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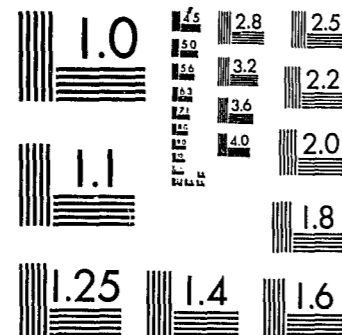
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U.S. Department of Justice
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NATIONAL EVALUATION OF THE

RUNAWAY YOUTH PROGRAM:

FINAL REPORT AND SUMMARY OF FINDINGS

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Report #8:  Evaluation of the National Runaway Youth Program:  Final
Report and Summary of Findings

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NATIONAL EVALUATION OF THE RUNAWAY YOUTH PROGRAM

October 1977 to May 1979

INTRODUCTION

Perhaps the most difficult transition in human development occurs as one passes from childhood into adulthood. It is a time when the old rules one has lived by seem unacceptable and awkward, yet new rules have not yet had time to develop. While it is true that most children successfully cross the bridge into adult life, few do so without experiencing some period of great uncertainty about their own worth and bewilderment over exactly how and where they will assume new roles in society. The awkwardness of youth has many sources both within the individual as well as within the general society. By definition, a youth is locked into a life stage in which he or she is neither totally dependent nor totally free. Adolescents are expected to begin making their own decisions regarding their choice of friends, hobbies, interests, and mobility patterns. At the same time, they are expected to obey their parents, obey school officials, and above all "stay out of trouble." They are their own persons, yet are still subject to a wide range of external controls. They are told to be responsible and independent, while they are also being told they cannot work and, in fact, see little of the productive side of society. Given all the conflicting signals, it is not surprising that teenagers have problems; it is amazing that most are able to overcome them.

Beginning in the 1960s, the problems of youth took on new dimensions. Adolescents and young people having difficulty adjusting to the new responsibilities of adult life were no longer simply problems for their parents. Society as a whole began wondering how to control the upcoming generation. Beyond the political manifestations of the youth movement, youth in general, and in greater numbers, were acting in ways requiring larger degrees of social control. From 1950 to 1972, the number of actual delinquency cases brought into the juvenile courts throughout the country increased from 280,000 to 1,112,500, and the ratio of cases to the youth population (11-18 years of age) rose from 1.6% to 3.4%.[1] Truancy and dropout rates in high schools climbed dramatically. Although there has been little talk of dropouts in the past few years, urban school districts estimate that as much as 10% of their enrollment[2] attend school only sporadically. Running away

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[1]Juvenile Court Statistics, Office of Youth Development, 1972, p. 415.

[2]Children's Defense Fund, Children Out of School in America, October 1974, pp. 2-3.

became a common response to family and social pressures, reaching what a Senate committee in 1973 called "epidemic proportions." Based on the findings of the National Statistical Survey on Runaway Youth, it is estimated that 733,000 young persons annually leave home at least overnight without the permission of their parents or legal guardians.

Although the problem of youth running away from home was not new to the 1960s, the dimensions of the problem and the reactions of the general public were unique to this period. Church groups and other community-based private service agencies, such as settlement houses, YMCAs, and existing youth service agencies, were the first to recognize the specific service needs of this particular youth subpopulation. Several of these agencies began providing temporary shelter and counseling to youth on the run, locating their shelter facilities in church basements, abandoned store fronts, and, in some cases, the private homes of volunteers. These early runaway shelters made every attempt to put youth in touch with their parents and to help youth return home. Their primary objective, however, was to keep youth off the streets and thereby reduce the likelihood that they would fall victims to acts of violence. While counseling and general support services were available if the youth requested such assistance, the early shelter facilities were largely informal and served as places of refuge for the thousands of youth who found themselves a long distance from home with little, or no, money and few, if any, friends.

By the spring of 1972, the issue of runaway youth grew from being a collective concern of residents in certain communities to being a collective concern of federal policy makers. The swelling number of runaway youth began to overwhelm the volunteer staff and limited operating budgets of the early shelters. In response to this growing demand for services, Congress began holding public hearings, first in the Senate and then in the House, to define the nature of the runaway youth problem in the United States and to develop a legislative program that would alleviate these difficulties. The National Runaway Youth Program, initiated under the authorization of Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, was designed to address this "epidemic" of running away.

Since passage of the Act, the organizational form of these projects as well as their staffing patterns and service delivery systems have undergone substantial changes, with the majority becoming more complex, multi-dimensional youth service agencies. Despite this pattern of organizational growth, the service philosophy of these projects has remained constant. The early runaway shelters developed from a humanistic value base which regarded immediate accessibility, trust, non-judgmental and supportive interaction, and the rights of youth as the tenets of quality service delivery. Although much of the informality of the earlier system has given way to more formal operating procedures, the value system inherent in the initial runaway shelters has been successfully retained by the more established projects and has been successfully transmitted to many of the newer programs. This value system has, in effect, become a system-wide ethic which ensures that, regardless of the specific project from which youth seek assistance, they can be assured of having their needs met and their problems addressed in the manner most supportive and comfortable to them as opposed to the manner most convenient to the service provider.

The Youth Development Bureau (YDB)[1] has administered the Runaway Youth Act since its passage. This Act authorizes the provision of grants, technical assistance, and short-term training to public and private non-profit agencies, located outside of the law enforcement structure and the juvenile justice system, for the development and/or strengthening of community-based programs of service which provide temporary shelter, counseling, and after-care services to runaway or otherwise homeless youth and their families.[2] These services are provided both directly by the projects and through linkages established with other service providers in the community. The goals of the Runaway Youth Act, as mandated by Section 315 of the legislature, are as follows:

(1) to alleviate the needs of youth during the runaway episode;

(2) to reunite youth with their families and to encourage the resolution of intrafamily problems;

(3) to strengthen family relationships and to encourage stable living conditions for youth; and

(4) to help youth decide upon a future course of action.[3]

To date, YDB has supported a number of initiatives -- both programmatic and research -- designed to enhance the planning and delivery of services to runaway or otherwise homeless youth and their families. Since June 1977, YDB has been receiving uniform data through the Intake and Service Summary Form on each youth who is provided ongoing services from the Runaway Youth Act-funded projects. The data compiled through these Forms are used by both YDB and the projects to profile the types of clients being served and their

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[1] The Youth Development Bureau is located within the Administration for Children, Youth and Families, Office of Human Development Services, Department of Health, Education, and Welfare.

[2] During FY 1977, when the contract for the National Evaluation of the Runaway Youth Program was awarded, 127 projects nationwide were being supported under the provisions of the Runaway Youth Act. Currently, 166 projects are receiving support. In addition to these project grants, support is also being provided to the National Toll-Free Communication System, designed to serve as a neutral channel of communication between runaway youth and their families and to refer them to needed services within their communities.

[3] These goals, as well as the target populations to be served by the funded projects, have undergone a series of modifications and refinements since the passage of the Act in 1974. Most notable have been amendments approved by Congress in 1977 that included "otherwise homeless youth" in the Act's target population and YDB's modification of the second goal, requiring projects to reunite youth with their families only "if this [unification] is determined to be in the youth's best interests."

service requirements, including changes in both over time.[1] Additionally, YDB has undertaken several research initiatives designed to examine the needs, problems, and service requirements of specific subpopulations of runaway youth and to provide the knowledge base required to further strengthen the provision of services to these youth.

Combined, the client and research data provide YDB with an information base on runaway youth and on programmatic strategies for addressing their needs. These data, however, are not sufficient to answer the more qualitative questions regarding the effectiveness of the Runaway Youth Act-funded projects in meeting the needs of the youth and families served. In order to obtain these data, YDB contracted with Berkeley Planning Associates to conduct a comprehensive evaluation of the National Runaway Youth Program. This study, which was conducted over a 19-month period, was designed to obtain evaluative data along two separate, but parallel, dimensions: a determination of the extent to which a representative sample of the projects funded under the Runaway Youth Act have operationalized the four legislative goals (the organizational goal assessment study phase); and a determination of the impact of the services provided on the clients served as measured against these same goals (the client impact study phase). Additionally, BPA also conducted a cost analysis designed to profile the projects' costs and expenditures, including the allocation of these resources to specific services and activities.

## I. SUMMARY OF EVALUATION PROCESS AND COMPONENTS

Throughout the evaluation effort, several interrelated objectives were pursued simultaneously. While we were principally concerned with the "outcome" or effectiveness of the runaway youth projects funded by YDB in terms of their legislative mandate, we were also interested in furthering the total body of knowledge available in the area of youth services. The study was designed not only to look at the aggregate impact of the National Runaway Youth Program but also to explore the unique aspects of projects' functioning, highlighting the different approaches to service delivery employed by individual projects. More specifically, the study sought to provide evaluative information for answering the following key policy questions:

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[1]The data compiled through the Intake and Service Summary Form include the demographic characteristics of the youth; their family settings/living situations prior to receiving project services; the specific reasons they sought/were referred to services; their sources of referral to the projects; their previous runaway episodes and involvement with the juvenile justice system, as applicable; the services they received both directly from the project and through referrals to other service providers in the community; and their living arrangements at the termination of project services, including, as applicable, the reason(s) they did not return home.

- Have the projects operationalized the four goals of the program as legislatively specified?

- What project, client, or community factors have facilitated or hindered goal operationalization?

- What additional, local goals have been developed and operationalized by the projects to impact positively on their clients?

- Have the projects had an impact (in terms of the four legislative goals) on the clients they serve?

- What services, methods of service provision, or client factors have the greatest influence on a project's capacity to have positive impact on the clients served?

- What are the costs or providing various services to these clients?

- In what way is the degree of operationalization of the legislative goals related to client impact?

- What project, client and community factors account for the congruence or lack of it between goal operationalization and client impact?

In order to provide a thorough assessment of the runaway youth projects and to provide assistance to the Youth Development Bureau in identifying the most useful evaluative data to be collected on an ongoing basis, the study was subdivided into three distinct functional areas:

- the organizational goal assessment;

- the client impact assessment; and

- the cost analysis of project functioning.

Prior to initiating these activities, a series of additional data gathering procedures were undertaken. A comprehensive review of the literature and other documentation relating to runaway youth programming was initiated, including a detailed review of the proposals submitted by all of the projects funded by YDB during 1978. Second, informational site visits were conducted to ten projects to familiarize BPA staff with the similarities and differences in the actual operations of runaway youth projects and to ensure that the evaluation design and instruments subsequently developed were relevant to project functioning and were administratively feasible. The findings from both of these initial reviews served as the backdrop against which the three essential evaluation components were designed and implemented.

One of the first tasks in the conduct of the evaluation was to select a sample of projects for inclusion in the study. It was considered important that the resulting sample represent the full range of projects funded by YDB and capture the "most common" type of project, as opposed to the most unusual

projects. In selecting the sites, we first identified key project factors that (1) were policy relevant, (2) could discriminate among the funded projects, and (3) for which there was an adequate number of projects to permit a comparative analysis. Based on the findings of the proposal review process and discussions with the YDB Project Officer, three variables emerged as capturing the key differences among the funded projects. These variables -- location, affiliated or free-standing status, and length of time in operation -- were used to identify different clusters of YDB-funded projects. In addition to capturing variation on these factors, the sample was also designed to include representation from:

- projects that are located in private as well as public agencies;

- projects from all ten of the HEW regions; and

- projects that operate their own temporary shelter and those that provide temporary shelter through a system of volunteer foster homes.

The 20 evaluation sites provided the testing ground for the evaluation's three major elements. These projects provided the basic unit of analysis for the organizational goal assessment component, while the youth and parents who received services from these projects constituted our sample for the client impact assessment component. Seventeen of the 20 evaluation sites participated in the cost analysis.

A. Organizational Goal Assessment

The organizational goal assessment was designed to determine the extent to which the projects funded under the Runaway Youth Act have successfully operationalized, or implemented, the program's four legislative goals. Our determination of the extent to which projects have operationalized these goals proceeded from two different perspectives: first, the project's capacity to operationalize the specific services and service procedures considered essential for each legislative goal (the goal-specific guidelines); and, second, the project's capacity to achieve an overall well-functioning system (the generic guidelines). In the first instance, we began with the four legislative goals, asking such questions as:

- What services need to be in place for this particular goal to be realized?

- What procedures should the project be following in order to attain this particular goal?

- What community linkages are necessary to successfully realize this goal?

A list of guidelines and indicators that related to the services, procedures, and linkages considered essential for each goal was developed. Factors used in determining whether a project had an adequate capacity to

provide a particular service included the hours during which the service was available; the qualifications of the staff providing the service; the physical requirements necessary to provide the service; and a set of operating procedures that allow for the smooth delivery of the service. These elements constituted the basic requirements for goal operationalization.

In the second phase, we began with the project itself, listing 12 guidelines that were identified as constituting the essential elements of a well-functioning runaway youth project. These generic guidelines, which covered aspects of a project's organizational structure, management system, staff characteristics, community context, and youth participation program, measured each project's capacity to operationalize all of its goals. In developing this list of 12 guidelines, we asked such questions as the following:

- What types of management practices are necessary for smooth and efficient project functioning?

- Are there any specific organizational factors that increase the capacity of a runaway youth project to more effectively meet the needs of its clients?

- Are there any specific ways in which a project can best utilize the resources or overcome the service barriers in its particular community?

These 12 guidelines, while not related to a specific goal, constitute the thrust by which projects are able to advance any goal of their program, including not only the goals of the Runaway Youth Act, but also the wide range of local goals that each project has developed.

While individual elements can be rated as being effective or non-effective, the overall strength of a program is more appropriately captured by examining the relationships among its various functional aspects. In assessing the internal consistency of a project, we asked such questions as the following:

- Are all of the elements consistent in terms of the project's goals and objectives?

- Do some of the elements appear to work at cross purposes or to address divergent needs?

- Does the project claim one operating method, yet operationalize another?

In this stage of the analysis, we addressed these types of questions by first reviewing the ratings given projects on both the goal-specific and the generic guidelines in terms of each project's philosophy and its perception of its most essential goals. We then reviewed this information in light of a project's community context and the specific needs of its

client population. This analysis was useful in pinpointing those service areas in which projects have limited capacity or those organizational areas which, if left unattended, might develop into serious operational difficulties. The analysis also identified key organizational, client, and community factors that influence the extent to and the manner in which the projects have operationalized their goals.

Data used to answer the questions posed by the organizational goal assessment were gathered by BPA field staff during week-long site visits to each of the 20 projects in our evaluation sample. During each of these visits, BPA field staff conducted intensive interviews with individuals carrying out the functions of project director, counseling supervisor, and community liaison, and distributed self-administered questionnaires to the projects' staff. Also, at least three representatives from community agencies with which the project maintained its most important coordination, and referral linkages were interviewed. In addition, interviews were conducted with at least one member of the project's advisory board or board of directors, as well as with a representative of the project's affiliate or parent organization, if such an organization existed.

