supp. 1974); TEX. FAM. CODE § 51.12(a) (Vernon 1975); UTAH CODE ANN. § 55-10-91(3) (1974) (provides that a child over sixteen may in certain instances be detained in adult facilities).

<sup>101</sup> See Sarri, *The Detention of Youth in Jails and Juvenile Detention Facilities*, 24 Juv. JUSTICE 2 (Nov. 1973). A 1971 survey in upstate New York revealed that 43% of the children held in local jails were allegedly persons in need of supervision. *Id.* at 4.

<sup>102</sup> Georgia is one of the few states that makes some attempt to provide for this separation. See GA. CODE ANN. § 24A-1403 (Supp. 1974).

<sup>103</sup> Note, *Ungovernability: The Unjustifiable Jurisdiction*, 83 YALE L.J. 1383, 1396 (1974) [hereinafter cited as *Ungovernability*].

<sup>104</sup> See *Martarella v. Kelley*, 349 F. Supp. 575, 583-85 (S.D.N.Y. 1972).

<sup>105</sup> *Id.* at 585.

<sup>106</sup> See Note, *Nondelinquent Children in New York: The Need for Alternatives to Institutional Treatment*, 8 COLUM. J.L. & Soc. PROB. 251 (1972); *Hearings*, *supra* note 4, at 121 (testimony of Cathie B. about her experiences in juvenile institutions).

<sup>107</sup> *Martarella v. Kelley*, 349 F. Supp. 575, 584 (S.D.N.Y. 1972). The case contains a detailed description of the operation of these detention centers. The judge eventually ordered the closing of one detention facility. *Martarella v. Kelley*, 359 F. Supp. 478 (S.D.N.Y. 1973).

<sup>108</sup> See Note, *Nondelinquent Children in New York: The Need for Alternatives to Institutional Treatment*, 8 COLUM. J.L. & Soc. PROB. 251, 264-65 (1972); *Ungovernability*, *supra* note 103, at 1396-97 n.93.

rehabilitative programs, they become mere holding facilities for the children.

The period of detention is usually a juvenile's first contact with the juvenile court process; it will not be a reassuring or constructive experience. A runaway does not see his act as being harmful to anyone else, yet he can only interpret his experience to mean that he is being treated as a criminal. Such treatment cannot fail to have a detrimental effect on his own self-perception.<sup>109</sup>

## 2. Adjudication

If the parents refuse to continue to take responsibility for the runaway, or if the police officer, intake worker, or probation officer feels that he has sufficiently serious problems to warrant court intervention, the runaway will go to an adjudicatory hearing.<sup>110</sup> This hearing is the counterpart of the trial in an adult criminal case.<sup>111</sup> If the runaway is being charged with a delinquent act, he will be entitled to all of the procedural rights guaranteed to juveniles by the *Kent*<sup>112</sup>-*Gault*<sup>113</sup>-*Winship*<sup>114</sup> trilogy of Supreme Court decisions.

These three cases are the landmark decisions in the area of juvenile law. Until the *Kent* decision in 1966, the prevailing philosophy of *parens patriae* had been interpreted to mean that there was no need for procedural rights in the juvenile court process.<sup>115</sup> It became clear, however, that the states were failing to provide for children in trouble just as had the children's parents. The resulting situation gave rise, in the words of Justice Fortas, to "grounds for concern

<sup>109</sup> *Runaways*, *supra* note 6, at 118; *Hearings*, *supra* note 4, at 121.

<sup>110</sup> Full-scale hearings are rare, especially in the case of the alleged PINS. Stiller & Elder, *PINS—A Concept in Need of Supervision*, 12 AM. CRIM. L. REV. 33, 39 n.35 (1974) [hereinafter cited as Stiller & Elder]; *Ungovernability*, *supra* note 103, at 1389 n.50. Often the case is resolved at a preliminary hearing or through adjustment. Also, most juveniles admit all or a part of the allegations against them.

<sup>111</sup> This adjudicatory hearing is held before a judge only. The Supreme Court has refused to extend the right to a jury trial to juveniles. *McKeiver v. Pennsylvania*, 403 U.S. 528 (1971).

<sup>112</sup> *Kent v. United States*, 383 U.S. 541 (1966).

<sup>113</sup> *In re Gault*, 387 U.S. 1 (1967).

<sup>114</sup> *In re Winship*, 397 U.S. 358 (1970).

<sup>115</sup> "The basic right of a juvenile is not to liberty but to custody. He has the right to have someone take care of him, and if his parents do not afford him this custodial privilege, the law must do so." Shears, *Legal Problems Peculiar to Children's Courts*, 48 A.B.A.J. 719, 720 (1962). See *Classification in Juvenile Court*, *supra* note 39, at 13-16.

that the child receives the worst of both worlds: that he gets neither the protections accorded to adults nor the solicitous care and regenerative treatment postulated for children."<sup>116</sup> *Kent* provided that a child was entitled to a hearing on waiver of jurisdiction,<sup>117</sup> and that the hearing "must measure up to the essentials of due process and fair treatment."<sup>118</sup>

*Gault*, decided in 1967, expressly rejected the idea that a juvenile is entitled to custody, not liberty: "neither the Fourteenth Amendment nor the Bill of Rights is for adults alone."<sup>119</sup> The Court held that in proceedings "by which a determination is made as to whether a juvenile is a 'delinquent' as a result of alleged misconduct on his part, with the consequence that he may be committed to a state institution,"<sup>120</sup> the juvenile is entitled to certain procedural rights: timely notice of the charges against him;<sup>121</sup> representation by counsel;<sup>122</sup> opportunity for confrontation and examination of witnesses;<sup>123</sup> and the privilege against self-incrimination.<sup>124</sup> *Winship*, the final case in this trilogy, held that in "the adjudicatory stage when a juvenile is charged with an act which would constitute a crime if committed by an adult,"<sup>125</sup> every element of the crime must be proved beyond a reasonable doubt.<sup>126</sup>

If, however, the runaway is an alleged CINS, many of these basic procedural rights will not necessarily be applicable.<sup>127</sup> Both the *Gault* and *Winship* holdings are limited to proceedings where the juvenile is charged with a "criminal" act and faces possible incar-

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<sup>116</sup> *Kent v. United States*, 383 U.S. 541, 556 (1966).

<sup>117</sup> *Id.* at 561. The Court also held that the juvenile has a right to representation by counsel at the hearing and that counsel has a right to see any records to be used by the court in reaching a decision.

<sup>118</sup> *Id.* at 562.

<sup>119</sup> 387 U.S. at 13.

<sup>120</sup> *Id.*

<sup>121</sup> *Id.* at 33.

<sup>122</sup> *Id.* at 41.

<sup>123</sup> *Id.* at 57.

<sup>124</sup> *Id.* at 55.

<sup>125</sup> 397 U.S. at 359.

<sup>126</sup> *Id.* at 364.

<sup>127</sup> See notes 120-26 *supra*. See also Stiller & Elder, *supra* note 110, at 39; Note, *The Dilemma of the "Uniquely Juvenile" Offender*, 14 WM. & MARY L. REV. 386 (1972). See, e.g., *In re Henderson*, 199 N.W.2d 111, 119 (Iowa 1972); *In re Walker*, 282 N.C. 28, 191 S.E.2d 702, 709-10 (1972); cf. *S. v. S.*, 63 Misc. 2d 1, 311 N.Y.S.2d 169, 179 (Fam. Ct. 1970).

ceration if adjudged delinquent. The arguments usually put forth in defense of the denial of these basic procedural rights to CINS are that the proceeding is non-criminal because the child is not charged with a criminal act,<sup>128</sup> and that the child cannot be immediately incarcerated as a result of the CINS adjudication.<sup>129</sup> While these arguments seem tenuous,<sup>130</sup> courts and legislatures have held that some of the basic rights do not apply.<sup>131</sup> In particular, the legislatures have varied the standard of proof required for a CINS adjudication. Many require something less than proof beyond a reasonable doubt.<sup>132</sup> This lower burden of proof requirement in conjunction with the ambiguous standard of conduct required, means that not much need be proved against the child to obtain a final adjudication.<sup>133</sup>

<sup>128</sup> See *In re Henderson*, 199 N.W.2d 111, 117, 119, 121 (Iowa 1972).

<sup>129</sup> *In re Walker*, 282 N.C. 28, 191 S.E.2d 702, 708 (1972).