## B. Client Impact Assessment

In contrast to the organizational goal assessment, the client impact assessment component examined project performance in terms of the four legislative goals by examining what impact these same 20 projects had on a sample of youth and families they served. Thus, for most of the variables utilized in the client impact analysis, the unit of observation was the individual client; that is, the youth and families served by the runaway project. The evaluation criteria for the client impact study phase were designed to measure whether or not a project had successfully accomplished each of the four goals of the Runaway Youth Act with each individual youth who received project services.

The data collected during the client impact study phase addressed the following key questions:

- What types of youth are being served by the runaway youth projects supported by the Youth Development Bureau, and what types of services are being provided to these youth?

- How successful has the Runaway Youth Program been nationally in accomplishing the four legislative goals?

- How are the different aspects of project success related to each other?

- What factors are associated with observed variation in client impact?

In order to answer the key study questions regarding the impact of the runaway youth projects on the youth and families they serve, Berkeley Planning Associates collected data on a sample of clients served at each of the 20 evaluation sites. Within each project, the client sample selected for inclusion in the study consisted of all youth who received temporary shelter and left the shelter system during a five-week period from June 26 through July 30, 1978.

To generate data about the impact of project services on these clients, interviews were conducted by local interviewers hired by BPA with three respondents for each case: the youth, the parent figure with whom the youth had had most contact during the three months prior to arrival at the runaway project, and the counselor or other staff member at the project who had the most contact with the youth. An attempt was made to interview each of these respondents at two different times: first, within 24 hours of the time the youth left temporary shelter; and, again, five weeks after the youth left the project.[1]

The foundation of the client impact findings was a structured set of client impact standards, criteria and indicators. The standards constitute the general principles against which judgments were made to determine whether each of the four legislative goals had been achieved. The criteria represented specific dimensions or aspects of each standard and were designed to more precisely define the outcomes sought by the standards. Each criterion was sufficiently discrete so as to be empirically verifiable. The indicators represented the specific data that documented the extent to which specific aspects of each standard or each criterion had been met. A total of 26 separate criteria and 98 indicators relevant to assessing client impact on the four legislative goals were developed. In addition, it was found that there were several important measures of overall program performance that did not relate clearly to any individual goal. Therefore, a fifth category was developed which we called "overall program performance." The goal or evaluation standard addressed by this category can be thought of as: "to assist youth in addressing their major problems." Thus, if a youth's most pressing problem was family-related, the indicators under this goal tested whether that problem had been adequately resolved, whereas if the youth's major problem was a legal one, the rating on this goal would be based on whether the legal problem was successfully dealt with.

## C. Cost Analysis

A cost analysis provided a profile of each project's costs and expenditures in terms of its payroll expenses; non-payroll (or "fixed") expenses such as the costs of rent, mortgage, utilities, and durable equipment; and the imputed expenses of donated resources such as volunteer labor and other items or services which were provided to the project at no cost by the

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[1] Our client impact sample consisted of 278 youth. On these youth, we collected 275 counselor at termination interviews, 185 youth at termination interviews, 105 parent at termination interviews, 271 counselor at follow-up interviews, 101 youth at follow-up interviews, and 88 parent at follow-up interviews.

community. Within these large groupings, the cost analysis examined the allocation of resources to specific project activities, such as counseling, shelter coverage, various support services, case management, and general administrative activities. By exploring the costs of providing services at several projects within an overall service program, the cost analysis was able to identify the major activities of the National Runaway Youth Program and then to determine the relative costs of providing these services within each individual project. The analysis also determined comparable costs across all projects for those activities that were provided in common, by adjusting for regional differences in wage and price levels. The "costs" of providing services to runaway youth and their families were examined from essentially three different perspectives:

- actual payroll costs;
- the "dollar value" of all labor resources, including donated labor; and
- total costs, including fixed, or non-payroll, expenditures and donations.

The implementation of the cost analysis consisted of the following elements:

- the identification of the project's distinct activities;
- the identification of the project's resources;
- the identification of the project's donated resources;
- the allocation of paid human resources (payroll) by individual project activities;
- the distribution of indirect labor costs across all services; and
- the valuation of the project's donated human resources (volunteers).

## II. SUMMARY OF KEY FINDINGS

The present evaluation has reviewed the National Runaway Youth Program from a number of perspectives. We explored the performance of the projects studied from the various viewpoints of organizational structure and functioning, costs, and client impact. Each of these individual perspectives suggested a number of findings that have implications for the future development not only of the National Runaway Youth Program but also of the individual projects. These findings are summarized below.

- The National Runaway Youth Program has successfully operationalized the goals of the Runaway Youth Act.

Overall, the YDB-funded projects have successfully operationalized the four goals of the Runaway Youth Act and have implemented those services and service procedures identified as being essential to meeting the immediate

needs of youth, resolving family problems, securing stable living arrangements for youth, and helping youth decide upon a future course of action. With the exception of outreach, aftercare, and follow-up services, the projects did not demonstrate any significant limitations in providing the full range of services most commonly required by the youth and families served. These services include individual counseling, family counseling, group counseling, legal assistance, medical assistance, placement services, and general advocacy and support services. In addition to providing services directly to their clients, the projects also demonstrated solid working relationships with a number of key service providers in their local communities, including welfare departments, juvenile justice agencies, schools, and police.

To operationalize the goals of the Runaway Youth Act involved not only the provision of the services cited above, but also the establishment of a host of other organizational and management policies. The majority of the projects in the evaluation sample were found to have developed a set of written policy procedures; to have conducted formal staff performance reviews; to have implemented careful and thorough case management practices; to have established an open communication system among all staff members; and to have provided opportunities for youth to be involved in the development of their own service plans. In addition, staff at the sample projects generally demonstrated a high level of morale, with the projects experiencing limited degrees of unplanned staff turnover.

- In addition to addressing the legislative goals, the projects funded under the Runaway Youth Act have developed a number of additional goals.

All but one of the 20 evaluation sites have developed local goals to better define the intent and purpose of their programs. Generally, these goals are perceived as being complementary to the goals mandated in the Runaway Youth Act and have been developed by the projects in order to more adequately mold their service thrusts to the needs of their particular communities. While the local goals identified by the project directors and staff varied across the 20 projects, the most frequently cited local goals include youth advocacy, prevention and outreach, and community resource building and network participation. In addition to these three categories, the projects also cited as local goals such issues as education (in terms of sex and health issues and youth rights); youth employment; youth participation; aftercare; drug prevention; diverting status offenders from the juvenile justice system; helping youth develop a positive role model; and directing seriously disturbed families into longer-term counseling.

- The projects funded under the Runaway Youth Act are extremely diverse both in terms of their structures and their client populations.

Despite their common funding source and the implementation of a common set of legislative goals, the projects funded under the Runaway Youth Act demonstrated considerable diversity and range from being solely runaway youth shelter projects to being multi-purpose youth service agencies. Although all projects shared some common understanding of the intention of the Runaway Youth Act, they were not in agreement either as to the

relative importance placed upon the four goals or as to the specific activities necessary to achieve these goals with their clients. Rather than serving as a firm framework within which the individual projects develop their own service programs, the four legislative goals seem only to loosely influence a project's development. For example, when the projects were asked to list the most essential goals of their service program, 60% of these goals were local goals developed at the individual project level, while 40% related to one of the legislative goals. The projects, through the flexible application of the legislative goals as well as the addition of specific local project goals, have developed an overall service effort that is designed to respond to the needs of the local youth population and to their communities.

In addition to the diversity noted among the projects through the organizational goal assessment, the projects also demonstrated considerable diversity in terms of the age range of their client populations, the length of time youth were provided shelter, the extent to which follow-up and aftercare services were being provided, and the extent to which additional services other than individual counseling were being provided. The cost analysis similarly found that project staff were spending the majority of their time on very different forms of activities and on very different types of clients. While most of the projects spent well over half their staff time providing services to housed clients, five of the projects spent at least one-quarter of their staff resources serving non-housed youth.

- A growing "professionalism" was found among the projects funded under the Runaway Youth Act.

In contrast to the initial runaway youth shelters, which operated largely as informal volunteer "counter-culture" service programs, the current YDB-funded projects are professional, well-functioning, alternative youth service centers which are becoming increasingly integrated into their local youth service networks. The organizational goal assessment found the staff at the majority of projects studied to be well-educated, with most having a BA and a substantial minority having MSWs or other graduate-level degrees. Moreover, the majority of the staff had previous experience in youth services both within and outside the public service system. In addition to operating with a more formally trained and educated staff, the current runaway youth projects have also adopted a number of case management practices which have formalized their service delivery system. These include formal case reviews, ongoing counseling supervision, and regular "staffings" with other service providers working with the youth and the parents.

- The most serious service limitations within the National Runaway Youth Program are the provision of follow-up and aftercare services.

While the majority of projects were found to have implemented all or most of the generic and goal-specific guidelines, all but one project demonstrated problems in achieving at least one of these elements. Many of the problems identified during the organizational goal assessment were substantiated by the descriptions of services provided to the youth and families in the client impact sample. When we look at the service data collected during the client impact study phase, we find that only 50% of the clients

had any contact with the project between the termination of temporary shelter and the follow-up interview five weeks later. In addition, only 17% of the clients received any individual counseling on an aftercare basis, and only 6% received family counseling following the termination of temporary shelter. While in a few instances the projects indicated that their service philosophy limits the emphasis they place on the provision of aftercare services, most of the projects do not provide this service simply because they do not have the resources to establish and maintain an active aftercare service component. The current staff resources as well as the general service structure at many of the projects (i.e., the maintenance of a temporary shelter facility) are principally geared toward addressing the immediate needs of youth and to resolving those problems that can be addressed within one or two weeks of service.

While the projects are making a serious attempt to address the longer-term needs of their client populations, current realities suggest that this will be a far more difficult service objective to achieve than might be anticipated. According to our cost analysis, those projects that operate a temporary shelter facility have committed over 25% of their staff resources to simply maintaining and operating the shelter. When one adds the time projects spend providing individual counseling, family counseling, and group activities, a full 42% of all paid staff hours have been covered. Considering that the projects spend, on average, 40% of their staff time on administrative and non-client-specific functions, such as community education programs and general youth advocacy, roughly 18% of the staff's working hours remain to provide the additional services that the projects want to offer to their clients. The cost analysis found that projects currently spend very little time providing such services as follow-up (1%), placement (1%), and support and client-specific advocacy (2%).

- The National Runaway Youth Program is serving a widely diversified client population.

The client impact sample for this evaluation included a sizable number of "pushouts," homeless youth, and youth seeking assistance for non-family-related problems. While the most common type of client served by the projects continues to be runaways (44%), 16% of the client sample reported that they had been "pushed out" of their homes, 20% were away from home with the mutual agreement of their parents, and another 19% were either contemplating running away or were at the project awaiting other long-term residential placements. The client population also differed on a number of other dimensions. While 60% of the client sample had been living with either one or both of their parents or step-parents prior to seeking assistance from the projects, 12% had been living in foster homes or with other relatives, 15% had been living in group homes, and 13% had either been living on their own, with friends, or in some other type of independent living situation. Although the counseling staff reported that the major problem experienced by 53% of the client impact sample was family-related, the remaining 47% of the clients sought services for major problems that were non-family related, ranging from difficulties in school to behavioral or psychological problems. Finally, the projects are accepting a large percentage of their caseloads as referrals from other local public and private service providers. The

national sample showed only 30% of the youth receiving shelter come to the projects on their own. While several of the projects continue to receive a substantial percentage of their clients through self-referrals, that percentage seems to be dwindling in favor of formal public or private agency referrals. As the projects continue to increase their service linkages with public and private agencies, this agency referral rate can be expected to increase.

- The National Runaway Youth Program is achieving substantial positive client impact levels.

In general, the projects funded under the Runaway Youth Act are successfully addressing the immediate needs of the youth they serve. The projects we studied were successful in providing virtually all youth (over 90%) requiring food, shelter, and counseling with these services within the first few hours of the youth's arrival at the project. While the projects showed a slightly less uniform rate of success in immediately addressing a youth's needs for medical and legal assistance, these needs were usually met by the project during the youth's stay in temporary shelter. In contrast to this almost uniformly high performance level in terms of Goal 1, the projects had a far more varied performance rating in terms of the remaining three legislative goals. For example, the projects are perceived by almost two-thirds of the youth and almost half of the parents they serve as being helpful in resolving family problems. This performance level may well be a substantial accomplishment in light of the fact that the projects often face family conflicts that have developed over years of miscommunication which cannot be thoroughly resolved through the limited number of family counseling sessions that most projects are able to provide their clients. The projects were also fairly successful in placing youth in a context that the majority of counselors, youth and parents (72%-79%) perceived as being the "best place" for the youth, an indication that the projects attempt to locate those placements which are most acceptable to all parties involved. Almost half of the youth, however, indicated that they would still consider running away again if the problems they faced got "too bad" for them in the future. While continued runaway behavior may be viewed as a "positive" action and as an indication that the youth recognizes he or she needs assistance, such action within the context of Goal 3 questions the stability of the youth's placement following termination.

In terms of Goal 4, the projects had a fairly consistent rate of success in helping youth become better able to make decisions about the future. For example, 73% of the youth in the client sample indicated at termination that, overall, they had had a say in what happened to them while they were at the project; that they felt they were better able to make decisions about the future; and that they had learned how to use other service resources in their communities. However, the projects demonstrated a wide range of success in resolving a number of their clients' non-family-related problems, such as difficulties with school (48% success), problems with the law (78% success), problems in obtaining a job (30% success), and problems about deciding where to live (88% success).[1]

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[1]All of these percentages reflect the percent of youth interviewed at termination who felt that their problems in these areas had been resolved or somewhat resolved as a result of project services.

The level of success that the projects exhibited on certain of the impact indicators may represent exceptional achievements or may merely be average performance ratings for projects which serve youth and families in crisis. In the absence of related previous client impact research, it is not possible to either praise or to be highly critical of the observed performance. The varied success rates among the four legislative goals may be reflective of the types of difficulties cited in previous discussions relating to the problems that projects encounter in attempting to accomplish too much, given their limited resources. Considering the wide range of impacts covered by the legislative goals, it is not at all surprising to find that the projects cannot resolve all of the problems of all of the youth they serve.

- In general, the projects funded under the Runaway Youth Act achieve similar success with a wide variety of clients.

Client characteristics such as age, prior runaway history, family composition or referral source did not dramatically influence the extent to which the projects achieved positive client impact. The analysis found that the projects did equally well with all types of clients, including those youth experiencing such complicated and serious problems as abuse or neglect and repeated contact with the juvenile justice system. The only two factors that demonstrated a significant relationship to the extent to which positive client impact was achieved were the motivation of the youth to resolve his or her problems and family contact with the project. For example, the family problems of those youth identified by project staff as being more motivated than other clients were resolved or somewhat resolved in 72% of the cases, while only 49% of those youth identified as being less motivated achieved a positive rating on this indicator. Similarly, 61% of the more motivated youth said they did not feel they would need to run away again if things "got bad" in the future, while only 36% of the less motivated youth shared this opinion. While the counselors felt that 84% of the more motivated youth were better able to make decisions about their future, they attributed this specific skill to only 40% of the less motivated youth.