<sup>130</sup> For extensive arguments in favor of the application of basic procedural rights to nondelinquent children, see Stiller & Elder, *supra* note 110; Note, *The Dilemma of the "Uniquely Juvenile" Offender*, 14 WM. & MARY L. REV. 386 (1972).

<sup>131</sup> See, e.g., *In re Walker*, 282 N.C. 28, 191 S.E.2d 702, 708 (1972) ("undisciplined child" not entitled to counsel).

<sup>132</sup> E.g., D.C. CODE § 16-2317(b)(2), (c)(2) (1973) (preponderance of the evidence); HAWAII REV. STAT. § 571-41 (1968) (preponderance); ILL. ANN. STAT. ch. 37, § 704-6 (Smith-Hurd 1972) (preponderance); NEV. REV. STAT. § 62.193(7) (1973) (preponderance); N.D. CENT. CODE ANN. § 27-20-29.3 (1974) (clear and convincing); ORE. REV. STAT. § 419.500(1) (1973) (preponderance); TENN. CODE ANN. § 37-229(c) (Cum. Supp. 1974) (clear and convincing).

Some states statutorily require proof beyond a reasonable doubt. See, e.g., FLA. STAT. ANN. § 39.09(1)(b) (Cum. Supp. 1974); GA. CODE ANN. § 24A-2201(b) (Supp. 1974); MASS. ANN. LAWS ch. 119, § 39G (Supp. 1973); MONT. REV. CODES ANN. § 10-1220(2) (Supp. 1974); N.M. STAT. ANN. § 13-14-28(E) (Supp. 1973); S.D. COMPILED LAWS ANN. § 26-8-22.5 (Supp. 1975); TEX. FAM. CODE § 54.03(f) (Vernon 1973); WYO. STAT. ANN. § 14-115.26 (Supp. 1973).

Proof beyond a reasonable doubt has been judicially adopted in New York. See, e.g., *In re E.*, 68 Misc. 2d 187, 327 N.Y.S.2d 84 (Fam. Ct. 1971).

<sup>133</sup> See *Ungovernability*, *supra* note 103, at 1390 n.51.

These legal restrictions will undoubtedly hamper the lawyer representing the runaway. But the lawyer is already in a difficult position. A full adjudicatory hearing is essentially an adversarial proceeding; the lawyer is often faced with a three-way confrontation among the parents, the child, and the court. He is bound to represent the best interests of the child, but it is often difficult to determine what those interests are. For instance, in defending a runaway, the lawyer must show justification for the runaway act. To do this he must prove such things as unreasonable or unlawful actions on the part of the parents. But open disclosure of family problems accompanied by the calling of witnesses to substantiate parental fault and recriminating exchanges between the parents and child will only exacerbate an already-deteriorating family situation. Application of undeserved legal sanctions against the child is detrimental to him, but so is the destruction of the family unit. The lawyer must often choose between the lesser of two evils for the child. See Stiller & Elder, *supra* note 110, at 53-58. See generally Comment, *The Attorney-Parent Relationship in the Juvenile Court*, 12 ST. LOUIS U.L.J. 603 (1970).

One of the strengths of the CINS classification system is the wide discretionary power given to the judge. It is also one of the system's great weaknesses. The intent of this grant of power is to give the judge flexibility to deal with each child's particular needs by allowing him great latitude as to what information to consider relevant, and by setting only a few standards for decision making.<sup>131</sup> When the process works, the judge is able to assess accurately the youth before him and to apply appropriate treatment. But too often "the judge in the absence of standards falls back, though often unwittingly and with the best of intentions, upon personal feelings and predilections in making his decision."<sup>135</sup> Furthermore, because the persons dealt with are young, the personal predilections of the adult decision maker are more likely to be subject to inaccuracies and misconceptions. Seeing the youth as something less than a full person,<sup>136</sup> judges are often inclined to use their own experience and standards to judge the conduct of the youth. If the child is not of similar social and personal circumstances as the judge, the judge will find it difficult to relate to his problems.<sup>137</sup>

### 3. Disposition

It is at the dispositional stage that the CINS classification concept really breaks down. Although there is usually statutory establishment of broad dispositional alternatives, these alternatives too

<sup>134</sup> *Ungovernability*, *supra* note 103, at 1403. As one judge has noted:

It is the broad discretion in both phases of the proceeding—both in adjudicating whether the child is within the court's jurisdiction as well as in his disposition—which gives the judge an extraordinary and troubling degree of power over children who are before the court though they have not broken any law.

Dembitz, *Ferment and Experiment in New York: Juvenile Cases in the New Family Court*, 48 CORN. L. REV. 499, 508 (1963).

<sup>135</sup> *Ungovernability*, *supra* note 103, at 1403. The judge is not the only one likely to rely on his own biases and beliefs. Parents, police, intake workers, probation officers, and other court personnel react similarly. See Kittrie, *Can the Right to Treatment Remedy the Ills of the Juvenile Process?*, 57 GEO. L.J. 848, 854-56 (1969); *Classification in Juvenile Court*, *supra* note 39, at 17; Sheridan, *Juveniles Who Commit Noncriminal Acts: Why Treat in a Correctional System?*, 31 FED. PROB. 26, 30 (1967).

<sup>136</sup> J. GOLDSTEIN, A. FREUD, & A. SOLNIT, *BEYOND THE BEST INTERESTS OF THE CHILD* 3 (1973); cf. A. PLATT, *THE CHILD SAVERS* 160 (1969). Platt maintains that the benevolent philosophy of the *porens patriae* concept "often disguises the fact that the offender is regarded as a 'nonperson' who is immature, unworldly, and incapable of making effective decisions with regard to his own future."

<sup>137</sup> *Ungovernability*, *supra* note 103, at 1403-05 & nn.122-29.

often exist only on paper, or are not applicable to a given situation for reasons other than the child's conduct. If the parent refuses to take the child back, or is unfit to do so, and another private home cannot be found, then the judge is forced to place the child in some sort of public facility. In practical terms, the judge is usually restricted in his choice of facilities. Limited budgets simply do not allow for the construction of enough shelter houses and community centers. Often a detention center or training school is the only available place to send the runaway who has been adjudicated a CINS.

The experience of New York in this area is sadly enlightening. Originally, only delinquents were to be allowed in the training schools. But a lack of available alternatives led the legislature in 1963 to permit "temporarily" the incarceration of PINS<sup>138</sup> in the training schools. Successive "temporary" one-year extensions were enacted until the provision was made permanent in 1968.<sup>139</sup> In 1973, the court of appeals prohibited the incarceration of PINS in training schools for delinquents.<sup>140</sup> Subsequently, segregated PINS-only and delinquent-only training schools were established, and have been judicially approved.<sup>141</sup> Somehow this seems to defeat the whole purpose of establishing non-delinquent classifications.

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<sup>138</sup> New York law designates non-delinquents as "persons in need of supervision" (PINS). For discussions of New York law, that designation will be used.

<sup>139</sup> N.Y. FAM. CT. ACT § 756(a) (McKinney Supp. 1974).

<sup>140</sup> *C. v. Redlich*, 32 N.Y.2d 588, 300 N.E.2d 424, 347 N.Y.S.2d 51 (1973); *accord In re E.M.D.*, 490 P.2d 658 (Alaska 1971).

<sup>141</sup> *Lavette M. v. Corporation Counsel of City of New York*, 35 N.Y.2d 136, 316 N.E.2d 314, 359 N.Y.S.2d 20 (1974).

The California Supreme Court has recently prohibited the commitment of a juvenile to the California Youth Authority (CYA), state reformatories, solely because other suitable alternatives do not exist. *In re Aline D.*, 14 Cal. 3d 557, 536 P.2d 65, 121 Cal. Rptr. 817 (1975) (In Bank). Aline had a history of "singularly unsuccessful" experiences in various juvenile treatment programs. See 536 P.2d at 65-67. At a hearing to determine where next to place Aline, all parties involved agreed that she was not "an appropriate subject" for commitment to the CYA, but the referee ordered her committed there because no other available alternative existed. A California statute provides specifically that no child may be placed with the CYA unless the court is "fully satisfied" that the child will probably benefit from the discipline and treatment provided. CALIF. WELF. & INST'NS CODE § 734 (West 1972). The Supreme Court reversed the referee's decision on the basis of this statute, saying:

We fully recognize that in some cases, as in that before us, the question of appropriate placement poses to the appropriate officials seemingly insurmountable difficulties. Budgetary limitations, varying from county to county, may well preclude the maintenance of those specialized facilities otherwise necessary to provide the minor with optimum care and treatment. Even if such facilities exist, the minor's past

Many states do not distinguish effectively between the dispositions available to a delinquent and a CINS. Some states make no distinction at all;<sup>142</sup> others distinguish only at the ultimate stage—allowing only delinquents to be committed to state correctional institutions.<sup>143</sup> In fact, there is evidence to show that the system works contrary to its intentions. A 1973 study in New York City showed that children adjudicated to be PINS are committed to training schools or detention centers more often and for longer periods of time than are juveniles charged with actual criminal conduct.<sup>144</sup>

The realities of commitment to a state institution are harsh; and, as in the case of the detention facilities, these institutions serve no rehabilitative purpose:

Institutionalization too often means storage—isolation from the outside world—in an overcrowded, understaffed security institution with little education, little vocational training, little counseling or job placement or other guidance upon release.<sup>145</sup>

But even if the runaway is not institutionalized, he may well bear scars. The CINS classification was created in part to do away with the stigma of the label "delinquent." This has failed for two reasons. First, the public fails to make a distinction between the delinquent and the CINS. It considers any juvenile to be a delinquent if he has

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conduct may itself require his or her exclusion therefrom. Nevertheless, under the present statutory scheme, supported by sound policy considerations, a commitment to CYA must be supported by a determination, based upon substantial evidence in the record, of probable benefit to the minor. *The unavailability of suitable alternatives, standing alone, does not justify the commitment of a nondelinquent or marginally delinquent child to an institution primarily designed for the incarceration and discipline of serious offenders.*

536 P.2d at 70 (emphasis added).

<sup>142</sup> See, e.g., ARIZ. REV. STAT. ANN. § 8-241.A.2 (1974); IDAHO CODE § 16.1814 (Supp. 1974); KAN. STAT. ANN. § 38-826(b) (1973); R.I. GEN. LAW ANN. § 14-1-32 (Supp. 1974); UTAH CODE ANN. § 55-10-100 (1974); VT. STAT. ANN. tit. 33, § 656 (Supp. 1975); WASH. REV. CODE ANN. § 13.04.095 (Supp. 1974); WYO. STAT. ANN. § 14-115.30 (Supp. 1975).

<sup>143</sup> See, e.g., N.D. CENT. CODE ANN. § 27-20-32 (1974); OKLA. STAT. ANN. tit. 10, §§ 1116, 1137 (Supp. 1974); S.D. COMP. LAWS ANN. § 26-8-40.1 (Supp. 1975); TENN. CODE ANN. § 37-232 (Cum. Supp. 1974); TEX. FAM. CODE § 54.04(g) (Vernon 1973).

<sup>144</sup> *Ungovernability*, *supra* note 103.

<sup>145</sup> PRESIDENTIAL COMM'N ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE, *THE CHALLENGE OF CRIME IN A FREE SOCIETY* 80 (1967).

gone through the juvenile court process.<sup>146</sup> Second, the juvenile, by reason of his state of psychological development, does not care that he is less "bad" than a delinquent; rather he will focus on the judgment that he is *not* normal.<sup>147</sup> According to some sociologists and psychologists, official labelling of a child's conduct as undesirable or anti-social can lead to "self-fulfilling prophecy."<sup>148</sup> That is, societal rejection caused by the stigma of being labelled a delinquent may reinforce the juvenile's own negative self-image and persuade him that he cannot make it on society's terms. The result is continued delinquency.

Another aspect of the stigma resulting from juvenile court involvement lies in the problem of juvenile records. Such records may not be released without permission of the court, but confidentiality requirements fail for two reasons. First, they apply only to court records and not to police files.<sup>149</sup> Second, these records are routinely made available to the FBI, the military, government agencies, and even potential employers.<sup>150</sup> Thus the stigma of his involvement with the juvenile justice system is likely to be with a child throughout his life; and the status offender such as the runaway is being stigmatized just as is the delinquent child.

#### V. EFFORTS TO REFORM

It becomes clear upon analysis that the runaway does not belong in the juvenile court system. Neither the child nor society draws any benefit from the court involvement; indeed, the runaway's experience in the process would appear to be only detrimental. The suggestion that status offenders be eliminated from the juvenile court's jurisdiction is not a novel one; it was suggested as early as

<sup>146</sup> *Classification in Juvenile Court*, *supra* note 39, at 19; Gough, *The Expungement of Adjudication Records of Juvenile and Adult Offenders: A Problem of Status*, WASH. U.L.Q. 147, 174 (1966).

<sup>147</sup> *Ungovernability*, *supra* note 103, at 1401 n.115.

<sup>148</sup> E.g., Merton, *The Self-Fulfilling Prophecy*, 8 ANTIOCH REV. 193, 195 (1948); see *Classification in Juvenile Court*, *supra* note 39, at 20.

<sup>149</sup> *In re Gault*, 387 U.S. 1, 24-25 (1967); *Classification in Juvenile Court*, *supra* note 39, at 22.

<sup>150</sup> Stiller & Elder, *supra* note 110, at 40; Note, "Delinquent Child: A Legal Term Without Meaning," 21 BAYLOR L. REV. 352, 356-57 (1969); Note, *Juvenile Delinquents: The Police, State Courts and Individualized Justice*, 79 HARV. L. REV. 775, 784-85, 800 (1966); *Ungovernability*, *supra* note 103, at 1401-02 n.116.

1967.<sup>151</sup> So far, however, it has gone unheeded; but several other reform efforts are underway to try to remedy the situation.

### A. Constitutional Challenges

The CINS statutes, with their ambiguous terminology and poorly defined classes, are undoubtedly open to claims of unconstitutionality. Constitutional challenges to these statutes have increased in recent years. The results, however, have been mixed. Furthermore, litigation is seldom a viable route to systematic reform;<sup>152</sup> the effort at best can be only piecemeal. Comprehensive reform will have to come through legislation. Thus, the constitutional litigation, while important, will be discussed only briefly in this Comment.

Basically, the constitutional challenges fall into three groups: (1) due process void-for-vagueness; (2) equal protection;<sup>153</sup> and (3) right to treatment.<sup>154</sup> The Supreme Court has defined a statute as unconstitutionally vague when it "either forbids or requires the doing of an act in terms so vague that men of common intelligence must necessarily guess at its meaning and differ as to its application . . . ."<sup>155</sup> Statutory clarity is essential to give meaning to the due process guarantees of adequate notice, right to counsel, and confrontation and cross-examination of witnesses. Thus, a vague law fails to meet due process requirements on two levels: "if it is so vague and standardless that it leaves the public uncertain as to the conduct it prohibits or leaves judges and jurors free to decide, without any legally fixed standards, what is prohibited and what is not in

<sup>151</sup> "Serious consideration, at least, should be given to complete elimination of the court's power over children for noncriminal conduct." PRESIDENTIAL COMM'N ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE, *THE CHALLENGE OF CRIME IN A FREE SOCIETY* 85 (1967). But see Arthur, *Status Offenders Need Help, Too*, 26 JUV. JUSTICE 3 (February 1975).

<sup>152</sup> *Runaways*, *supra* note 6, at 124.

<sup>153</sup> For a detailed analysis of the due process and equal protection arguments, see Stiller & Elder, *supra* note 110; Note, *The Dilemma of the "Uniquely Juvenile" Offender*, 14 WM. & MARY L. REV. 386 (1972).

<sup>154</sup> This is a new concept in constitutional law. See note 184 *infra*.

<sup>155</sup> *Connally v. General Construction Co.*, 269 U.S. 385, 391 (1926). See also *Parker v. Levy*, 417 U.S. 733 (1974); *Coates v. City of Cincinnati*, 402 U.S. 611 (1971); *Jordan v. DeGeorge*, 341 U.S. 223 (1951); *Lanzetta v. New Jersey*, 306 U.S. 451 (1939); *A.B. Small Co. v. American Sugar Refining Co.*, 267 U.S. 233 (1925). See generally Note, *The Void-for-Vagueness Doctrine in the Supreme Court*, 109 U. PA. L. REV. 67 (1960).

each particular case."<sup>156</sup> The vagueness doctrine has been termed a "basic principle"<sup>157</sup> and the "first essential"<sup>158</sup> of due process and has been applied to civil as well as to criminal statutes.<sup>159</sup>

The so-called omnibus clauses of the CINS statutes would appear to be particularly susceptible to challenges under the vagueness doctrine.<sup>160</sup> These are the clauses that punish such undefined, non-specific behavior as incorrigibility, ungovernability, and conduct beyond the control of the parent. *Gault* established that a minor alleged to have committed a delinquent act must receive timely notice of the charges against him.<sup>161</sup> But if the prohibited conduct is described in obscure and arbitrary terms, timely notice is useless. As one commentator has noted, an adult could never be incarcerated for violating a statute as vague as the CINS statutes.<sup>162</sup> Although most of these statutes require that specific instances of ungovernability or incorrigibility be alleged and proved, the Supreme Court has long held that this in itself cannot cure a vague statute.<sup>163</sup>

<sup>156</sup> *Giaccio v. Pennsylvania*, 382 U.S. 399, 402-03 (1966) (emphasis added). See *Parker v. Levy*, 417 U.S. 733, 752 (1974).