In those cases where a youth's family had participated in project services, 85% of the youth felt that the project had helped them understand and work out their problems, whereas 70% of the youth whose parents had not had contact with the project felt this way. Similarly, while 66% of the youth whose parents had had contact with the project felt their family problems had been resolved or somewhat resolved, 51% of the youth whose parents had not had contact with the project shared this opinion. Finally, while 80% of the youth whose parents had had contact with the project felt that they were going to the "best place" following the termination of temporary shelter, only 68% of the youth whose parents had not had contact felt that the living situation to which they were going was the "best place."

- The National Evaluation found that a positive relationship exists between goal operationalization and positive client impact.

The comparative analysis conducted between the organizational goal assessment and the client impact assessment data found the two components to have a positive relationship. In general, this relationship was strongest on those indicators identified under Goal 4 -- to help youth decide upon a future course of action. For example, 62% of the youth served by those projects that had

achieved all of the generic guidelines felt the project had been generally helpful; only 52% of the youth served by the projects failing to achieve a number of the generic guidelines shared this opinion. Although relatively few of the client impact indicators varied significantly according to project performance on either the goal-specific or generic guidelines, those instances where a statistically significant relationship was found almost always showed that those projects that had achieved these guidelines outperformed those projects that had not achieved the guidelines.

- The projects funded under the Runaway Youth Act are expanding their fiscal capacities by generating new funding sources and developing volunteer programs.

With rare exceptions, the projects funded under the Runaway Youth Act are operating far more complex and diverse service programs than would be possible if they relied solely upon their YDB funding. While the average YDB grant for the sample of projects participating in the cost analysis was $67,000, the average operating budget for these projects was $146,000. The most common other funding sources utilized by the projects include categorical grants or fee-for-service contracts obtained through LEAA, NIMH, Title XX, and local, state, and county agencies. The projects also draw heavily upon funds from both local and national private foundations. In addition to obtaining other direct funding, the projects also have been successful in expanding their total pool of available resources through the careful cultivation of volunteer staff time and other forms of donated resources. The cost analysis found that the projects, on average, generate an additional $3,000 worth of resources per month through the use of volunteer labor and other donated resources.

- A variety of service, client, and fiscal concerns are giving way to emerging new service models within the area of runaway youth services.

The free-standing, non-affiliated runaway youth shelter project, which served as the primary service model for the Runaway Youth Act, may be a model that projects will find increasingly difficult to maintain. First, continued inflation is constantly increasing the costs of maintaining a shelter facility. The cost analysis found that those projects that operate a temporary shelter facility have almost three times the fixed costs (i.e., rent, utilities, etc.) as those projects not maintaining a shelter, and these facilities have to devote at least 25% of their payroll resources to maintaining and supervising the facility. Second, the client impact analysis suggests that large numbers of youth are being provided shelter by the projects for longer than one or two weeks. This expansion in the average length of stay stems partly from the various characteristics of the clients, such as the high percentage of youth requiring out-of-home placements. However, the client impact analysis suggests that the length of stay in shelter facilities does, in fact, correspond in a positive manner to the level of success that the projects achieve with clients on certain indicators. For example, 90% of those youth who received temporary shelter for more than 14 days were described by project staff as being better able to make decisions about the future, while only 43% of the youth who received a single night of shelter and 56% of the youth who stayed two to seven nights at the project were viewed in this manner. Similarly, 72% of the youth who had stayed at a

project over two weeks reported that the project had helped resolve their major problem while only 50% of the youth who stayed one night and 42% of the youth who stayed two to seven nights shared this opinion.

Both the rising costs of maintaining shelter facilities and the increased average length of stay for clients are factors which might well influence the future structure of runaway youth programs. For example, several projects have already adopted another, less costly, method of providing temporary shelter to clients, namely the use of a volunteer network of foster homes. While this model is certainly attractive from a cost perspective, the client impact data found that those projects that provide shelter in this manner house far fewer youth than those projects that operate their own temporary shelter facilities. Other projects have sought to resolve the cost dilemma by expanding into multi-purpose youth service centers or by formalizing a series of service linkages with other local service providers. It is not yet clear how these shifts in organizational form or service delivery will affect the long-run future of the temporary shelter model. It is clear, however, that the free-standing, non-affiliated runaway youth project is becoming a rarer sight in the area of youth services.

III. CONCLUSIONS

In summary, it would appear that, on average, the YDB-funded projects are effectively addressing the intent and goals of the Runaway Youth Act. They have been able to do so, however, only by expanding their total resources with substantial volunteer staff time as well as additional federal, state, and local funding. Even with these additional resources, however, the projects in our evaluation sample demonstrated clear difficulties in providing the wide range of services required to fully achieve all aspects of the Runaway Youth Act. In an attempt to overcome these shortcomings, the projects have expanded their organizational base, often forming coalitions or service networks with other small community-based youth service agencies or evolving into multi-faceted youth service agencies. This growth has moved a large percentage of the projects away from the free-standing, temporary shelter service model that dominated the alternative youth services movement in the late 1960s. While projects still consider the provision of temporary shelter to be one of their primary services, projects have also found it increasingly necessary to expand their services to address those issues beyond the immediate crisis period. Several projects are focusing their energies on preventing a runaway episode by encouraging youth and parents to seek assistance before a situation becomes explosive; other projects are shifting away from a "temporary" shelter model and have begun to provide shelter to youth for longer periods of time and to encourage families to enter into long-term counseling arrangements.

The implications of this expanded service focus and new organizational form has been that projects have, on balance, become more professional and mainstream in their working relationships with other service providers, and have formalized their management structures and internal service delivery systems. This new "professionalism," however, has not detracted from the

ability of projects to provide viable service alternatives for youth and parents. It is quite likely that youth receiving assistance from the projects are youth who would not, for a variety of reasons, seek assistance from the traditional public service sector. The hallmarks of the alternative approach to youth services -- namely, 24-hour availability, strong feelings regarding client confidentiality, services offered free of charge, and a respect for the rights of youth to determine the services they will receive -- remain very much in place at these projects.

## INTRODUCTION

The Youth Development Bureau (YDB)[1] has administered the Runaway Youth Act since its passage in September 1974.[2] This Act authorizes the provision of grants, technical assistance, and short-term training to public and private non-profit agencies, located outside of the law enforcement structure and the juvenile justice system, for the development and/ or strengthening of community-based programs of service which provide temporary shelter, counseling, and aftercare services to runaway or otherwise homeless youth and their families.[3] These services are provided both directly by the projects and through linkages established with other service providers in the community. The goals of the Runaway Youth Act, as mandated by Section 315 of the legislation, are as follows:

(1) to alleviate the needs of youth during the runaway episode;

(2) to reunite youth with their families and to encourage the resolution of intrafamily problems;

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[1]The Youth Development Bureau is located within the Administration for Children, Youth and Families, Office of Human Development Services, Department of Health, Education and Welfare.

[2]The Runaway Youth Act is Title III of the Juvenile Justice and Delinquency Prevention Act of 1974 as amended by the Juvenile Justice Amendments of 1977.

[3]During FY 1977, when the contract for the National Evaluation of the Runaway Youth Program was awarded, 127 projects nationwide were being supported under the provisions of the Runaway Youth Act. Currently, 166 projects are receiving support. In addition to these project grants, support is also being provided to the National Toll-Free Communication System, designed to serve as a neutral channel of communication between runaway youth and their families and to refer them to needed services within their communities.

(3) to strengthen family relationships and to encourage
stable living conditions for youth; and

(4) to help youth decide upon a future course of action.

To date, YDB has supported a number of initiatives -- both program-
matic and research -- designed to enhance the planning and delivery of
services to runaway or otherwise homeless youth and their families. Since
June 1977, YDB has been receiving uniform data through the Intake and
Service Summary Form on each youth who is provided ongoing services from
the Runaway Youth Act-funded projects. The data compiled through these
Forms are used by both YDB and the projects to profile the types of
clients being served and their service requirements, including changes
over time.[1] Additionally, YDB has undertaken several research initia-
tives designed to examine the needs, problems and service requirements
of specific subpopulations of runaway youth and to provide the knowledge
base required to further strengthen the provision of services to these
youth.[2]

Combined, these client and research data provide YDB with an infor-
mation base on runaway youth and on programmatic strategies for addres-
sing their needs. These data, however, are not sufficient to answer the
more qualitative questions regarding the effectiveness of the Runaway
Youth Act-funded projects in meeting the needs of the youth and families
served. In order to obtain these data, YDB contracted with Berkeley
Planning Associates to conduct a comprehensive evaluation of the National
Runaway Youth Program. This study, which was conducted over a 19-month

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[1]The data compiled through the Intake and Service Summary Form in-
clude the demographic characteristics of the youth; their family settings/
living situations prior to receiving project services; the specific
reasons they sought/were referred to services; their sources of referral
to the projects; their previous runaway episodes and involvement with
the juvenile justice system, as applicable; the services they received
both directly from the project and through referrals to other service
providers in the community; and their living arrangements at the termi-
nation of project services including, as applicable, the reason(s) they
did not return home.

[2]These research initiatives are described in Appendix A.

period, was designed to obtain evaluative data along two separate, but
parallel, dimensions: a determination of the extent to which a repre-
sentative sample of the projects funded under the Runaway Youth Act have
operationalized the four legislative goals (the organizational goal
assessment study phase); and a determination of the impact of the ser-
vices on the clients served as measured against these same goals (the
client impact study phase). Additionally, BPA also conducted a cost
analysis designed to profile the projects' costs and expenditures, in-
cluding the allocation of these resources to specific services and acti-
vities. The purpose of this document is to synthesize the findings from
all of the study components, highlighting the extent to which the goals
and intent of the Runaway Youth Act have been achieved.

Throughout the evaluation effort, several interrelated objectives
have been pursued simultaneously. While we were principally concerned
with the "outcome" or effectiveness of the runaway youth projects funded
by YDB in terms of their legislative mandate, we were also interested in
furthering the total body of knowledge available in the area of youth
services. The study was designed not only to look at the aggregate im-
pact of the National Runaway Youth Program but also to explore the
unique aspects of projects' functioning, highlighting the different
approaches to service delivery that are employed by the individual pro-
jects. More specifically, the study sought to provide evaluative infor-
mation for answering the following key policy questions:

- Have the projects operationalized the four goals of the
Runaway Youth Act?
- What project, client or community factors have facili-
tated or hindered the operationalization of these goals?
- What additional, local goals have been developed and
operationalized by the projects to impact positively on
their clients?
- What impact have the projects had on the clients served
in terms of the four legislative goals?
- What services, methods of service provision or client
factors have the greatest influence on a project's capa-
city to impact positively on the clients served?

- What are the costs of providing various services to these clients?
- In what way is the degree of operationalization of the legislative goals related to client impact?
- What project, client and community factors account for the congruence or lack thereof between goal operationalization and client impact?

## SUMMARY OF EVALUATION PROCESS AND COMPONENTS

In order to provide a thorough assessment of the runaway youth projects and to assist the Youth Development Bureau in identifying the most useful evaluative data to be collected on an ongoing basis, the study was subdivided into three distinct functional areas, as follows:

- the organizational goal assessment;
- the client impact assessment; and
- the cost analysis of project functioning.

Prior to initiating any of these activities, a series of additional data gathering procedures were undertaken. A comprehensive review of the literature and other documentation relating to runaway youth programming was initiated, including a detailed review of the proposals submitted by all of the projects funded by YDB during FY 1977. Second, informational site visits were conducted to ten projects to familiarize BPA staff with the similarities and differences in the actual operations of the runaway youth projects and to ensure that the evaluation design and the instrumentation subsequently developed were relevant to project functioning and were administratively feasible. The findings from both of these initial reviews, which have been fully documented in earlier reports, served as the backdrop against which the three essential evaluation components were designed and implemented.

One of the first tasks in the conduct of the evaluation was to select a sample of 20 projects for inclusion in the study which would ensure that the evaluation would yield information of relevance to policy development at the national level. It was considered important that the resulting

sample represent the full range of projects funded by YDB, and capture the "most common," as opposed to the most unusual, projects. In selecting the sites, we first identified key project factors which (1) were policy-relevant, (2) could discriminate among the funded projects, and (3) for which there were an adequate number of projects to permit comparative analysis. Based upon the findings of the proposal review process and discussions with the YDB Project Officer, three variables emerged as capturing the key differences among the funded projects. These variables -- geographic location, affiliated or independent status, and length of time in operation -- which covered project-specific characteristics as well as several community factors, were used to identify different clusters of the YDB-funded projects.

In addition to capturing variation on these factors, the sample was also designed to include representation from

- projects which are located within private as well as public agencies;
- projects from each of the ten HEW regions; and
- projects which operate their own temporary shelter facility and those which provide shelter through a system of volunteer foster homes.

Those 20 projects which comprise our sample are shown in Table A. Several of the selection variables have been refined during the course of the study as a result of our increased familiarity with the range of project characteristics. Thus, as Table A shows, the affiliated versus independent variable now includes a third value for those runaway youth projects which constitute a single program component within a broader organization. Similarly, the project tenure variable now includes a value for those established service agencies which are new to the runaway field.

Table A

Project Sample, Showing Key Sample Dimensions

| Project | Region | Community Context | Affiliated versus Free-Standing | Project Tenure | Private versus Public | Shelter Type |
|---|---|---|---|---|---|---|
| Montpelier, VT: Country Roads | I | Rural | Component | New | Private | Foster homes |
| New York, NY: Project Contact | II | Urban | Affiliated | Established | Private | In-house |
| Huntington, NY: Sanctuary | II | Suburban | Affiliated | New to runaways | Public | Foster homes |
| Hyattsville, MD: Second Mile | III | Suburban | Free-standing | Established | Private | In-house |
| Philadelphia, PA: Voyage House | III | Urban | Component | Established | Private | Foster homes |
| Charleston, WV: Patchwork | III | Rural | Component | New | Private | In-house |
| Louisville, KY: Shelter House | IV | Urban | Affiliated | Established | Private | In-house |
| Nashville, TN: Oasis House | IV | Urban | Component | New to runaways | Private | In-house |
| Charleston, SC: Crossroads | IV | Urban | Affiliated | New | Public | In-house |
| Cleveland, OH: Safe Space Station | V | Urban | Affiliated | New to runaways | Private | In-house |
| Chicago, IL: Youth Network Council | V | Urban | Component | Established | Private | Both |
| Ann Arbor, MI: Ozone House | V | Urban | Affiliated | Established | Private | Foster homes |
| Milwaukee, WI: Pathfinders | V | Urban | Affiliated | Established | Private | In-house |
| New Orleans, LA: Greenhouse | VI | Urban | Component | Established | Private | In-house |
| Albuquerque, NM: Amistad | VI | Urban | Component | New | Private | In-house |
| University City, MO: Youth Emergency Services | VII | Suburban | Free-standing | Established | Private | In-house |
| Denver, CO: Prodigal House | VIII | Urban | Affiliated | New | Private | In-house |
| Berkeley, CA: Berkeley Youth Alternatives | IX | Urban | Free-standing | Established | Private | In-house |
| Tucson, AZ: Open Inn | IX | Urban | Free-standing | New | Private | In-house |
| Burlington, WA: Skagit Group Ranch Homes | X | Rural | Component | New to runaways | Private | Foster homes |

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The 20 evaluation sites provided the sample within which the three major elements of the evaluation were conducted. These projects provided the basic unit of analysis for the organizational goal assessment component, while the youth and parents who received services from these projects constituted our sample for the client impact assessment component. Seventeen of the 20 evaluation sites also participated in the cost analysis.[1] Brief descriptions of the process followed in conducting each of the evaluation components are included in Appendix C. The key questions addressed by and the basic analytical approach employed under each component are presented below.

## Organizational Goal Assessment

The evaluation's "Comprehensive Design Study" submitted to the Youth Development Bureau in March 1978[2] outlined the specific rationale and analytical approach to both the organizational goal and the client impact assessment phases of the study. In terms of the organizational goal assessment, the design report outlined a series of analytical stages which would identify the following:

- a project's capacity to provide a number of specific services and service procedures considered essential to operationalizing each of the four legislative goals;

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[1] All 20 projects being evaluated as part of the study were invited to participate in the cost analysis phase. The Youth Network Council in Chicago was excluded from the sample early in the study because of its unique organizational structure and indirect service functions. Two remaining projects -- Project Contact in New York City and Prodigal House in Denver, CO -- failed to submit any cost data to Berkeley Planning Associates.

[2] A Comprehensive Study Design for the National Evaluation of Runaway Youth Projects Funded by the Youth Development Bureau, Report #2 (Berkeley Planning Associates, Berkeley, California, revised April 1978).

- the strength of a project's overall organizational structure; and
- a project's ability to respond to the particular needs and limitations presented by its clientele and community context.

In order to address these concerns, a series of assessment guidelines and indicators were designed to capture the project characteristics and services necessary for operationalizing the four legislative goals as well as for developing an overall effective organization. These assessment guidelines and indicators, which covered such areas as service capacity, service procedures, staff qualifications, community service linkages, overall project philosophy, structure and policy, and general community and client attributes, provided the basis on which we formulated the specific questionnaires utilized during our week-long site visits to the projects.

In reviewing the data we obtained from the projects, certain areas emerged as identifying the key ways in which projects differed. These elements, which we have termed "construction variables," glean from the vast amount of detail we have on each project those elements that are particularly useful for explaining the different approaches projects have taken in operationalizing their goals. The variables present, in a concise manner, the key organizational, community and client factors that shape and influence project functioning. The construction variables include:

- project philosophy;
- project organizational structure and parameters;
- project management;
- staff characteristics;
- direct service delivery;
- community and client characteristics; and
- youth participation efforts.

Under each of these major headings, a number of individual program or service areas have been defined. Some of these areas, such as staff size, budget size, and community location, are purely descriptive, while other elements, such as staff communication mechanisms, planning and evaluation

procedures, and services linkages with other agencies, are normative as well as descriptive. This second group of indicators identifies certain acceptable performance levels or procedures against which all 20 evaluation sites have been measured. The specific elements or areas identified within each of the seven construction variables have been incorporated into the three major stages of our analysis, which are as follows:

- measuring project performance in terms of a set of goal-specific guidelines;
- measuring project performance in terms of a set of generic guidelines; and
- determining the internal consistency between a project's perceived goals and its actual service delivery system.

Our determination of the extent to which the projects have operationalized the goals of the Runaway Youth Act proceeded from two different perspectives: first, the project's capacity to provide the specific services and service procedures considered essential for the operationalization of each goal outlined in the Act (the goal-specific guidelines); and second, the project's capacity to achieve an overall well-functioning system (the generic guidelines). From each perspective we assessed project performance according to a specific set of criteria. In the first instance, we began with the four legislative goals, asking such questions as:

- What services need to be in place for this particular goal to be realized?
- What procedures should the project be following in order to attain this particular goal?
- What community linkages are necessary to successfully realize this goal?

In answering these questions, we developed a list of specific guidelines and indicators that relate to the specific services, procedures and linkages that projects must have developed to be considered as successfully operationalizing each of the legislative goals. For each of the legislative goals, the essential and supplemental services necessary to meet that goal were identified during working sessions that included BPA

evaluation staff, YDB personnel, members of YDB's technical assistance
Regional Advisory Panel, and the directors from the 20 projects included
in the evaluation. Basically, we asked these "experts in the field" to
rate the various services and procedures runaway projects currently in-
corporate into their service delivery system in order to determine which
were essential for operationalizing each of the four legislative goals.
Based on these discussions, the services were found to cluster into two
major groups: those that at least 75% of those polled agreed were essen-
tial, and those that a smaller proportion of respondents viewed as being
essential for a particular goal. For the purposes of this evaluation,
we termed those services receiving 75% agreement as constituting "essen-
tial" services for a goal and those receiving between 60% and 75% agree-
ment as being "supplementary" services. Factors used in determining
whether a project had an adequate capacity to provide each of the essen-
tial and supplementary services included the hours during which the
service is available, the qualifications of the staff providing the
service, the physical requirements necessary to provide the service,
and a set of operating procedures that allows for the smooth delivery
of that service.

In the second instance, we began with the project itself, listing
12 guidelines that we determined constituted the essential elements of
any well-functioning runaway youth project. These generic guidelines,
which covered aspects of the organizational, management, staff character-
istics, community context and youth participation construction variables,
measured each project's capacity to operationalize all of its goals.
In developing this list of 12 guidelines, we asked such questions as:

- What types of management practices are necessary for
  smooth and efficient project functioning?
- Are there any specific organizational factors that in-
  crease the capacity of a runaway youth project to meet
  the needs of its clients?
- Are there any specific ways in which a project can best
  utilize the resources or overcome the service barriers
  in its particular community?

These 12 guidelines, while not related to a specific goal, constitute the
thrust by which projects are able to advance any goal of their program,
including not only the goals of the Runaway Youth Act but also the wide
range of local goals which each project has developed. Many of these
items have, in fact, been identified as key operating procedures by YDB
in the past and are clearly articulated in the YDB Program Performance
Standards adopted in September 1976. The remainder of these operating
principles have emerged from BPA's work in evaluating other social ser-
vice systems. In each case, research conducted in the runaway and other
related fields suggests that the implementation of these elements will
enhance a program's overall effectiveness.

The division between the goal-specific and the generic guidelines
is not an absolute one and, in fact, the capacity of one greatly depends
on the capacity of the other. For example, a project which has success-
fully met all the criteria necessary for operationalizing the four legis-
lative goals but has failed to achieve any of the generic guidelines
would most likely be unable to survive any disruptions to its service
system because it has no organizational supports. Likewise, a project
which receives a favorable rating in terms of the generic guidelines
but which has failed to demonstrate a capacity to operationalize a number
of the legislative goals would be lacking any specific direction for its
activities. In making the division between those aspects of a project's
operation which would be ascribed to the goal-specific portion of the
analysis and those which would be dealt with in the generic portion of
the analysis, elements were placed within the context in which they
could best be developed. While one might make an argument, for example,
that certain types of staff training could be related to certain goals,
such fragmentation would fail to capture (1) the project's overall com-
mitment to providing staff training opportunities, and (2) the specific
role that staff training plays in developing a better understanding
among staff members regarding their individual and collective roles with-
in the organization. In other words, it is more important from an ana-
lytic perspective to understand a project's overall approach to staff
training than to note the specific topics covered by these training
opportunities.

In addition to capturing the essential elements of goal operation-
alization and the essential elements of a well-functioning runaway youth
service system, the analysis also sought to establish the degree to which
the projects have melded together their philosophy, organizational struc-
ture, management and staff policies, direct service delivery system, and
youth participation efforts. While individual elements can be rated as
being effective or non-effective, the overall strength of a program is
more appropriately captured by examining the relationships among its
various functional aspects. In assessing the consistency of a project's
operations, we asked such questions as the following:

- Are all of the elements consistent in terms of the pro-
  ject's goals and objectives?
- Do some of the elements appear to work at cross purposes
  or to address divergent needs?
- Does the project claim one operating method yet opera-
  tionalize another?

In this stage of the analysis, we addressed these types of questions by
first reviewing the ratings given projects on both the goal-specific and
the generic guidelines in terms of each project's philosophy and its
perception of its most essential goals. We then reviewed this informa-
tion in light of a project's community context and the specific needs of
its client population. This analysis was useful in pinpointing those
areas in which projects have limited capacity or areas which, if left
unattended, might develop into serious operational difficulties, as well
as in identifying the key organizational, client and community factors
which influence the extent to and the manner in which the projects have
operationalized their goals.

The data used to answer the questions posed by the organizational
goal assessment were gathered by BPA field staff during week-long site
visits to each of the 20 projects in our evaluation sample. During each
of these visits, BPA field staff conducted intensive interviews with
individuals carrying out the functions of project director, counseling
supervisor and community liaison, and distributed self-administered
questionnaires to the projects' staff. Also, at least three representatives

from community agencies with which the project maintained its most impor-
tant coordination and referral linkages were interviewed. In addition,
interviews were conducted with at least one member of the project's
advisory board or board of directors, and with a representative of the
project's affiliate or parent organization, if such an organization
existed.

### Client Impact Assessment

In contrast to the organizational goal assessment, the client impact
assessment component examined project performance in terms of the four
legislative goals by examining the impact that these same 20 projects had
on a sample of youth and families they served. Thus, for most of the
variables utilized in the client impact analysis, the unit of observation
was the individual client; that is, the youth and families served by the
runaway project. The evaluation criteria for the client impact study
phase were designed to measure whether or not a project had successfully
accomplished each of the four goals of the Runaway Youth Act with each
individual youth who received project services.

The data collected during the client impact study phase addressed
the following key questions:

(1) What types of youth are being served by the projects funded
    under the Runaway Youth Act, and what types of services are
    being provided to these youth?
    - How broadly have the projects defined their target
      populations?
    - What problems are experienced by the youth and families
      they serve?
    - How intensive are the services provided by the runaway
      youth projects?
    - How long does the average client receive services?
    - How much contact does a youth or family have with the
      project once the youth leaves temporary shelter?

(2) <u>How are the different aspects of goal accomplishment related to each other?</u>

- Is the accomplishment of one goal for a youth related to the accomplishment of the other goals?
- Is there evidence that the accomplishment of one goal limits a project's capacity to accomplish another goal?
- Which goals seem to be most difficult to accomplish?

(3) <u>What factors are associated with observed variations in client impact?</u>

- To what extent are variations in client impact associated with the characteristics of the individual youth served?
- To what extent are variations in client impact associated with differences in the services received by each youth and family?

In order to answer the key study questions regarding the impact of the Runaway Youth Act-funded projects on the youth and families they serve, Berkeley Planning Associates collected data on a sample of clients served at each of the 20 evaluation sites. Within each project, the client sample selected for inclusion in the study consisted of all youth who received temporary shelter and who left the shelter system during a five-week period from June 26 through July 30, 1978.[1] A supplementary sample of "non-housed" youth was also selected from six of the 20 projects participating in the evaluation.[2]

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[1] Our client impact sample consisted of 278 youth. On these youth, we collected 275 counselor at termination interviews, 185 youth at termination interviews, 105 parent at termination interviews, 271 counselor at follow-up interviews, 101 youth at follow-up interviews, and 88 parent at follow-up interviews.

[2] We originally included non-housed youth in our study in order to increase the total sample of clients at those projects which indicated that their caseloads included substantial numbers of non-housed youth. However, this sample consisted of only 29 youth, far too few a number on which to draw any specific conclusions.

To generate data about the impact of the projects on the clients served, independent local interviewers were hired and trained by BPA staff to conduct interviews with three respondents for each case: the youth, the parent figure with whom the youth had the most contact during the three months prior to arrival at the runaway project, and the counselor or other staff member at the project who had the most contact with the youth. We attempted to interview each of these respondents at two different times: first, within 24 hours of the time the youth left temporary shelter and, again, five weeks after the youth left the project.

The foundation of the client impact findings was a structured set of evaluation standards, criteria and indicators. The standards, which focused each of the four legislative goals on a discrete outcome or impact being sought, constituted the general principles against which judgments were made to determine whether each of the goals had been achieved. The criteria represented specific dimensions or aspects of each standard and were designed to more precisely define the standards. Each criterion was sufficiently discrete so as to be empirically verifiable. The indicators represented the specific data which documented the extent to which specific aspects of each standard or each criterion had been met. A total of 26 separate criteria and 98 indicators relevant to assessing client impact in terms of the four legislative goals were developed. Briefly, the eight criteria developed under Goal 1 -- to alleviate the needs of youth during the runaway episode -- referred to the eight types of services for which a youth may have an immediate need upon arrival at a runaway project: shelter, food, counseling or support, medical assistance, legal assistance, transportation, financial assistance, and clothing. The data sources developed by BPA to measure client impact on each criterion included questions asked of the youth and project staff at the termination of temporary shelter. Each of these respondents was asked to identify the immediate needs of the youth upon arrival at the project, and the services which were provided within the first few hours after the youth arrived.

Berkeley Planning Associates identified three criteria against which to measure performance on Goal 2 -- to facilitate the resolution of

intrafamily problems. All of the indicators for Goal 2 were applied only
to those youth for whom the individual respondent (project staff, youth
or parent) reported the existence of family problems. By far, the most
common problems reported by youth receiving services from the projects
were family-related. The first criterion asked whether the services re-
ceived from the project were helpful in understanding and resolving
family problems. The four indicators listed under this criterion sought
the opinions of the youth and his or her parent on this issue both at
the time the youth left temporary shelter and at the time of the follow-
up interview, five weeks later. The second criterion for Goal 2 asked
whether progress was actually made in resolving the youth's family prob-
lems. In our interviews with project staff, youth and parents, both at
the time of the youth's termination from temporary shelter and five weeks
later, we asked whether family problems had been resolved, somewhat re-
solved, had stayed the same, or had gotten worse. If the respondent
indicated that the problems had either been completely resolved or some-
what resolved, we considered the indicator to be accomplished for that
case. The third and final criterion for Goal 2 asked whether family
relationships had improved after the youth left temporary shelter. The
nine indicators under this criterion attempted to measure a number of
different aspects of family functioning, including whether the youth and
parent felt better about each other at the time of the follow-up inter-
view, whether the youth and parent were able to keep the agreements they
had made while the youth was in temporary shelter, whether the youth
was spending more time with his or her family, and whether it was easier
to talk over problems together.

As interpreted by project staff, Goal 3 -- to secure stable living
conditions for youth -- has been used to emphasize the achievement of
stable living conditions for all youth served by the projects, regardless
of the type of living situation from which they had come or the place-
ments to which they went after leaving the project. Thus, the two cri-
teria we developed for Goal 3 address two facets of the arrangements
made for the youth's living situation after the termination of temporary
shelter. The first criterion asked whether the individuals who were
familiar with the youth and his or her problems thought that the living

situation to which the youth went after leaving temporary shelter was
the "best place" for the youth to live. The six indicators for this
criterion are based upon the opinions of the youth, the project staff
and the youth's parent at the time of termination from temporary shelter
and five weeks later. The second criterion under Goal 3 addressed the
issue of whether or not the youth's living situation at the termination
of temporary shelter was a stable one. Of the four indicators listed
under this criterion, three were based upon questions the youth was
asked at the time of the follow-up interview, while one attempted to
predict the stability of the youth's living situation at the time of
the termination interview by asking whether the youth thought that he
or she would run again if things "got bad" in the future.