<sup>157</sup> *Grayned v. City of Rockford*, 408 U.S. 104, 108 (1972).

<sup>158</sup> *Connally v. General Construction Co.*, 269 U.S. 385, 391 (1926).

<sup>159</sup> Early on the Court held that it is not the prospect of a criminal penalty that renders these statutes invalid but "the exaction of obedience to a rule or standard which [is] so vague and indefinite as really to be no rule or standard at all." *A.B. Small Co. v. American Sugar Refining Co.*, 267 U.S. 233, 239 (1925).

<sup>160</sup> It should be noted, however, that the vagueness doctrine has not met with much success in the area of juvenile law. State courts have consistently upheld vague juvenile statutes, "often on the ground that they are not punishing juveniles, but are merely prescribing regenerative treatment in order to quash criminal tendencies. . . ." Note, *The Dilemma of the "Uniquely Juvenile" Offender*, 14 Wm. & Mary L. Rev. 386, 396 (1972). See, e.g., *In re R.*, 274 Cal. App. 2d 749, 79 Cal. Rptr. 247 (1969); *People v. Diebert*, 117 Cal. App. 2d 410, 256 P.2d 355 (1953); *State v. Mattiello*, 154 Conn. 737, 225 A.2d 201 (1966), appeal dismissed for lack of properly presented federal question, 395 U.S. 209 (1969); *Commonwealth v. Brasher*, 270 N.E.2d 389 (Mass. 1971). See generally Note, *Parens Patriae and Statutory Vagueness in the Juvenile Court*, 82 Yale L.J. 745 (1973); Comment, *Statutory Vagueness in Juvenile Law: The Supreme Court and Mattiello v. Connecticut*, 118 U. Pa. L. Rev. 143 (1969).

<sup>161</sup> 387 U.S. at 33. Timely notice is that which allows sufficient time to prepare a proper defense. *Id.*

<sup>162</sup> *Stiller & Elder*, *supra* note 110, at 47. The Court has repeatedly struck down vagrancy statutes because of terminology less vague than that of the CINS statutes. See, e.g., *Papachristou v. City of Jacksonville*, 405 U.S. 156 (1972); *Coates v. City of Cincinnati*, 402 U.S. 611 (1971).

<sup>163</sup> If on its face the challenged provision is repugnant to the due process clause, specification of details of the offense intended to be charged would not serve to

Furthermore, these vague phrases fail to provide sufficient guidelines to those who must enforce the statutes; due process requires that statutes provide adequate standards to prevent arbitrary enforcement.<sup>164</sup> But as now written, the CINS statutes allow judges and law enforcement officers to impose their own standards of conduct on the child alleged to be in need of supervision.<sup>165</sup>

Although there appears to be a strong argument that these omnibus clauses are unconstitutionally vague, several courts have found such statutes to be valid.<sup>166</sup> A New York court has declared that the terms "habitual truant," "incorrigible," "ungovernable," "habitually disobedient and beyond . . . lawful control," as well as the sort of conduct proscribed, are easily understood.<sup>167</sup> A Washington court found that it is not feasible for a statute to specify all the instances in which a child might be beyond the control of his parents and reasoned that

[c]hildren of ordinary understanding know that they must obey their parents or those persons lawfully standing in a parent's place. Therefore, the phrase "beyond the control and power of his parents" gives fundamentally fair notice to the

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validate it . . . . It is the statute, not the accusation under it, that prescribes the rule to govern conduct and warns against transgression.

*Lanzetta v. New Jersey*, 306 U.S. 451, 453 (1939).

<sup>164</sup> See, e.g., *Grayned v. City of Rockford*, 408 U.S. 104, 108 (1972); *Papachristou v. City of Jacksonville*, 405 U.S. 156, 162 (1972); *Giaccio v. Pennsylvania*, 382 U.S. 399, 402-03 (1966).

<sup>165</sup> See notes 135-37 *supra* and accompanying text.

<sup>166</sup> See, e.g., *In re R.*, 274 Cal. App. 2d 749, 79 Cal. Rptr. 247 (1969); *A. v. City of New York*, 31 N.Y.2d 83, 286 N.E.2d 432, 335 N.Y.S.2d 33 (1972); *In re Mario*, 65 Misc. 2d 708, 317 N.Y.S.2d 659 (1971); *In re Napier*, 532 P.2d 423 (Okla. 1975); *Blondheim v. State*, 84 Wash. 2d 874, 529 P.2d 1096 (1975) (en banc); *In re Jackson*, 6 Wash. App. 962, 497 P.2d 259 (1972); cf. *E.S.G. v. State*, 447 S.W.2d 225 (Tex. Ct. Civ. App. 1969), *appeal dismissed*, 398 U.S. 956 (1970) (upholding statute defining a *delinquent* as one who "habitually so deports himself as to injure or endanger the morals or health of himself or others.").

In *Blondheim*, the petitioner, a chronic runaway who had been declared "incorrigible," additionally challenged Washington's "incorrigibility" statute as violative of the Eighth Amendment because it punished the *status* of being incorrigible. Petitioner argued that her situation was analogous to that of the drug addict in *Robinson v. California*, 370 U.S. 660 (1962), where the Supreme Court ruled that a statute making the status of narcotics addiction a criminal offense was unconstitutional. The Supreme Court of Washington, however, ruled that the statute did not relate to the petitioner's status, but rather to the *conduct* which rendered her incorrigible, and, thus, did not fall under the *Robinson* rule. 529 P.2d at 1101.

<sup>167</sup> *A. v. City of New York*, 31 N.Y.2d 83, 286 N.E.2d 432, 335 N.Y.S.2d 33 (1972). The court also found it significant that the conduct prohibited by the statute had long constituted grounds for adjudication as a juvenile delinquent. 286 N.E.2d at 434.

child of a pattern of behavior that might cause him or her to be considered incorrigible.<sup>168</sup>

The District of Columbia Superior Court struck down, in strong language, a statute which defined a CINS as a child who is "habitually disobedient of the reasonable and lawful commands of his parents, guardian or other custodian, and is ungovernable."<sup>169</sup> Plaintiff was a runaway who alleged that the statute failed to give her adequate notice that her conduct was subject to legal sanction.<sup>170</sup> The court held that the possibility of incarceration if a child was adjudicated to have committed the conduct vitiated any arguments that the statute need not be precise because it was non-criminal. Noting rather tartly that "[t]he state has had over 50 years of experience with the juvenile court systems and should by now be able to give fair warning of the conduct which it wishes to single out for treatment in confining state institutions,"<sup>171</sup> the court established stringent guidelines for a properly constructed statute:

Such a statute . . . must be precisely and narrowly drawn, setting forth with particularity those circumstances in which the child's past behavior over a significant period of time is so potentially harmful to the child that a temporary deprivation of his or her liberty where no other alternative is available is necessary for the protection of the child. A statute of this type then cannot permit a child to be institutionalized for unruly behavior that disrupts the family peace but presents no threat of actual harm to the child.<sup>172</sup>

On appeal, however, the District of Columbia Court of Appeals reversed the lower court decision.<sup>173</sup> Noting that the petitioner had run away four times in five years (three of those times within a nine-month period), the court found that this conduct met the definition of "habitually" as that term had been judicially construed.<sup>174</sup> There-

<sup>168</sup> *In re Jackson*, 6 Wash. App. 962, 497 P.2d 259, 261 (1972).

<sup>169</sup> D.C. CODE § 16-2301(8)(A)(iii) (1973).

<sup>170</sup> *In re Brinkley*, No. J. 1365-73 (D.C. Sup. Ct. 1973), abstracted in 5 Juv. Ct. DIGEST 34-36 (Nov. 1973).

<sup>171</sup> *Id.* at 35.

<sup>172</sup> *Id.* at 36.