The four criteria relevant to the accomplishment of Goal 4 -- to
help youth decide upon a future course of action -- addressed various
aspects of the youth's ability to make decisions regarding his or her
future, as well as the degree of resolution of the youth's non-family
problems. The first criterion addressed the issue of whether the youth's
experience while at the project had assisted him or her in learning how
to take responsibility for making decisions about the future. The indi-
cators asked the youth during the termination interview about how much
say he or she had in what happened to him or her while at the project;
in what services he or she would receive; in what goals he or she would
strive for while at the project; in where he or she would go after leaving
the project; and in making other choices about the future. The second
criterion measured whether the youth's stay at the project had any effect
on his or her ability to make decisions about the future, while the third
criterion explored whether the youth's ability to make decisions was in-
creased by providing him or her with a greater awareness of community
agencies and resources that could be used for service or support in the
future. The final criterion under Goal 4 referred to the success of the
runaway projects in helping youth resolve problems that are less directly
related to their families; that is, problems individual youth may have
had with friends, school, the law, sex, alcohol or drugs, jobs, psycho-
logical problems, decisions about where to live and how to live inde-
pendently. The sub-criteria under this criterion specified the five

non-family problems which we expected would be common problems, plus three additional non-family problem areas which were frequently mentioned by youth in the client impact sample.

In developing our system of goal-specific criteria and indicators, we found that there were several important measures of overall program performance which did not relate clearly to any individual goal. Therefore, we developed a fifth category which we called "overall program performance." The goal or evaluation standard addressed by this category can be thought of as "to assist youth in addressing their major problems." Thus, if a youth's most pressing problem was family-related, the indicators under this goal tested whether that problem had been adequately resolved, whereas if the youth's major problem was a legal one, the rating on this goal would be based upon whether the legal problem was successfully resolved. The first criterion under this standard addressed the issue of whether the project helped the youth deal with his or her major problems. The first indicator under this criterion was based upon the counselor's opinion about whether the services provided by the project were sufficient to help the youth overall with his or her problems. The remaining six indicators represented the opinions of the youth, counselor and parent at termination and at follow-up as to whether the youth's major problem had been resolved or somewhat resolved. The second criterion for overall program performance asked whether the youth or parent would return to the runaway project for assistance in the future should the need arise. This constitutes a summary indication of how the youth and parents feel overall about the services they received from and the way they were treated at the project. The two indicators for this criterion represented the responses given by the youth and parent at the time of the follow-up interview.

## Cost Analysis

A cost analysis seeks to provide a profile of a project's costs and expenditures in terms of payroll expenses; non-payroll (or "fixed") expenses such as the costs of rent, mortgage, utilities, durable equipment, and the like; and in terms of the imputed expenses of donated resources

such as volunteer labor and other items or services provided at no cost by the community. Within these large groupings, a cost analysis examines the allocation of resources to specific project activities, such as counseling, shelter coverage, various support services, case management or general administrative activities. A cost analysis which looks at several projects within an overall service program identifies the program's major activities and then determines the relative costs of providing these services within each individual project, as well as comparable costs across all projects, for those activities that are provided in common, adjusting for regional differences in wage and price levels.

The prototype of the cost analysis implemented in the present study was developed by Frederick Collignon as part of his evaluation of the Extended Family Center in San Francisco's Mission District[1] and was subsequently refined and used in Berkeley Planning Associates three-year evaluation of eleven demonstration projects providing services to parents of abused and neglected children.[2] The success and value of the cost analysis in these two previous settings have simplified the design we utilized in the current effort. Youth crisis projects, such as those serving runaway youth, demonstrate strong similarities to child abuse projects. Both involve innovative approaches to crisis intervention, both deal with family problems, and both have strong working relationships with local, county and state health and mental health departments, police departments, courts, protective services, and concerned church and citizen groups. These strong parallels made it possible to utilize the previously developed methodology in the current evaluation by making only a few minor revisions.

[1] An Evaluation of the Extended Family Center: An Assessment of New Approaches in Child Abuse Treatment (Berkeley Planning Associates, Cumulative Reports January 1974-August 1975).

[2] Cost Analysis Report: Child Abuse and Neglect Demonstration Projects (Berkeley Planning Associates, Berkeley, California, December 1977).

The "costs" of providing services to runaway youth and their families were examined from essentially three different perspectives:

- actual payroll costs;
- the "dollar value" of all labor resources, including donated labor; and
- total costs, including fixed, or non-payroll, expenditures and donations.

The implementation of the cost analysis consisted of the following elements:

(1) Identification of Distinct Project Activities

The first step taken in developing the cost study was the identification of all of the discrete activities which runaway youth projects generally undertake. Two major classifications were developed under which specific activities were later developed: direct services; and indirect services, or those activities in which there is no client contact, but which are necessary to support the project's existence. At the training conference BPA sponsored in April 1978 for the project directors and local evaluators from each of the 20 evaluation sites, the specific direct and indirect activities were identified as outlined in Table B.

(2) Identification of a Project's Resources

For the purpose of simplicity, and because projects are "whole entities," all of the funding which the projects received, both private and public, were included under program resources. The projects provided BPA with these data by filling out the Cost Monitoring Booklet, a copy of which is included in Appendix B.

(3) Identification of Donated Resources

The principal donated resource in youth crisis centers is usually unpaid volunteer labor or staff overtime. Other donated resources can include rent-free space, equipment, and media advertising. Although these are of no actual cost to the individual project, any effort to replicate a project's services would have to include payment for these resources. Therefore, donated resources, once given a specific value, are a valid entry on the income side of a project's ledger.

Table B

Runaway Youth Service Projects: Key Activities and Services

Indirect Services
- Vacation
- Administrative activities
- Case management
- Volunteer recruitment and training
- Community education activities

Direct Services
- Emergency counseling, information and referral
- Intake
- Shelter management
- Individual counseling
- Family counseling
- Group counseling
- Other group activities
- Placement
- Support and advocacy
- Follow-up
- Other direct services

(4) Allocation of Paid Human Resources by Project Activity

Personnel resources, or salaries, are invariably the single largest cost item for any project. The simplest way to determine resource allocation for this item is to monitor each staff person's time on a daily basis. To realize this objective, BPA asked each person associated with the participating projects -- whether or not the person was a paid staff member -- to record how he or she spent his or her work day for a one-month period on a Time Allocation Form, which BPA provided. A copy of this form has been included in Appendix B. At the end of the one-month period, these forms were returned to BPA for analysis. The number of hours each individual worked on different program activities was then summed, and the

individual's hourly salary and fringe benefits allocated among the program activities by the proportion of time spent on each activity. The allocations of all paid personnel for each activity were then tallied, by activity, to establish the total personnel expenditures for each activity. This procedure established the "base" for arriving at an estimate of the relative costs and expenditures involved in each of the services offered by a project.

(5) <u>Distribution of Indirect Labor Costs Across Services</u>

Following this initial breakdown, general administrative functions (management, program planning, staff development and training) were re-allocated across the direct service functions in proportion to the time staff spent on each direct service. This procedure provided a more accurate picture of the total costs projects incur in providing each of these direct services.

(6) <u>Valuation of Donated Human Resources</u>

In determining the total costs which would be involved in reproducing a project's service package, it is also important to note the number of unpaid (i.e., overtime) hours regular paid staff members work, as well as the number of hours contributed by volunteers. In determining the actual value of a project's human resources, the overtime hours of regular paid staff were valued at their regular pay rate and volunteers were valued at $5.00 per hour. The overtime hours were determined by each project by subtracting 184 hours (the regular full-time hours in the month monitored) from the total number of hours each staff member recorded on the individual Time Allocation Forms.

The remainder of this report summarizes the specific findings from each of the three study components and draws a series of general conclusions which are suggested by the overall results of the evaluation report. Chapter One outlines the key findings suggested by the organizational goal assessment, the client impact assessment, and the cost analysis. Chapter Two synthesizes these findings, highlighting those general conclusions that cut across all three components and identifying those trends emerging at both the national and local community levels that

will most likely influence the future development of the National Runaway Youth Program. Chapter Three reviews the goal-specific and the generic assessment guidelines incorporated in the organizational goal assessment and the criteria and indicators developed as part of the client impact assessment in light of the further analysis and the additional feedback we received from the sample projects. Specific revisions in the study design have also been included in this chapter.

CHAPTER ONE:
REVIEW OF THE STUDY'S KEY FINDINGS

INTRODUCTION

Over the past 19 months, Berkeley Planning Associates has produced a
series of reports which describe, in detail, the methodology and general
procedures followed in conducting the National Evaluation of the Runaway
Youth Program. These documents also summarize the key findings of the
three principal elements of the evaluation. While the following chapter
presents the key findings from the entire evaluation, these documents con-
tain a full, comprehensive description of the total evaluation effort.
Those readers interested in obtaining more detailed information regarding
the study's methodology should refer to these earlier reports. Brief
descriptions of the ten reports are listed in Appendix C.

SUMMARY OF THE ORGANIZATIONAL GOAL ASSESSMENT FINDINGS

The evaluation's organizational goal assessment component looked at
the specific organizational, management, and service features of each of
the 20 projects participating in the study. This component identified
the range and differences found in project functioning at each of the
sample sites; considered the project's perceptions of both the four
legislative goals and of the additional local goals they had developed
in order to better address the specific needs of their communities and
target populations; and determined project compliance with a series of
goal-specific and generic assessment guidelines. The results of these
various analyses, as well as the general conclusions suggested by the
organizational goal assessment component, are presented below. Addition-
al supportive data, including the complete listing of the goal-specific
and the generic guidelines, is provided in Appendix D.

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## Profile of the YDB-Funded Runaway Youth Service Projects

As outlined in the Introduction, the projects included in this
evaluation sample were categorized in a number of different ways, corres-
ponding to the specific characteristics of their philosophy, organiza-
tional structure and parameters, management, staff characteristics, direct
service delivery mechanisms, community and client considerations, and
youth participation efforts. While the aggregate findings suggest the
following composite picture of the "typical" runaway youth project, the
specific procedures and attributes at each of the evaluation sites demon-
strated substantial variation in all aspects of project functioning.
These variations have been noted in the tables presented in Appendix D.

### Philosophy

The projects generally maintain a crisis orientation, providing tem-
porary shelter, individual counseling and various other support services
to those youth experiencing family as well as non-family problems. While
several of the projects have expanded their service focus to include both
preventive and longer-term counseling, the majority of projects work with
their clients for less than a one-month period. Although the projects
primarily aim at providing services to youth, a growing number of pro-
jects work as mediators between the youth and his or her family, pro-
viding direct counseling and support services to parents when necessary.
Despite these differences, the projects share a common commitment to an
"alternative" approach to youth services, providing free services on a
24-hour basis. All of the projects also demonstrated a deep respect for
their clients' rights to be involved in determining the services they
would receive and in making decisions about their futures.

### Organizational Structure

The "typical" runaway youth project is associated with either a
multi-purpose youth service agency or a larger, non-youth-specific organi-
zation. The projects generally maintain a policy-making board which exerts
substantial influence over program development and the relative importance
given to specific program goals. The majority of the YDB-funded projects
are agencies or are components within a broader organization which has a

### Direct Service Procedures

In general, the projects no longer use street workers or involve
their staff in direct client outreach. Project outreach efforts at the
"typical" project consist primarily of moderate to aggressive community
education programs, including public speaking engagements, posters and
information sessions for other local youth service providers. Although
the projects accept a number of referrals from public agencies, the major-
ity of youth still enter these programs on their own or on the recommenda-
tion of a friend. The projects generally maintain a consistent 24-hour
intake process during which the immediate needs of a youth are determined,
emergency services are provided, and the parents are contacted to obtain
permission for the youth to receive shelter. Roughly 50% of the parents
contacted by the runaway youth projects actually receive some sort of
service from the project either through direct family counseling or
through referral to another local agency. While the projects allow youth
to stay in their temporary shelter facilities for two to four weeks, the
average length of stay is less than one week. The most common placement
for youth served by the projects is returning home, although an increas-
ingly large number of youth are requiring out-of-home placements. In
meeting this growing need on the part of their client population, the
projects have developed specific procedures and service linkages for en-
suring that youth receive the most appropriate placement possible.
Follow-up and aftercare service procedures have been developed by the
majority of the projects but often are not implemented at full capacity,
particularly if the project is experiencing staff or other resource
shortages.

### Community and Client Factors

As indicated by our initial review of the YDB grant proposals, the
majority of projects are located in urban areas. Despite differences in
location, however, all of the projects tend to express similar dissatis-
factions with service conditions within their local community, citing
such issues as limited longer-term placement opportunities, uncooperative
public officials, a lack of general community support, and problematic
legislation as factors which limit their capacity to fully operationalize

history in the youth service area. In terms of size, the projects operate
shelter facilities with less than ten-bed capacities, maintain a paid
staff of approximately ten persons, and have an operating budget of
roughly $150,000. In addition to its YDB grant, many projects receive
as much as 50% of their total budget from other federal or state funding
sources.

### Management

The majority of the projects have developed written policy procedures,
outlining their administrative as well as case management practices. The
staffing patterns and flow of authority at the "typical" project allow
for the continuous supervision of the counseling staff and the monitoring
of client progress. Regular staff performance reviews are also scheduled.
Projects funded under the Runaway Youth Act generally follow a deliberate
planning process, seeking to determine local community needs before apply-
ing for specific new funding. The "typical" runaway youth project is
successful in communicating its goals and policies to its staff, usually
through weekly staff meetings, formal orientations to the project, and
frequent discussions of project policies.

### Staff Characteristics

Although the projects continue to stress the importance of a philo-
sophy and a value system complementary to that of the project when hiring
new personnel, the staff at these projects have, on average, a higher
level of education than had been present in the program's earlier years.
Currently, the "typical" project will have at least some MSWs on its
counseling staff and almost all of the counselors will have at least a
BA. The projects usually have a moderate staff training program, provid-
ing a solid orientation to their program for new staff members and fre-
quent ad hoc training seminars for ongoing staff members. The projects
experience relatively low staff turnover and generally maintain high staff
morale. Most of the projects use volunteers in a number of capacities
and feel that volunteers are essential to their overall capacity to effec-
tively operationalize their program.

their program. The problems youth present when seeking assistance from
the projects can range from relatively simple communication problems with
one or both parents to serious family and non-family concerns. These
issues include such problems as child abuse and neglect; push-outs or
throwaway youth; youth with long histories of out-of-home placements;
and youth with long histories of previous runaway episodes. While a num-
ber of runaway youth come from single-parent families or families with a
step-parent present, a large number of the youth served by most of the
projects run from traditional, nuclear families. In general, the pro-
jects are moderately involved in various service networks at the local
as well as at the state, regional and national levels. These networks,
which range from informal associations to highly structured organizations,
are viewed by the participating projects as being useful as information
and referral sources, in supporting the youth advocacy efforts of indi-
vidual projects, and generally in promoting positive youth policies at
the local, state and federal levels.

### Youth Participation

The sample indicates that the projects have a moderate to substan-
tial commitment to youth participation and provide opportunities not only
for youth to develop their own service plans but also to assist in the
management and delivery of project services. The "typical" project main-
tains some type of youth volunteer program (usually a peer counseling
program) and makes a conscious effort to include youth on its policy
or advisory board.

### Project Goals: Legislative and Local Objectives

A project's stated goals are both an outwardly directed statement of
its purpose to the general public and an inwardly directed statement of
its direction to staff members and clients. All of the projects funded
under the Runaway Youth Act respond to at least two forces in developing
their project's goals: they are mandated to follow the legislative goals
of the Act and, as community-based service agencies, most are responding
to the specific needs of their local communities. By reviewing the

specific ways in which the projects have interpreted the legislative goals and the types of additional, local goals which they have developed, one can construct the overall framework in which the projects formulate their specific service delivery packages. Based on the analysis conducted during the organizational goal assessment, a number of specific conclusions emerged regarding the goals and objectives of the YDB-funded runaway youth projects.

(1) Although all of the projects do not share a common understanding regarding the depth and breadth of the goals of the Runaway Youth Act, certain common elements pertaining to the meaning of each goal do exist. On balance, the projects tend to view the goals in the following manner:

- Goal 1 as mandating them to meet the emergency needs of youth;
- Goal 2 as directing them to reunite youth with their families, if this is at all possible;
- Goal 3 as most often being accomplished in conjunction with one of the other legislative goals; and
- Goal 4 as directing them to become involved in resolving the youth's longer-term problems.

Goal 2 was the only legislative directive with which the projects expressed some dissatisfaction, primarily because it did not seem to apply to a significant minority of their clients. In several cases, reuniting the youth and his or her family is not a possible option because the parents no longer have responsibility for the youth, the parents do not want the youth, or the youth, for whatever reason, can no longer live with his or her parents.

(2) To a large extent, the flexibility of the legislative goals has created an environment that allows projects to choose among the range of "suitable" activities and policy directions implied in the National Runaway Youth Program those activities that are most relevant to their clients and which fill the most obvious service gaps within their local communities. While the impact of the broadly stated goals and flexible management by YDB appears to be a positive one in terms of the individual projects, the collective impact on the National Program becomes difficult

to capture or define. Simple summary statements regarding a project's overall success in operationalizing the legislative goals or in addressing the service issues outlined in the legislation are not sufficient. Rather, in order to capture the very diverse ways in which projects have interpreted the legislative goals and the very diverse service programs they have developed to realize these goals, the evaluator must be prepared to adopt a liberal interpretation of the legislation, measuring project performance in terms of compliance to general service concepts and operating procedures as opposed to specific requirements or practices.

(3) All but one of the 20 evaluation sites have developed a number of local goals that shape the structure and thrust of their programs. While a number of different individualized goals were mentioned by the projects, the most common local goals included the following:

- youth advocacy;
- prevention and outreach; and
- community resource building and network participation.

The project directors in virtually all cases saw their local goals as complementing the legislative goals. Basically, the local goals were developed by the projects to expand the range of direct services they might offer and to increase the capacity of their local communities to deal collectively with the problems of youth.

(4) When the projects were asked to list the most essential goals of their programs, the first and fourth legislative goals, youth advocacy and various individualized local goals were most often cited. Of the 42 most essential goals listed by the evaluation projects, 40% were one of the legislative goals and 60% were local project goals.

(5) The review of project goals indicates that the relationship between the goals of the Runaway Youth Act and the additional goals developed at the project level is an ongoing, interactive process, with the relative importance of these two sets of goals shifting over time. Influence occurs both ways, with the legislative and local goals usually sharing dual importance in the development of the specific service strategy which a project employs in addressing the needs of its clients.

(6)  While it is highly unlikely that participation in the National Runaway Youth Program has directed projects into service areas they would not have pursued otherwise, the National Program has provided a framework within which each project has developed a service program that seeks to respond to the demands placed upon it by its local community and its target population.  The existence of a National Runaway Youth Program has, however, helped legitimate the runaway youth projects and the types of crisis services they provide to youth and families in the eyes of both the general public and the more traditional social service providers. Participation in the National Program has also played a role in the transformation of runaway shelters from non-traditional, storefront opera- tions to more sophisticated, professional, comprehensive youth service agencies.

## Project Performance on the Assessment Guidelines

The organizational goal assessment component explored project perfor- mance from two different perspectives:  in terms of the projects' capacity to provide certain key services and service procedures considered essen- tial to the operationalization of each of the four legislative goals; and in terms of their capacity to implement those elements considered essen- tial to developing and maintaining a well-functioning service system. In general, the majority of projects in the sample were found to have fully implemented these guidelines, suggesting that, on balance, the pro- jects funded under the Runaway Youth Act are well-functioning runaway youth service systems which have fully operationalized the National Pro- gram's legislative goals.  The analysis also noted, however, specific areas in which projects were more likely to experience problems and were, therefore, less likely to achieve certain of the goal-specific or the generic guidelines.

### Goal 1:  To Alleviate the Needs of Youth During the Runaway Episode

Fourteen of the 20 evaluation sites were found to have an adequate capacity to provide the five essential services outlined for Goal 1. These services include outreach, information and referral services,

individual intake, temporary shelter, and individual counseling.  The six projects which failed to demonstrate an adequate capacity to operation- alize this goal were all rated as having a limited capacity to provide outreach services.[1]  In terms of the supplementary services outlined for Goal 1, including family counseling, medical services, legal services, and clothing, one of the evaluation sites failed to provide adequate legal services to its clients either directly or through referral, and two projects did not have an adequate capacity to provide clothing to their clients.  All 20 of the evaluation sites had established adequate ser- vice linkages with other local service providers such as the police, juvenile courts, social services, local schools, hospitals, and other runaway centers and crisis intervention units for the purposes of receiv- ing and for making referrals for emergency and non-emergency services. Seven of the projects receive less than half of their clients from self- referrals, referrals from other youth, or referrals from other community- based youth-serving projects.  Those projects which rely heavily on public agencies for the majority of their client referrals indicated that the particular needs of their communities' service systems, as well as the needs of their clients, are best addressed through this referral procedure as opposed to accepting primarily drop-ins.

### Goal 2:  To Reunite Youth With Their Families and to Encourage the Resolution of Intrafamily Problems

All of the projects studied had an adequate capacity to provide the three essential services outlined for Goal 2.  These services include individual counseling, family counseling, and information and referral services.  Twelve of the 20 projects demonstrated an adequate capacity to provide all four of the supplementary services for Goal 2, including

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[1]The results of the client impact analysis found that the presence or absence of outreach services did not significantly affect the level of success projects achieved with their clients in terms of the Goal 1 indicators, suggesting that the provision of outreach may not be essen- tial to the operationalization of Goal 1.  The impact of this finding will be discussed later in this report.

temporary shelter, advocacy, follow-up, and aftercare. The eight projects which did not demonstrate this capacity were found to have a limited capacity in the areas of follow-up and/or aftercare. All 20 projects in the sample, however, did demonstrate solid working relationships with those agencies in their communities that offer extended support to parents and families, including family counseling centers and social service and welfare agencies.

### Goal 3: To Strengthen Family Relationships and to Encourage Stable Living Conditions for Youth

All 20 projects were found to have an adequate capacity to provide three of the essential services identified for this goal, including individual counseling, family counseling, and information and referral services. In terms of the other two essential services identified for this goal, six of the 20 projects in the evaluation sample were found to have a limited or no capacity to provide follow-up services, and one of the projects also had a limited capacity to provide placement services to those clients requiring alternative living arrangements. In terms of the two supplementary services identified for this goal, advocacy and aftercare, four of the projects demonstrated a limited capacity to provide aftercare, while all 20 projects had an adequate capacity in terms of their advocacy services. All 20 projects indicated that they had established sufficient working relationships with local alternative placement facilities, social service agencies, probation departments, and local juvenile court authorities to simplify the procedures for locating suitable out-of-home placements for their clients.

### Goal 4: To Help Youth Decide Upon a Future Course of Action

Three of the four essential services for Goal 4 -- individual counseling, advocacy services, and information and referral services -- are provided by each of the 20 projects studied. However, four projects have a limited capacity to provide aftercare, the fourth essential service for this goal. Three additional services -- family counseling, group counseling, and follow-up services -- were cited as being supplementary to successfully operationalizing Goal 4. Of these three services, all

of the projects studied were found to have an adequate capacity to provide family counseling, while seven projects did not have an adequate capacity to provide follow-up services, and six projects failed to provide group counseling. All 20 projects studied demonstrated adequate working relationships with community agencies that can provide longer-term assistance to youth such as educational programs, job placement and job training programs, and ongoing counseling services.

### Limitations to Achieving Goal-Specific Guidelines

When one looks at the various reasons why the projects demonstrated a limited capacity to provide certain of the essential and supplementary services outlined for each goal, four key barriers to service delivery emerge:

- limited staff or financial resources;
- limited community resources in the area of youth services;
- negative attitudes toward the project or its client on the part of local community residents; and
- the project's service philosophy.

One of these four reasons was usually cited by the projects in explaining their limited capacity in certain service areas. Limited staff or financial resources was the barrier most frequently mentioned by the projects as reducing the level of virtually all of their services. The lack of community resources, while also being cited in a number of service areas, had its most significant impact in terms of the range of placement options that the projects could offer youth and the longer-term counseling and support services (such as job programs and alternative schools) to which the projects could refer their clients. The negative attitude of local residents was most frequently cited by those projects that demonstrated limited client outreach and community education services.

The final category, that of project philosophy, was listed by a number of projects as the reason for their failure to develop outreach services, follow-up services, and extensive aftercare programs. For example, certain projects did not feel that continued outreach services, including both direct client outreach and community education efforts, was the most appropriate use of their limited resources, stating that meeting and

addressing the immediate needs of current clients had a higher priority.
These projects saw outreach services as being far more essential in the
early years of a project's lifetime, diminishing in importance as the
project became better established and visible in the community. Some of
the projects that demonstrated limited follow-up and aftercare services
indicated that they did not focus on these areas because they did not
wish to create an ongoing dependency relationship between themselves and
their clients. In these cases, therefore, an expanded funding level would
not result in the provision of additional aftercare services.

### Performance on the Generic Guidelines

Based upon our review of the performance of each project according
to our 12 generic guidelines, which are listed in Appendix D, the follow-
ing summary statements can be made:

(1) Project performance in terms of the 12 generic guidelines ranged
from fully operationalizing all 12 guidelines (nine projects) to failing
to achieve as many as nine of the guidelines (one project).

(2) Of the 12 guidelines, only one, that of establishing an active
and influential policy or advisory board, was not attained by at least 15
of the 20 projects. Although this guideline was problematic for seven of
the 20 sites, we would still recommend that the establishment of a com-
munity based policy or advisory board be carefully considered by all pro-
jects. Those projects that operated with such boards did demonstrate
a more solid capacity to achieve the remaining generic guidelines.

(3) The nine projects which had fully operationalized all 12 generic
guidelines were found to have few similarities in terms of their service
delivery approach, their philosophy toward youth and families, or their
physical location. All nine, however, are established projects which
have utilized large numbers of volunteers in the delivery of direct ser-
vices to clients.

### Limitations on Achieving the Generic Guidelines

When one looks at the various reasons projects cited as limiting
their capacity to incorporate certain of the generic guidelines into
their overall operations, four key barriers emerge:

- lack of staff or financial resources;
- the size of the project;
- the policies of the affiliate agency; and
- the unwillingness of young people to make a commitment to
  become involved in project operations.

As with the limitations projects faced in achieving the goal-specific
guidelines, a number of these barriers, especially limited staff and
financial resources, reduce a project's ability to successfully imple-
ment several of the generic guidelines. Limited staff time and energy
was cited as the reason behind the failure of projects to have active
policy or advisory boards, to establish active youth participation pro-
grams, to develop extensive planning and evaluation programs, or to
develop written policy procedures. Those projects that operate with
fewer than five full-time staff members listed their small size as one
reason they do not conduct formal staff performance reviews, provide
formal staff supervision, and have a formal staff communication system.
These projects argued that informal methods of communicating policies
and procedures are better suited to the needs of a two or three person
staff. The policy of the affiliate agency was listed by one project as
accounting for its failure either to have a policy or advisory board or
to provide an organized and well-developed staff training program. Pro-
jects that have not established specific mechanisms for youth to parti-
cipate in all aspects of their program often cited the limited willing-
ness of local youth to make a commitment to serve on a project's advisory
board or to serve as volunteers as the major limitation to instituting
these types of programs.

### Implications of the Organizational Goal Assessment Findings

When we look at the types of projects that tend to achieve a higher
level of performance on both the goal-specific and the generic guide-
lines, certain similarities emerge which have policy implications for the
future direction of the National Runaway Youth Program. All five of the
projects that achieved almost all of the assessment guidelines have hier-
archical management systems, which include a specific project director

and a policy-making board of directors. Also, all five projects are either composed of, or affiliated with, an agency that addresses a wide range of youth-related issues and service needs. Although not all projects that are affiliated with or are components of larger youth-serving agencies were as successful on both measurement scales as the five projects that achieved all guidelines, projects that were affiliated with larger youth-serving agencies consistently demonstrated a wider service capacity than those projects which are free-standing. One implication of this finding is that projects are finding it increasingly difficult to directly provide the range of services demanded by their client populations. Runaway service programs have always needed to respond to a variety of problems because they have been organized around a result topic as opposed to a cause topic. The act of running away is a signal of a disruption either within the youth's personal life or within his or her family life. With the change in the specific definition of the target population to be served under the Runaway Youth Act in the 1977 amendments (i.e., the addition of "otherwise homeless youth"), the projects faced an even more diverse client population. Also, as the projects have become better established in their respective communities, they often have increased service demands placed on them by the local public service sector. The most notable recent demand has been the increased use of the projects by the juvenile courts and social service departments as an alternative service program for status offenders. As efforts to fully implement local deinstitutionalization laws progress, the projects will most likely be viewed as service resources to which status offenders can be diverted. As client and community needs have expanded, both in volume and in scope, the projects have responded by either growing internally or by expanding their network of referral linkages to other local traditional and alternative youth service providers.

This increased complexity in the nature of the project's client populations, coupled with the very broad mandate inherent in the goals and intent of the Runaway Youth Act, might well result in the funding of larger, more complex service organizations in the future. While the majority of the sample projects attained most of the goal-specific and the generic guidelines outlined in the evaluation design, all but one

project demonstrated a limited capacity in at least one service or operating area. One interpretation of this finding is that some projects, in attempting to address all four legislative goals while also honoring their mandate to respond to the needs of their local communities, are being pulled in too many directions at once. As the demands on the projects increase, it is quite likely that the free-standing, temporary shelter model on which the National Program was based will become an increasingly difficult vehicle within which to operationalize the goals and intent of the Runaway Youth Act. In the absence of increased funding from YDB, the projects will be forced to seek additional support in order to face the rising costs of providing temporary shelter, establishing community education programs, developing comprehensive aftercare programs, and expanding the range of services provided to families. This additional support may come either in the form of increased funding in order to allow for internal program expansion or in the form of expanded linkages with other local service providers. Regardless of the specific course pursued by the projects, it appears that each project will become more, not less, integrated into its local community's youth service network.