<sup>173</sup> *District of Columbia v. B.J.R.*, 332 A.2d 58 (D.C. Ct. App. 1975).

<sup>174</sup> *Id.* at 60. An earlier decision had defined "habitually" as "frequent practice or habit acquired over a period of time." *In re Elmore*, 222 A.2d 255, 258-59 (D.C. Ct. App. 1966), *rev'd on other grounds*, 382 F.2d 125 (D.C. Cir. 1967).

fore the statute was not unconstitutionally vague as applied to the petitioner, and the court strongly implied that the statute was constitutional per se.<sup>175</sup>

The Equal Protection Clause of the Fourteenth Amendment requires that persons who are similarly situated for the purposes of a particular law be afforded similar treatment under it aegis.<sup>176</sup> Thus, a state has the power to classify for the purposes of legislation, but the classification must have some rational relationship to a legitimate governmental purpose.<sup>177</sup> Based on this premise, specific provisions of several CINS statutes have been attacked as unreasonable classifications—but without notable success. In *Martarella v. Kelley*,<sup>178</sup> plaintiffs argued that the New York statute violated the Equal Protection Clause because a PINS could be detained in a secure facility with delinquents whereas a neglected child could not. They claimed that this distinction was impermissible because neither the PINS nor the neglected child had been charged with a crime.<sup>179</sup> The court, however, found this distinction to be rational because the PINS himself is charged with misconduct, albeit non-criminal, while the parent is the defendant in the neglected child case.<sup>180</sup>

The Seventh Circuit rejected a similar argument in *Vann v. Scott*.<sup>181</sup> Plaintiffs there argued that the Equal Protection Clause was violated because the Illinois statute allowed runaways to be

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<sup>175</sup> Our juvenile code, particularly the CINS section, is not a criminal statute in the ordinary sense. Further, language limitations are particularly acute for the draftsmen of juvenile laws designed to implement the broad social policy of reinforcing parents in carrying out their responsibility to support and promote the welfare of their children. To enable parents to carry out this legal obligation, the law gives them the authority to control their children through the giving of reasonable and lawful commands. The CINS statute reinforces this authority and may be invoked when children repeatedly refuse to recognize their obligation to obey such commands.

332 A.2d at 61.

<sup>176</sup> See, e.g., *Graham v. Richardson*, 403 U.S. 365 (1971); *Lindsley v. Natural Carbonic Gas Co.*, 220 U.S. 61 (1911).

<sup>177</sup> See, e.g., *Rinaldi v. Yeager*, 384 U.S. 305, 309 (1966); *Morey v. Doud*, 354 U.S. 457, 465 (1957).

<sup>178</sup> 349 F. Supp. 575 (S.D.N.Y. 1972).

<sup>179</sup> *Id.* at 590.

<sup>180</sup> *Id.* at 595.

<sup>181</sup> 467 F.2d 1235 (7th Cir. 1972).

treated the same as minors who committed serious crimes.<sup>182</sup> The court concluded that the Fourteenth Amendment did not require the creation of "subcategories within the delinquency classification" and that it was not irrational for the legislature to give the courts discretion to treat runaways the same as more serious delinquents.<sup>183</sup>

The courts have been more amenable to claims that the status offender, if he is to lose his liberty for non-criminal conduct, has at least the right to adequate treatment.<sup>184</sup> Plaintiffs in *Martarella v. Kelley*<sup>185</sup> had alleged that incarceration in the New York City detention centers violated both the Eighth and Fourteenth Amendments because conditions at the centers were hazardous and unhealthy, and plaintiffs were not receiving adequate treatment. The court agreed, saying:

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<sup>182</sup> ILL. ANN. STAT. ch. 37, § 702-3(a) (Smith-Hurd 1972). At the time of the suit, a child who ran away a second time in violation of a court order could be adjudicated a delinquent. See *In re Presley*, 47 Ill. 2d 50, 264 N.E.2d 177, 178-79 (1970). The law has since been changed. ILL. ANN. STAT. ch. 37, §§ 702-2(b), -3(d) (Smith-Hurd 1972). See McNulty, *The Right To Be Left Alone*, 12 J. FAM. L. 229, 237-38 (1973).

<sup>183</sup> 467 F.2d at 1239.

<sup>184</sup> The right to treatment is a new concept in constitutional law. Essentially, the argument is that since certain classes of people, such as the mentally ill and juveniles, can, under the doctrine of *parens patriae*, be involuntarily committed to institutions for the specific purposes of rehabilitative and therapeutic treatment, their constitutional rights are violated if they do not in fact receive this treatment. "[J]udicial safeguards against improper institutionalization should extend to the post-commitment stage." Kittrie, *Can the Right to Treatment Remedy the Ills of the Juvenile Process?*, 57 GEO. L.J. 848, 861 (1969). See generally Birnbaum, *The Right to Treatment*, 46 A.B.A.J. 399 (1960).

The seminal case in the area is *Rouse v. Cameron*, 373 F.2d 450 (D.C. Cir. 1966), which held that petitioner, who had been involuntarily committed to a mental hospital after being acquitted of a criminal offense on grounds of insanity, had a statutory right to treatment. In addition, the court suggested that where incarceration would have been shorter than confinement for treatment, failure to provide such treatment could raise constitutional questions of equal protection, due process, or cruel and unusual punishment, 373 F.2d at 453. In *O'Connor v. Donaldson*, 95 S. Ct. 2486 (1975), the Supreme Court avoided a direct holding that the right to treatment is constitutionally-based, positing its decision instead on the "right to liberty." 95 S. Ct. at 2494.

For discussions of the right as it relates to juveniles, see Kittrie, *Can the Right to Treatment Remedy the Ills of the Juvenile Process?*, 57 GEO. L.J. 848 (1969); Pyfer, *The Juvenile's Right to Receive Treatment*, 6 FAM. L.Q. 279 (1972); Note, *The Courts, the Constitution, and Juvenile Institutional Reform*, 52 B.U.L. REV. 33, 42-49 (1972); Comment, *Persons in Need of Supervision: Is There a Constitutional Right to Treatment?*, 39 BROOKLYN L. REV. 624 (1973); Note, *A Right to Treatment for Juveniles*, 1973 WASH. L.Q. 157.

<sup>185</sup> 349 F. Supp. 575 (S.D.N.Y. 1972).

[H]owever benign the purposes for which members of the plaintiff class are held in custody, and whatever the sad necessities which prompt their detention, they are held in penal condition. Where the State, as *parens patriae*, imposes such detention, it can meet the Constitution's requirement of due process and prohibition of cruel and unusual punishment if, and only if, it furnishes adequate treatment to the detainee.<sup>188</sup>

In *Nelson v. Heyne*,<sup>187</sup> inmates of a medium security boys' correctional facility in Indiana alleged both that certain practices in the institution violated the Eighth Amendment and that they were not receiving adequate rehabilitative treatment. One-third of the inmates were status offenders. The Seventh Circuit ruled that disciplinary action in the form of beatings with a "fraternity paddle"<sup>188</sup> and the use of tranquilizing drugs for the purpose of controlling behavior<sup>189</sup> constituted cruel and unusual punishment.<sup>190</sup> Following the reasoning of *Martarella*, the court further held that juveniles incarcerated in state institutions have a constitutional right to rehabilitative treatment:

[T]he "right to treatment" includes the right to minimum acceptable standards of care and treatment for juveniles and the right to *individualized* care and treatment. Because chil-

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<sup>188</sup> *Id.* at 585. In a later decision, the same court ordered one detention center closed and set out specific standards of treatment for PINS who are held in custody for thirty days or more. The standards included requirements as to qualifications of personnel working in the centers, a minimum staff-detainee ratio, and an outline of the treatment to which each youth is entitled. *Martarella v. Kelley*, 359 F. Supp. 478, 483-86 (S.D.N.Y. 1973).

<sup>189</sup> 491 F.2d 352 (7th Cir. 1974), *aff'd* 355 F. Supp. 451 (N.D. Ind. 1972), *cert. denied*, 417 U.S. 976 (1974).

<sup>190</sup> Apparently no formal procedure governed the decision to administer corporal punishment. The decision was generally made by two or more staff members and two staff members had to observe the beating. There was substantial testimony that the beatings had caused painful injuries on several occasions. 491 F.2d at 354.