## Conclusions

The organizational goal assessment component has identified certain aspects of project functioning which have implications for the future direction of the National Runaway Youth Program. The following conclusions have been developed in light of these findings:

(1)  Overall, the 20 sample projects had the vast majority of the required services, service procedures, and service linkages in place for each goal, supporting the general conclusion that the projects funded under the Runaway Youth Act are, to a large extent, implementing the basic service structure essential for the operationalization of the legislative goals.

(2)  The projects are, on balance, well-functioning runaway youth service programs that recognize the need not only to maintain an efficient internal operation but also effective and ongoing interactions with key

agencies within their local communities. The projects are increasingly aware of the reality that they cannot successfully meet the diverse needs of their clients solely through the provision of direct services. In response, they are establishing a variety of service linkages with an eye to expanding the types and intensity of the services they can provide their clients. These linkages also serve as a way of developing networks or coalitions of service providers for the purpose of identifying and addressing more of the youth in their communities.

(3) Despite their general compliance with the goal-specific and the generic guidelines, the sample also demonstrated the difficulty that projects are experiencing in fully responding to the four legislative goals in terms of all their clients. In part, this difficulty stems from the fact that these goals, as currently worded and interpreted, are most easily realized if the youth is reunited with his or her parents. For those youth requiring alternative placements, promoting a stable living condition and assisting the youth in determining a future course of action often involve a more complicated and time-consuming service strategy. Maintaining this more varied service capacity is especially acute for those projects which are free-standing or are affiliated with agencies which cannot assist them in providing direct services to either the youth or parents.

(4) The project, community and client factors which will most likely exert influence over the future development of the National Runaway Youth Program include:

- the increasing complexity and formality of the YDB-funded projects in terms of their organizational structures and their service packages;
- the changing nature of the runaway youth population and the increasing number of "homeless" youth utilizing project services;
- the growing need within communities for alternative service programs for deinstitutionalized status offenders; and
- the increasing leadership role the projects are playing within their local service networks in lobbying for

legislative changes regarding the status of youth and the expansion of a wide range of youth services including independent living programs, youth employment programs, and family counseling services.

## SUMMARY OF THE CLIENT IMPACT COMPONENT

The organizational goal assessment component suggested that the flexibility that allows local projects to develop their own program focus and service strategy may be one of the greatest strengths of the National Runaway Youth Program. On the other hand, the large amount of discretion allowed the local programs creates the danger that some of the goals of the legislation may be neglected in order to accomplish those local goals which the staff of a particular local project view as being more important. The client impact component, which collected uniform client impact data on the youth served across the different types of projects funded by YDB, offered the opportunity to measure the extent to which the National Runaway Youth Program as a whole, and each of the different types of projects and service strategies that have evolved, are successful in achieving the four goals mandated by the Runaway Youth Act.

The client impacts addressed by this component include the impacts of the services provided directly by the projects and through referrals to youth who were served on a temporary shelter basis. We have not attempted to measure the impacts of project activities on those youth who are indirectly affected by project efforts in the areas of community education, networking, or advocacy for youth as a class, nor have we measured the impacts of project services on clients who receive services directly from the projects but who do not receive temporary shelter.[1] Consequently,

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[1]The BPA evaluation was designed to collect client impact data on a sample of "non-housed" youth, but data were collected for only 29 cases, which is too small a sample to generalize about the success of the National Program in working with these youth.

it is important to emphasize that the direct and indirect service acti-
vities of the projects ultimately reach a far broader target population
than the relatively small number of youth who are provided temporary
shelter.

The following summarizes the impacts of the National Runaway Youth
Program on a sample of housed youth in terms of the four legislative goals.
In addition to outlining the aggregate performance of the sample projects,
the summary also highlights those client and project characteristics which
were found to influence client impact. Additional supportive data, in-
cluding project performance on all of the impact criteria and indicators,
are provided in Appendix E.

## Client and Service Profiles

The profile of the clients served by the 20 evaluation sites closely
parallels previous discussions of the youth served by the National Runaway
Youth Program.[1] Youth who received services ranged in age from 9 to 19;
they were 56% female and 44% male; and they were 67% Caucasian, 22% Black,
and 9% Hispanic. The most important finding in terms of understanding
the impacts of project services on the youth served, however, is that the
youth who came to the projects for assistance reflected a wide diversity
of problems and service demands. Only 44% of the youth in the client
impact sample for this evaluation were, technically speaking, "runaways."
Another 16% had been "pushed out" of their homes, and an additional 20%
had left home with the mutual agreement of their parents. Another 20%
were at the project for other reasons.

Twenty-eight percent of the youth provided temporary shelter came
from living arrangements during the previous three months that were not
family situations. Approximately equal numbers of these youth came from
group homes and living situations on their own or with friends. A smal-
ler number came from secure institutions, and 6% came from foster home

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[1]Runaway Youth: Activities Conducted to Implement the Runaway Youth
Act, Youth Development Bureau's Annual Report, 1975-1976.

settings. The remaining 66% of the client sample came from homes with
one or two natural or step-parents, foster parents, or other relatives
or guardians.

The majority of the youth in the client impact sample (55%) found
their way to the project after they came in contact with another public
or private agency. Nearly one-third of the youth served, however, had
heard about the project through word-of-mouth or from friends and decided
to come to the project on their own initiative.

Youth received temporary shelter for varying amounts of time, ranging
from one night to 16 weeks. The core service received by nearly every
youth was individual counseling. The counselors reported that this ser-
vice was provided to roughly 94% of the client sample. Group counseling
was received by about two-thirds of the youth in the sample, and formal
family counseling sessions provided by the project took place for 37% of
the youth in the sample.

Fifty-two percent of the youth served went to some kind of family
living situation, with natural or step-parents, foster parents, or other
relatives or guardians following the termination of temporary shelter.
However, only 31% of the youth in the client impact sample returned to
the living situation in which they had been before coming to the project.
Throughout this evaluation, we have been careful to make no judgment
that any particular type of living situation is, a priori, better for a
youth than any other. The reuniting of a youth and his or her parents
may be appropriate or inappropriate, depending upon the particular cir-
cumstances and upon what the youth and family decide is best for them.

## Program Performance on the Legislative Goals

### Goal 1: To Alleviate the Needs of Youth During the Runaway Episode

The client impact findings show that, in general, the National Run-
away Youth Program is very successful in accomplishing Goal 1, that is,
in alleviating the problems of youth during the runaway episode. Shelter,
food and counseling are provided to over 90% of the youth within several
hours of the youth's arrival at the project. Slightly lower performance
levels were achieved relative to the provision of such services as legal

and medical assistance in the first few hours. Fifty-seven percent of the youth citing medical problems and 44% of the youth citing legal problems indicated their needs had been adequately addressed in the first few hours they were at the project. These performance levels are probably due to the fact that such needs (with the exception of emergency medical needs) are rarely so urgent that they must be immediately met. The projects, moreover, frequently are dependent on other referral agencies to provide these services which are often available only during specific office hours.

### Goal 2: To Facilitate the Resolution of Intrafamily Problems

As the client impact indicators for Goal 2 demonstrate, the runaway projects we studied help youth make progress in resolving their family problems for between two-thirds and three-quarters of the clients to whom they provide temporary shelter. This impact level is quite remarkable considering that youth frequently come to the projects with extremely complex and serious family problems of long standing. Youth seeking assistance from the projects are often victims of physical abuse or emotional neglect, have parents with serious drug or alcohol abuse problems, or come from homes with very limited incomes. Consequently, it would be unrealistic to expect that the relatively small number of individual and family counseling sessions provided by the projects could resolve these problems for all youth.

In the absence of findings from previous studies of the impact of the runaway youth projects on the clients served, it is difficult to determine whether this performance level is exceptionally high or merely average. By contributing impact information from more runaway projects or from the same projects in later time periods, future studies may be able to build on the present impact findings in order to develop formal performance expectations or standards. At the present time, all we can say is that the present performance level is a significant accomplishment, considering the wide range of family problems the clients demonstrate and the relatively few resources projects can draw upon in working with these families.

### Goal 3: To Secure Stable Living Conditions for Youth

The client impact findings show that a high percentage of youth, project staff, and parents (from 72% to 84%) think that the living situation to which the youth goes after leaving the project is the best place for the youth to live, even though only 32% of the youth served by the runaway projects we studied returned to the same living situation they had come from before arriving at the project. In some cases, the "best place" is, indeed, back home. For other youth, however, a non-family placement is the preferred situation. Determining the "best place" for any particular youth requires that the counselor, the youth, and the parents (if available) carefully explore all options, selecting the one which best meets the needs of the youth. While this process often leads to the youth returning home, our data indicate that this process more often leads to an out-of-home placement.

The impact findings for this goal also point out that a stable living situation is not easy to achieve for all of the youth served by the projects. Even though 79% of the youth we interviewed five weeks after the termination of temporary shelter had not run away again, a number still viewed running as a potential solution to future problems. The projects we studied emphasized that they cannot help a youth resolve his or her problems until the youth is ready to deal with these problems. It is inevitable that some portion of the youth who are provided temporary shelter are not yet convinced that working on their problems is best accomplished by not continuing to run. Also, it is quite likely that running away from home to a service project represents a positive statement or request for help on the youth's part. Another segment of youth who experience ongoing instability in their living situations after leaving the projects are those who must live in interim shelters while awaiting placements in group or foster homes or who have difficulty locating alternative placements that will work for them, and end up moving several times as a result. Because of the various interpretations of runaway behavior, and the difficulty in locating suitable out-of-home placements, the goal of encouraging stable living conditions for youth is especially difficult to measure.

## Goal 4: To Help Youth Decide Upon a Future Course of Action

The accomplishment of Goal 4 partially depends upon the existence of a project philosophy that recognizes the importance of self-determination for youth in some areas of their lives, even if not in all areas; on the incorporation of this philosophy into the organization of project services and procedures; and on the readiness of the youth served to take responsibility for helping resolve their own problems. For each criterion under Goal 4, our client impact findings suggest that the National Runaway Youth Program, as a whole, does successfully encourage youth to make decisions about their future. Three-fourths of the housed youth report that they were involved in determining what happened to them at the project, although not all these youth report that such involvement included participating in the development of their own service plan and service goals.

As perceived by the youth and counselors, the projects also succeeded in assisting between two-thirds and three-fourths of all youth in the client impact sample become better able to make decisions about their future. The parents, however, gave a generally lower overall rating on this criterion. Finally, the projects frequently inform youth about other agencies and resources in the community which could be used as resources when decisions need to be made or problems arise in the future.

Each individual category of non-family problems was mentioned much less frequently by the youth who received temporary shelter from runaway projects than were family problems. Many of these non-family problems represented unique circumstances which did not lend themselves to the creation of coded categories. Program success in dealing with legal problems and problems about where to live was quite high, with the counselors reporting a 65% rate of success on legal problems and an 85% rate of success on where a youth should live. Success in dealing with problems which are job-related, as well as problems involving friends, sex, and behavioral or psychological problems, was more limited, with a 67%, 46%, 45%, and 57% rate of success, respectively. However, in light of the fact that the projects were not developed to specifically address these non-family problems, this rate of success is quite impressive.

### Overall Program Performance

The criteria which address overall program performance are a way of measuring whether, overall, the services provided by the runaway projects are responsive to and effective in addressing a youth's major problems. The client impact findings show that the projects helped youth resolve their most important problems in one-half to two-thirds of all cases. For the remaining youth, the major problems may be extremely complex. For example, although a project may be very effective at providing job counseling, it could not be expected to transform economic conditions in which youth unemployment is widespread. Similarly, if a youth's major problem was an emotionally disturbed parent, the runaway project could not address this problem if the parent refused to receive assistance from the project or through referrals to other agencies.

Our client impact findings show that most youth would return to the projects for assistance should future problems arise. The parents, however, were less likely to consider requesting further help from the runaway projects, which can be partially explained by the fact that fewer parents have had direct contact with the project and, therefore, are unaware of the range of services projects can provide. The parents who did participate in project services were more likely to state that they would return for assistance, if needed in the future, than those who did not participate.

### Variations in Client Impact According to Key Client & Service Characteristics

An analysis of variations in program performance according to the characteristics of the individual client and the services received by that client was conducted in order to identify whether these variables accounted for variations in the level of impact that was determined by our analysis. We found, however, that although performance on each goal varies slightly according to client characteristics, the overall level of association is usually relatively weak. All of the client variables we tested can explain only a small amount of variation in each of the indicators. Thus, the analysis of these independent client variables indicates that the projects are generally as successful with a wide range of

clients, including those with family problems and those with non-family problems, and those with relatively minor problems and those with more severe problems.

The most consistent and strongest association which appeared to affect the accomplishment of nearly every goal involved the variable measuring the youth's motivation to work on his or her problems, relative to other youth, as perceived by the project counselor. This finding emphasizes the fact that the resolution of a youth's problems cannot be accomplished by a project without the active involvement of the youth. In order to realize each of the goals, with the possible exception of Goal 1, the youth must be willing to accept responsibility for working on his or her problems rather than expecting the projects to resolve these problems for him or her.

In addition to the motivation of the youth, success on a number of the evaluation criteria and indicators was affected by whether the youth's parents had had contact with the project or had been involved in formal family counseling. The influence of these two service variables is very similar, and we have interpreted this similarity to mean that they are measuring similar kinds of services. Thus, it does not appear to make a dramatic difference on most of the client impact indicators whether the family's contact with the project consisted of informal telephone conversations with project staff or formal face-to-face counseling sessions. It does seem clear, however, that when the projects manage to involve the parents in project services in some way, it makes an observable difference in the ease of understanding and resolving family problems.

## Variations in Client Impact According to Project Types

The analysis of how client impact varies for the different clusters of projects identified in the organizational goal assessment study phase[1]

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[1]Typologies were developed to capture the differences among projects in terms of their capacity to implement both the goal-specific and generic guidelines. Projects were clustered into three groups based on the number of generic guidelines which they successfully implemented. The four goal-specific typologies were developed based on a project's capacity to provide the essential and supplemental services identified under each of the four legislative goals.

indicates that a relationship between project functioning and positive impact does exist and that this relationship varies among goals. Client impact shows less variation among the typologies developed as a result of performance on the goal-specific assessment guidelines for Goals 1 and 3 than for Goals 2 and 4. Our findings suggest that those projects that provide aftercare and follow-up services are able to achieve a higher rate of success with their clients in terms of resolving family conflict and in helping youth decide on a future course of action. In contrast, the operationalization of these services, as well as other aspects of project functioning, seem to have marginal impact on improving a project's rate of success in meeting the initial, immediate needs of its clients and in providing clients with stable living arrangements following the termination of temporary shelter. Further, in terms of Goal 1, no clear distinctions can be drawn among those types of projects that seem more likely than others to achieve success on this goal, because virtually all clients in the sample registered similar levels of success on the indicators relevant to this goal.