<sup>191</sup> Witnesses for both the school and the inmates testified that the drugs Thorazine and Sparine were administered for the specific purpose of controlling "excited behavior," and not as part of any psychotherapeutic program. Injections were given by nurses "upon recommendation of the custodial staff under standing orders by the physician"; the juveniles were not examined to determine individual tolerances to the drugs. 491 F.2d at 356.

<sup>192</sup> *Id.* at 355, 357. The court stated, however, that it did not hold all corporal punishment at juvenile institutions to be per se cruel and unusual. *Id.* at 355 n.6. Nor did the court hold the use of tranquilizing drugs for behavior control unconstitutional per se. It ruled only that the drugs should not be administered without first trying other medication and without adequate medical supervision. *Id.* at 357. In a footnote, the court outlined minimum medical safeguards to be followed. *Id.* at 357-58 n.11.

dren differ in their need for rehabilitation, individual need for treatment will differ. When a state assumes the place of a juvenile's parents, it assumes as well the parental duties, and its treatment of its juveniles should, so far as can be reasonably required, be what proper parental care would provide. Without a program of individual treatment the result may be that the juveniles will not be rehabilitated, but warehoused, and that at the termination of detention they will likely be incapable of taking their proper places in free society; their interests and those of the state and the school thereby being defeated.<sup>191</sup>

It is, of course, necessary that the states retain flexibility so that corrective treatment may be developed and adapted to meet the needs of each individual child. As one commentator has noted, psychologists and sociologists who attempt to develop techniques to understand and treat juvenile offenders "have not yet developed their disciplines to the point of scientific precision."<sup>192</sup> As long as the experts disagree on the causes of deviant behavior and the appropriate treatment to reform the offender, the courts will not insist upon precise categories of misconduct and specific treatment for each. Only when a good faith effort on the part of the state to provide meaningful treatment is not demonstrable, as in *Martarella* and *Nelson*, will the courts feel comfortable about stepping into the legislative sphere.

### B. Private Shelter Homes

In the mid-to-late 1960's, a handful of people in the private sector began to recognize that the law and the courts were neither prevent-

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<sup>191</sup> *Id.* at 360. Other courts have also held that incarcerated juveniles have a constitutional right to treatment. See, e.g., *Morales v. Turman*, 383 F. Supp. 53 (E.D. Tex. 1974); *Inmates of Boys' Training School v. Affleck*, 346 F. Supp. 1354 (D.R.I. 1972); *M. v. M.*, 71 Misc. 2d 396, 336 N.Y.S.2d 304 (Fam. Ct. 1972). But see *Vann v. Scott*, 467 F.2d 1235 (7th Cir. 1972), in which the court rejected an argument that runaways incarcerated as delinquents in state institutions were subjected to inhumane treatment in violation of the Eighth Amendment:

The constitutional violation which is alleged is not a defect in the statute; it is a potential defect in the State's performance of its custodial function following a dispositional order. It is possible that any person . . . may become a victim of inhumane treatment. The Constitution's proscription against such treatment does not invalidate the statutory provision which authorized the adjudication of guilt preceding the imposition of such punishment.

467 F.2d at 1241.

<sup>192</sup> *Runaways*, *supra* note 6, at 123.

ing the runaway act nor aiding the runaway with his problems. To meet this need, private shelter houses for runaways were started in several major cities. Pitifully few in number, they are nevertheless responding effectively to those runaways fortunate enough to find their way to their doors. One such house is Runaway House in Washington, D.C. It is relatively typical of the other houses and will serve as a good example.<sup>193</sup>

Runaway House opened in June 1968.<sup>194</sup> In the first three-and-a-half years of its existence, it aided over 3,000 runaways between the ages of ten and seventeen.<sup>195</sup> Physically, it is a large, three-story Victorian townhouse in the Dupont Circle area of Washington. It has facilities for twenty-four runaways and, when fully staffed, employs five full-time residential counselors plus volunteers. The counselors are not professionals; rather they are young, sensitive people who have a special ability to relate to adolescents. The House is intended to be a service run by the young for the young.

Runaway House has two main functions. The first and more immediate goal is to keep runaways off the street and out of danger by providing temporary shelter, food, and emergency medical care. Second, it provides intensive short-term counseling aimed at helping a runaway to understand what he has done, why he did it, and what he wants to do now. These houses are not intended to be runaway "havens," but rather to provide a place for retreat and recovery. Runaway House attempts to provide "a warm, trusting environment where young people can decide what to do about their family situations."<sup>196</sup>

One of the most important aspects of houses like Runaway House, setting them apart from many other youth-oriented organizations, is the attitude taken toward the adolescent. Adults, in general, tend

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<sup>193</sup> Some of the other houses presently in operation are Huckleberry House in San Francisco (see L. BEGGS, *HUCKLEBERRY'S FOR RUNAWAYS* (1969); *Hearings*, *supra* note 4, at 31-48), and The Bridge in San Diego (see *Hearings*, *supra* note 4, at 92-124). In addition, there are other organizations, such as Travelers Aid Association of America and the YWCA, that provide some assistance for runaways. See *Hearings*, *supra* note 4, at 151-70.

<sup>194</sup> Some of what follows in the discussion of Runaway House is based on the author's experiences as a volunteer counselor there. For a detailed description of the founding and operation of Runaway House, see *RUNAWAY HOUSE*, *supra* note 5.

<sup>195</sup> *Hearings*, *supra* note 4, at 7 (testimony of William Treanor).

<sup>196</sup> *Id.* at 8.

to be ambivalent toward adolescents<sup>107</sup> and to underestimate their abilities. At Runaway House, each runaway is treated, insofar as possible, as a rational being capable of making decisions and acting responsibly. William Treanor, the founder of Runaway House, has summarized its philosophy this way:

When a runaway knocks on the door of Runaway House, the staff and the runaway are making a contract.

The runaway contract is this: I will trust you as much as I am able, I will observe the house rules and if I cannot do so I will leave. I will think about why I ran away and what I can realistically do now.

Our contract, the people who work there, is this: We will trust you as much as we are able; we will not exploit you in any way; we will not contact your parents, the police or anyone else without your knowledge and consent; you can stay at Runaway House so long as you observe the rules and are actively working on your problems.<sup>108</sup>

There are four basic rules in the House: no sex; no drugs; no stealing; and no fighting. These rules serve not only to protect the House legally, but also to preserve a minimum of order; anyone who violates the rules must leave. In addition, the children are required to help in the daily upkeep of the House; and they are encouraged to find odd jobs around the neighborhood to help buy some of the things they need and to help buy food for the House. This is used not only to help defray expenses<sup>109</sup> but also to remind them what the "real world" is like.

While a juvenile is at Runaway House he receives both individual and group counseling almost daily. One of the important functions of the House is to show the runaways that they are not alone in their problems and thus encourage them to help each other. When a child seems to be making some progress, an attempt is made to involve the parents in the counseling whenever feasible. The staff maintains constant contact with outside resources—psychologists, psychia-

<sup>107</sup> J. GOLDSTEIN, A. FREUD, & A. SOLNIT, *BEYOND THE BEST INTERESTS OF THE CHILD* 106 (1973).

<sup>108</sup> *Hearings*, *supra* note 4, at 8.

<sup>109</sup> Runaway House operates on an annual budget of approximately \$15,000-\$17,000. RUNAWAY HOUSE, *supra* note 5, at 2.

trists, ministers, probation officers, social workers, doctors—who can be called on whenever necessary.

The runaways themselves come from every class, race, religion, and geographic area. Many are from military families.<sup>200</sup> Some of them are abused and neglected children; some are probably true juvenile delinquents. But most fall into the broad middle category—the result of a sort of benign failure of the parent-child relationship. They stay anywhere from a few hours to several months, and the majority of them eventually return home.<sup>201</sup> But some of them have such severe family problems that it would be destructive to send them home immediately. To meet this need Runaway House has expanded and is now part of a nonprofit corporation, Special Approaches in Juvenile Assistance, Inc. (SAJA). Apart from Runaway House, SAJA consists of two group foster homes,<sup>202</sup> an alternative high school, a job collective, and other programs to help juveniles in general.

Runaway House has survived and is doing well. But many of these private shelter houses have not. The reasons vary. "Every runaway project has to overcome community and police suspicion and hostility."<sup>203</sup> Funding is always a problem. In an effort to secure financial support, some projects have succumbed to indirect governmental control, which reduces their effectiveness because they are then subject to externally imposed restrictions. But perhaps the major obstacle is the legal framework within which these houses must operate.

First, as discussed earlier,<sup>204</sup> it is against the law in many states to harbor a runaway. To circumvent these statutes, most shelter houses must require that a child contact his or her parents within the first hours of arriving at the house and ask them for permission

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<sup>200</sup> This may be a comment on the stability of the military family, or it may simply be representative of the large number of military bases around the District of Columbia.

<sup>201</sup> The average length of stay at the House is three to four days; approximately 75% of those who pass through Runaway House eventually return home. RUNAWAY HOUSE, *supra* note 5, at 14.

<sup>202</sup> SAJA has a contract with the D.C. Department of Welfare and various juvenile services in Maryland and Virginia for the placement of children in these group foster homes. *Hearings*, *supra* note 4, at 16; RUNAWAY HOUSE, *supra* note 5, at 42.

<sup>203</sup> *Hearings*, *supra* note 4, at 19.

<sup>204</sup> See notes 73-77 *supra* and accompanying text.

to stay. If the parent refuses to give permission or refuses to talk to the child, then the counselors must ask him to leave. The effectiveness of these houses depends to a great extent on the trusting relationship built between the child and the counselor; this requirement is a poor way to start such a relationship. For this reason, many counselors advocate the creation of a legal provision that would allow licensed or authorized professionals a certain grace period to care for the runaway.<sup>205</sup>

The second legal problem with which these houses must deal is police harassment. Police seem to be very ambivalent toward the runaway. Many are sympathetic and wish they could do more than apprehend the runaway.<sup>206</sup> Others seem to feel like the detective who has written: "Like the oak that grew from the acorn, the runaway is often the seed of the future felon."<sup>207</sup> In Washington, the police would sometimes place a patrol car across the street from Runaway House and pick up runaways who came back to the House after curfew. On a few occasions the police broke into the House without warrants or threatened the counselors with arrest. If they do have a warrant for a particular runaway, there is little that can be done because the House does not have legal custody of the runaways. Apparently, the problem between the runaway houses and the police is initially one of mistrust and misunderstanding on both sides. Once the house is established and accepted by the community, these problems usually disappear; but this takes time, and the police can create difficulties during the first months or years.

The major legal problem develops when a house has a child who should not be sent back home. The counselors can either attempt

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<sup>205</sup> AMBROSINO, *supra* note 1, at 38. Some houses, such as Boston's Project Place, have worked out such arrangements with the police informally.

Runaway House does not require that a runaway call his parents for permission to stay; nor does it require that a runaway call home within a specific time period. The House, however, does expect the runaway to make contact with his parents sometime during his stay. If a child continues to procrastinate, a counselor may set a deadline for the phone call. The phone call is considered essential because it is usually the runaway's first effort to face up to his problems. If the runaway consents, a counselor will monitor the conversation on an extension phone; this provides an opportunity for the counselor to observe how the parents and child relate to each other in a crisis situation. RUNAWAY HOUSE, *supra* note 5, at 14.

<sup>206</sup> E.g., *Hearings*, *supra* note 4, at 48-54 (testimony of Maj. J. A. Bechtel of the Montgomery County Police Department); *id.* at 77 (text of a letter from D.C. Chief of Police Jerry Wilson to the Subcommittee).

<sup>207</sup> Hildebrand, *Why Runaways Leave Home*, 54 J. CRIM. L.C. & P.S. 211, 216 (1963).

to have the child admitted to an available community program or keep the child. Since the house usually has no legal standing in relation to the child, it can be difficult to get him admitted to certain programs. Nor can the house keep the child indefinitely if the parents are unwilling. The third alternative is to turn the child over to the juvenile court, but most counselors avoid that if at all possible. Runaway House faced these problems when it started its group foster home project. For a while, the only juveniles in the homes were those whose parents had agreed to let them stay and paid part of their support.<sup>208</sup> More recently the juvenile courts and the Department of Welfare have begun using SAJA as a dispositional alternative.

Since SAJA cannot seek custody of a child on its own initiative, it must resort to a sort of legal subterfuge: the counselors must either convince the parents to petition the court to declare their child to be "incorrigible" or "beyond control,"<sup>209</sup> or find a court intake worker or child welfare worker who will investigate the case and bring it to the attention of the court. This type of legal maneuvering<sup>210</sup> achieves the desired result—custody of the child—but it is time-consuming for the counselors and an emotionally draining, potentially damaging experience for the juvenile.<sup>211</sup>

Private shelter houses for runaways are obviously not a panacea. They are presently too few in number to reach many runaways.

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<sup>208</sup> Occasionally Runaway House has used the emancipated minor doctrine. Under this, at least in D.C., if a child is sixteen or older and capable of providing for himself—i.e., has a job and a place to live—he may be declared legally independent of his parents. Courts, however, are reluctant to use the doctrine, and it has limited usefulness because it applies only to older teenagers.

<sup>209</sup> See *Hearings*, *supra* note 4, at 11-12, 15, for examples of instances in which SAJA has resorted to this tactic.

<sup>210</sup> Other houses appear to have similar problems. The Bridge in San Diego finds itself in the rather anomalous position of coaching runaways on how to turn themselves in at Juvenile Hall because the intake procedures have become so difficult. *Id.* at 97.

<sup>211</sup> "We never try to involve a runaway with the courts unless we have everything set up beforehand. . . . We make sure that the runaway is willing to go through the risk and hassle of court involvement. We find a lawyer who will represent and support the runaway. We find a sympathetic worker in the court, a probation officer or intake worker who will back the alternative that we find for the runaway. . . . When possible, we try to ensure that the case will come before a nonpunitive, sympathetic judge."

RUNAWAY HOUSE, *supra* note 5, at 16.

They have the problems that seem indigenous to such groups—high staff turnover, understaffing, overcrowding, lack of money. And there are undoubtedly adolescents who would not respond well in these settings. But, at present, they are the organizations responding most effectively to the particular needs of the runaway; and they are ideally suited to deal with the hardcore runaway because they can be flexible and open in their approach.<sup>212</sup> To exist and operate effectively, these private shelter houses need community and legal support. They also need funding without the bureaucratic entanglements that usually accompany such financial aid.

### C. *The Runaway Youth Act*

On September 7, 1974, President Ford signed into law the Juvenile Justice and Delinquency Prevention Act of 1974;<sup>213</sup> Title III of this Act is the Runaway Youth Act.<sup>214</sup> It represents a two-and-a-half year effort on the part of Senator Birch Bayh, among others, to gain federal recognition of the runaway problem. The Act authorizes HEW to make grants to and provide technical assistance for localities and nonprofit private agencies "for the purpose of developing local facilities to deal primarily with the immediate needs of runaway youth in a manner which is outside the law enforcement structure and juvenile justice system."<sup>215</sup>

In order to be eligible for this assistance, the proposed or existing runaway house must meet certain criteria. In part, these houses must

- (1) be located in an area "demonstrably frequented by or easily reachable by" runaways;
- (2) have a maximum capacity of twenty children with a sufficient staff-child ratio "to assure adequate supervision and treatment";
- (3) develop adequate plans for contacting the runaway's parents or guardian, if so required by state law, "and for assuring the safe return of the child according to the best interests of the child";
- (4) develop an adequate plan for assuring a proper relation-

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<sup>212</sup> *Hearings*, *supra* note 4, at 17 (testimony of William Treanor).

<sup>213</sup> 42 U.S.C. § 5601 *et seq.* (Cum. Supp. 1975).

<sup>214</sup> 42 U.S.C. §§ 5701-51 (Cum. Supp. 1975).

<sup>215</sup> *Id.* § 5721.

ship with the law enforcement agencies, and for the return of the runaway from correctional institutions;

(5) develop an adequate aftercare counseling program.<sup>216</sup>

Funding priority is to be given to private organizations with past experience in dealing with runaways. The size of the grant is to be determined by the number of runaways in the community and the existing availability of services.<sup>217</sup>

The Secretary of HEW is required to report annually to Congress on the general effectiveness of these projects in dealing with both runaways and parents.<sup>218</sup> Additionally, the Secretary is charged with compiling a comprehensive statistical survey by June 30, 1975, defining the characteristics of the runaways—age, sex, socio-economic background, major geographic areas affected, the relationship between running away and other illegal behavior.<sup>219</sup> Any individual records gathered for this survey are "under no circumstances [to be] disclosed or transferred to any public or private agency."<sup>220</sup> Finally, there is an initial appropriation of \$10,000,000 a year for fiscal years 1975-1977.<sup>221</sup>

Passage of this Act is encouraging for several reasons. It is the first official recognition that runaways present a problem which is beyond the scope of the juvenile courts.<sup>222</sup> Second, in the larger sense,

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<sup>216</sup> *Id.* §§ 5712(b)(1)-(5) (emphasis added). In addition, the houses are required to keep statistical records and profiles of the runaways and their parents. These records are not to be disclosed to anyone but the appropriate government agencies. The houses must also submit annual reports to the Secretary of HEW, follow the accounting procedures established by the Secretary, submit budget estimates, and "supply such other information as the Secretary reasonably deems necessary." *Id.* §§ 5712(b)(6)-(10). This last "catch-all" phrase is unfortunate because it could conceivably lead to the imposition of requirements that would present serious obstacles to persons unfamiliar with administrative and bureaucratic procedures. The Act does specifically provide, however, that the government shall have no control over staffing and personnel decisions. *Id.* § 5714.

<sup>217</sup> *Id.* § 5711.

<sup>218</sup> *Id.* § 5715.

<sup>219</sup> *Id.* § 5731.

<sup>220</sup> *Id.* § 5732.

<sup>221</sup> *Id.* § 5751(a).

<sup>222</sup> The Runaway Youth Act begins with a significant congressional statement of findings: The Congress hereby finds that—

(1) the number of juveniles who leave and remain away from home without parental permission has increased to alarming proportions, creating a substantial law enforcement problem for the communities inundated, and significantly endangering the young people who are without resources and live on the street;

this may be the beginning of recognition that the courts should not be the primary agency dealing with status offenders. Third, it provides for the uniform gathering of badly needed research data. Fourth, insofar as any government funding project can, this act attaches relatively few restrictions on the runaway houses as a condition of receipt of the funds. Most of the requirements established are those which any effective runaway house would want to implement.

Obviously, the Runaway Youth Act does not solve all the problems facing the runaway houses. The legal problems still remain; but these will have to be worked out at the state and local levels. The Act takes a step in the right direction, however, by emphasizing the best interests of the child. Perhaps now the states will follow Congress' lead. Certainly this should be a beginning, rather than an end, to legislation concerning runaways.

## VI. CONCLUSION

Dean Roscoe Pound once hailed the juvenile court system as "one of the most significant advances in the administration of justice since the Magna Carta."<sup>223</sup> Compare that statement with this recent evaluation of the juvenile court system: "With the exception of a relatively few youths, it would probably be better for all concerned if young delinquents were not detected, apprehended or institutionalized. Too many of them get worse in our care."<sup>224</sup> These two statements seem to sum up the present state of the juvenile justice sys-

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(2) the exact nature of the problem is not well defined because national statistics on the size and profile of the runaway youth population are not tabulated;

(3) many such young people, because of their age and situation, are urgently in need of temporary shelter and counseling services;

(4) the problem of locating, detaining, and returning runaway children should not be the responsibility of already overburdened police departments and juvenile justice authorities; and

(5) in view of the interstate nature of the problem, it is the responsibility of the Federal Government to develop accurate reporting of the problem nationally and to develop an effective system of temporary care outside the law enforcement structure.

42 U.S.C.A. § 5701 (Cum. Supp. 1975).

<sup>223</sup> Quoted in Kittrie, *Can the Right to Treatment Remedy the Ills of the Juvenile Process?*, 57 GEO. L.J. 848, 849 (1969).

<sup>224</sup> *Gesicki v. Oswald*, 336 F. Supp. 371, 378 (S.D.N.Y. 1971), *aff'd mem.*, 406 U.S. 913 (1972) (quoting Milton Luger, Commissioner of New York Division of Youth).

tem: a series of grand dreams that have not been successfully transformed into reality. Today the juvenile courts are being decried as failures; but perhaps they are not failures, perhaps they are just too ambitious.

In particular, it is apparent that the juvenile courts have overextended their jurisdiction. The courts simply cannot be the "salvation" of all children. The runaway child is a perfect example of an ill the courts cannot cure. The laws do not prevent running away; the courts cannot provide adequate treatment. By holding out promises it cannot fulfill, the juvenile court system is doing a great disservice to itself, to the community, and above all, to the child.

The President's Task Force on Juvenile Delinquency recommended as early as 1967 that the possibility of removing nondelinquent and status juvenile offenses from the jurisdiction of the juvenile courts be seriously considered.<sup>225</sup> It believed that the responsibility for these juveniles should be placed on social rehabilitation agencies. The Task Force suggested that judicial action should be initiated only upon a showing that thorough efforts at rehabilitation had failed and that imminent danger to the child and others existed.<sup>226</sup>

Such a program as that suggested by the Task Force would require the full participation of all segments of the child's community: parents, schools, police, and community groups. Police would be without authority to apprehend juveniles unless their actions appeared to be destructive toward persons or property. The police could, however, refer problems to the proper agency for investigation. Such an approach may seem to be a radical departure from the common precepts of law enforcement; but law enforcement is not the purported goal of the juvenile court system—the goal is rehabilitation. Furthermore, such a program would leave the courts free to deal with the juveniles who are the serious offenders and who do present a real law enforcement problem. Whether or not communities and legislatures will choose to take such a drastic step remains to be seen. At least one state has adopted an approach somewhat

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<sup>225</sup> PRESIDENT'S COMM'N ON LAW ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE: JUVENILE DELINQUENCY AND YOUTH CRIME 26-27 (1969).

<sup>226</sup> *Id.*

similar to that suggested by the Task Force,<sup>227</sup> and the Runaway Youth Act<sup>228</sup> appears to provide some impetus in that direction.

The responsibility for caring for the runaway properly belongs to the community. To that end, the state legislatures should be directing resources and expertise into the development of community-oriented programs. Certainly the runaway would benefit from programs such as that outlined by the Task Force; but runaways also have specific needs that require special attention. Private shelter houses are one alternative for meeting these needs, but there are other possibilities. Bureaus could be established along the lines of the Youth Services Bureaus now in existence. To be effective these bureaus should provide temporary shelter, food, medical care, recreational facilities, job placement, in-house counseling, and intensive aftercare. Such programs could be funded under the Runaway Youth Act.<sup>229</sup>

But as long as the courts purport to deal with the problem of the runaway, there will be little incentive for the legislatures and the private sector to take action on the scale that is needed. What the runaway needs is a completely integrated program of therapy that will cover all facets of his life: school, family, friends. The reasons for the runaway's discontent are seldom attributable to just one segment of his life, and any successful therapy must be broad-ranging.

It is feasible that if jurisdiction over the runaway and other status offenders is taken away from the juvenile courts, the legislatures and communities might be forced to take action. Judge Bazelon has

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<sup>227</sup> Massachusetts law provides for a series of procedures by which a child alleged to be in need of supervision may be diverted from the courts. Either before or after the petition is issued, a CINS is referred to a probation officer. This officer has the authority to refer the juvenile to any appropriate public or private agency or person for psychiatric, educational, occupational, or medical services. The probation officer also has the authority to conduct conferences with the juvenile and his family. Attendance is voluntary for both parties, but if a good faith effort at resolution is not made, the probation officer shall inform the court and a trial on the merits will be held. MASS. ANN. LAWS § 39E (Supp. 1974).

<sup>228</sup> See notes 213-22 *supra* and accompanying text.

<sup>229</sup> The advantages, however, of volunteer help should not be overlooked. Volunteers account for a large part of the success of the private shelter houses. For example, The Bridge in San Diego has an annual budget of \$35,000, but the director of the project has estimated that it provides a minimum of \$111,000 worth of services a year. *Hearings, supra* note 4, at 112. This is possible only through volunteers and community involvement.

expressed the quandary of the court perhaps better than anyone else. In an address to the National Conference of Juvenile Court Judges, he said:

The argument for retaining "beyond control" and truancy jurisdiction is that juvenile courts have to act in such cases because "if we don't act, no one else will." I submit that precisely the opposite is the case: *because you act*, no one else does. Schools and public agencies refer their problem cases to you because you have jurisdiction, because you exercise it, and because you hold out promises that you can provide solutions.<sup>230</sup>

There is no easy answer to the problem from the judges' perspectives. There is no certainty that others will step into the void that will be created if the courts no longer process the status offenders. There will always be those few juveniles who need help and might not receive it from other sources. But these legitimate concerns must be balanced against the fact that most nondelinquent children do not profit from their involvement with the juvenile justice system as it operates today.

NANCY TAGUE

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<sup>230</sup> Bazelon, *Beyond Control of the Juvenile Court*, 21 Juv. Ct. Judges 42, 44 (1970).

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