The degree of association between performance on the generic guidelines and performance on the client impact indicators for each of the legislative goals, as well as the general patterns of these relationships, suggest several conclusions. First, while it had originally been assumed that the generic guidelines related equally to all aspects of goal operationalization, it now seems clear that these elements of project functioning are more directly related to performance on certain goals than on others. The analysis indicates that those projects that have fully implemented these general operating procedures have a greater likelihood of success in helping youth make decisions regarding their future and on the overall measures of client impact, but have no greater likelihood of success in resolving family problems or in securing stable living arrangements. Second, the findings verify that a relationship does exist between overall goal operationalization and client impact. Projects that had accomplished all of the generic guidelines usually outperformed the projects that had failed to implement three or more of the guidelines. Thus, a well-developed process analysis of project functioning can provide both evaluators and program planners with some

idea of how effective a project is likely to be with its clients. Also, the analysis suggests that the full operationalization of a project's goals constitutes the first essential step in achieving positive client impact.

## Implications of the Client Impact Findings

The strengths and accomplishments of the National Runaway Youth Program are dramatic. The short-term crisis intervention services and slightly longer-term counseling services provided to youth and families in crisis appear to be extremely effective in furthering the goals of the Runaway Youth Act. The projects funded by YDB are presently serving a broader population than just runaway youth. The accomplishment of the four legislative goals, however, is appropriate to most of the youth being served. Even if they have not run away, most of these youth are in need of a place to stay and require assistance in finding a stable place to live and in making decisions about the future.

The only major weakness that was revealed by the client impact data was the very limited extent to which aftercare services are being provided, either directly by the projects themselves or through referrals. Although half of all youth in the client sample had had some contact with the project after the termination of temporary shelter, only 17% of the youth received individual counseling and only 6% received family counseling from the project within the first five weeks after termination. This would not be a problem if the projects were succeeding in establishing linkages for youth with other service resources in the community. However, only 22% of the youth interviewed at termination said that the project had given them a referral for individual or family counseling from some other agency. While not all clients require additional aftercare services or referrals to other local service providers, the percentage of youth currently receiving these services does seem low in contrast to the level of services the projects suggested they provided in the organizational goal assessment.

## SUMMARY OF THE COST ANALYSIS FINDINGS

The cost analysis performed by BPA as part of its evaluation of the National Runaway Youth Program sought to begin the process of developing concrete baseline cost information for runaway youth service projects. In reviewing the general findings of this component, it is important to keep in mind that the findings reflect a single, one-month reporting period. The time constraints operating within the overall evaluation precluded the collection of data over a longer period of time or at several intervals. Consequently, the findings are subject to certain biases due to seasonal fluctuations in the client population and to the unique demands on project resources that might occur during the summer months.

In addition, in computing the average cost of providing each service, all projects were included in all categories, whether or not they provided the service. For example, if a project placed no staff energies into follow-up efforts, the project was listed as allocating zero resources to this service activity. In determining the average cost of providing the service, the zero was "added" along with the costs listed by the other 16 projects participating in the study and the total was divided by 17. Consequently, the averages within certain service categories tend to underestimate the "true" average cost of providing the service.

Despite these drawbacks, the current cost study does provide an initial cut at determining the costs involved in operating a runaway youth project. Although the specific cost figures presented in the study, particularly the cost per client figures, should be reviewed in light of the limitations suggested above, the broader trends indicated by the data would prove useful in the future program planning efforts of both YDB and the individual projects. The key general trends suggested by the findings are outlined below. Additional background information, including summary tables and project-by-project data, is presented in Appendix F.

(1) The wide variation in project functioning suggested by the organizational goal assessment component of the evaluation is supported

by the cost findings. Projects participating in the cost study reported
wide variation in the following:

- the indirect/direct service cost ratio;
- the specific costs of providing similar services;
- the principal type of client served (i.e., housed versus
  non-housed youth); and
- the range of services offered.

(2) On average, projects allocate roughly 60% of their total labor
payroll resources and staff time to providing direct services to clients
and 40% of their time to providing various indirect services such as
general project management, case managrment, and community education
efforts. Previous cost studies conducted by BPA have found similar
direct/indirect service ratios.[1]

(3) Those services which consume the greater percentage of staff
time include shelter management and coverage (25% of staff time); emer-
gency counseling and information and referral services (8% of staff
time); individual counseling (8% of staff time); and other group acti-
vities with clients, such as recreation and house meetings (8% of staff
time).

(4) Shelter management and coverage is, by far, the most costly
service for the projects to provide, with an average August expenditure,
not counting fixed costs, of $1,730. Individual counseling costs an
average of $718 per month to provide, with other group activities as
well as emergency counseling and information and referral services each
costing an average of $475 per month. In terms of individual services,
the cost study found that, on average, projects spend $75 per client pro-
viding temporary shelter management and coverage, $27 per client provid-
ing family counseling, and $11 per client providing emergency counseling
and information and referral services.

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[1]Cost Analysis Report: Child Abuse and Neglect Demonstration Pro-
jects. (Berkeley Planning Associates, Berkeley, California, December
1977).

(5) When the value of unpaid staff overtime and volunteer hours are
considered, a project's base labor costs (resources) increase over 158%.
This valuation increases the dollar value of all activities, almost
doubling the value of shelter management and coverage, family counsel-
ing, and other group activities. Emergency counseling and information
and referral services are close to tripled in dollar value through the
presence of volunteers and/or staff overtime.

(6) While there is a wide variation among the sample projects, the
average distribution of staff time and labor resources showed that, on
average, the projects spend roughly 67% of their direct service resources
on housed clients.

CHAPTER TWO:

SYNTHESIS OF FINDINGS

INTRODUCTION

The present evaluation has reviewed the National Runaway Youth Program from a number of perspectives. We explored the performance of the projects studied from the various viewpoints of organizational structure and functioning, cost, and client impact. Each of these individual perspectives has suggested a range of findings that have implications for the future development not only of the National Runaway Youth Program, but also of the individual projects. When these findings are woven together, certain more general conclusions emerge. The major findings of the total evaluation effort can be summarized as follows:

(1) Overall, the YDB-funded projects have successfully operationalized the four goals of the Runaway Youth Act and have implemented those services and service procedures identified as being essential to meeting the immediate needs of youth, resolving family problems, securing stable living arrangements, and helping youth decide upon a future course of action.

(2) The projects have developed a number of additional, complementary local goals for their individual service programs in order to better meet the needs of their target populations and their communities. While these local goals varied across the projects in the evaluation sample, those most frequently mentioned included youth advocacy, prevention and outreach, community resource building, and network participation.

(3) Despite their common funding source and the implementation of a common set of legislative goals, the projects funded under the Runaway Youth Act demonstrate considerable organizational diversity and range from being solely runaway youth shelter projects to being multi-purpose youth service agencies.

(4) The current YDB-funded projects are professional, well-functioning alternative youth service centers, which are becoming increasingly integrated into their local youth service networks.

(5) The runaway youth projects offer a wide range of counseling and support services to youth and families both directly and through referrals to other local service providers. However, due to their limited funding, most projects find it difficult to provide as wide a range of services as required by the four legislative goals. One area in which the projects are finding it particularly difficult to adequately address the legislative goals is the provision of longer-term counseling and support services to clients following the termination of temporary shelter.

(6) While the projects were successful in meeting the immediate needs of youth during the runaway episode in over 90% of the cases, projects achieved more varied success rates, ranging from roughly 80% to 50%, on those indicators that address a project's capacity to achieve positive impacts with clients in terms of resolving family problems, promoting stable living arrangements, and helping youth decide upon a future course of action.

(7) While technically funded to serve runaway youth, the YDB-funded projects are, in fact, serving a more complex and diverse youth population, including sizable percentages of "pushouts," homeless youth, and youth in need of counseling on non-family related issues.

(8) Although representing an increasingly diverse population, most of the clients served by the runaway projects studied report difficulties with their families as one of their major problems.

(9) Client characteristics such as age, prior runaway history, family composition or referral source did not dramatically influence the extent to which the projects achieved positive client impact. The analysis found that the projects did equally well with all types of clients, including those youth experiencing such complicated and serious problems as abuse or neglect and repeated contact with the juvenile justice system. However, certain other client and service variables were found to be important in explaining variation in client impact. The two factors that

most often influenced a project's level of success with the clients in the sample were the motivation of the youth to work on his or her problems and parental contact with the project.

(10) The comparative analysis conducted between the organizational goal assessment and the client impact assessment data found the two components to have a positive relationship. Although not fully conclusive, the analysis found that those projects that were identified as having fully operationalized the legislative goals achieved a greater level of success with their clients than those projects that had not fully implemented all of the goal-specific and generic guidelines.

(11) At a time when federal policy-makers are becoming increasingly concerned about the costs of providing services, the runaway youth projects studied demonstrated an exceptional capacity to use their Runaway Youth Act funding as a catalyst for developing additional revenue sources. While the average YDB grant for the sample of projects participating in the cost analysis was $67,000, the average operating budget for these projects was $146,000. In addition, projects were able to increase their total resources by an average of 158% through the careful training and use of volunteer staff and the cultivation of donated resources.

(12) The free-standing, non-affiliated runaway youth project, which served as the primary model for the Runaway Youth Act, may be a model that projects will find increasingly difficult to maintain as they face the rising costs both of operating a temporary shelter facility and of meeting the many and diverse needs of an increasingly complex client population. The evaluation suggests that projects are addressing this dilemma either by expanding into multi-purpose youth service centers or by formalizing a series of service linkages with other local service providers.

The specific rationale and implications behind each of these general findings are discussed in the remainder of this chapter. Overall, these findings paint a positive picture of the National Runaway Youth Program and its accomplishments. While several shortcomings were found relative both to the organizational characteristics of certain projects and to their success in achieving positive impacts with the youth and families

they serve, overall the evaluation found the projects to be more than adequately addressing the intent of the Runaway Youth Act. The majority of projects have, in fact, expanded the focus of their service programs beyond the legislative mandate and have established a wide variety of local project goals which, while complementary to the legislation, require the projects to adopt an even broader service focus.

The full operationalization of the Runaway Youth Act and its goals requires a wide range of activities, which has become increasingly comprehensive as the program, and the funded projects, have grown to fill new, emerging youth needs. At the time the legislation was conceived, the runaway youth population was seen as including a large percentage of long-distance runners who were running away from home for the first time. Addressing the needs of these youth, therefore, involved the provision of temporary shelter for relatively brief periods of time, contacting the parents and defusing the anger that usually precipitated the runaway episode, and returning the youth to a basically sound family unit. In contrast, the "typical" client currently served by the projects usually comes from the local community and often has multiple and complicated problems, ranging from sexual abuse by his or her parents to chronic depression or drug or alcohol abuse. Moreover, approximately 70% of the client impact sample had run away at least once previously. In addition, a number of these youth have no home to return to after leaving the projects. A sizable minority (21%) came to the project from group homes or foster home placements. Consequently, the projects are finding it necessary to retain youth for longer periods of time than was originally anticipated when the national legislation was conceived in order to achieve the legislatively mandated "stable living arrangement" for these youth.

## THE GENERAL FINDINGS

Each of the 12 general conclusions outlined in the beginning of this chapter is more fully developed below. Under each topic, we summarize the supportive data found within the various components of the national evaluation effort and the possible impacts each conclusion will have on future program development. Additional information relevant to each of

these conclusions can be found in Chapter One and in the various appendices to this report.

> Overall, the YDB-funded projects have successfully operationalized the four goals of the Runaway Youth Act and have implemented those services and service procedures identified as being essential to meeting the immediate needs of youth, resolving family problems, securing stable living arrangements for youth, and helping youth decide upon a future course of action.

The organizational goal assessment component employed a series of goal-specific and generic guidelines which identified the elements of project functioning and service delivery which were considered essential to the full operationalization of the four goals of the Runaway Youth Act. As discussed elsewhere in this report, the 20 projects within our evaluation sample were found to have fully implemented the vast majority of the elements incorporated within these guidelines. With the exception of outreach, aftercare, and follow-up services, the projects did not demonstrate any significant limitations in providing the full range of services most commonly required by the youth and families served and identified by "experts" in the field as being essential to the operationalization of the legislative goals. These services include individual counseling, family counseling, group counseling, legal assistance, medical assistance, placement services, and general advocacy and support services. In addition to providing services directly to their clients, the projects in the evaluation sample also demonstrated solid working relationships with a number of key service providers in their local communities. These service linkages facilitated not only the referral of clients to the projects, but also the referral to other service providers for required services.

The capacity of a project to operationalize the goals of the National Runaway Youth Program involved not only the provision of the services cited above but also the establishment of a host of other organizational and management policies. These policies, which we termed generic guidelines, did not directly relate to a project's capacity to operationalize a

specific goal but, rather, addressed a project's overall capacity to achieve
all aspects of its goals and objectives. The majority of the projects in
the evaluation sample were found to have developed a set of written policy
procedures; to conduct formal staff performance reviews; to have imple-
mented careful and thorough case management practices; to have established
an open communication system among all staff members; and to provide
opportunities for youth to be involved in the development of their own
service plans. In addition, staff at the sample projects generally demon-
strated a high level of morale, with the projects experiencing limited
degrees of unplanned staff turnover.

> The projects have developed a number of additional, complementary local
> goals for their individual service programs in order to better meet the
> needs of their target populations and their communities. While these
> local goals varied across the projects in the evaluation sample, those
> most frequently mentioned included youth advocacy, prevention and out-
> reach, and community resource building and network participation.

All but one of the 20 evaluation sites have developed local goals to
better define the intent and purpose of their programs. Generally, these
goals are perceived as being complementary to the goals mandated in the
Runaway Youth Act and have been developed by the projects in order to
more adequately mold their service thrusts to the needs of their particu-
lar communities. While the local goals identified by the project directors
and staff varied across the 20 projects, the most frequently cited local
goals include youth advocacy, prevention and outreach, and community re-
source building and network participation. In addition to these three
categories, the projects also cited as local goals such issues as educa-
tion (in terms of sex and health issues and youth rights); youth employ-
ment; youth participation; aftercare; drug prevention; diverting status
offenders from the juvenile justice system; helping youth develop a posi-
tive role model; and directing seriously disturbed families into longer-
term counseling. The development of these local goals and the projects'
perceptions of the four legislative goals did not follow any specific

patterns or correlations. In general, the project directors and staff re-
lated the development of certain local goals to specific needs within
their communities or to problems presented by their client populations.
Project staff indicated that certain of their local goals addressed issues
which, while not directly mandated by the legislation, were service con-
cerns which grew out of their work with runaway youth and their families.
In many instances, the additional local goals developed by the projects
reflected a general dissatisfaction with a service focus which is geared
primarily at the needs of youth and families experiencing crisis situa-
tions. Aggressive prevention and community outreach efforts were, there-
fore, developed by certain projects in order to intervene sooner in a
youth's problems, and thereby to have a more positive and permanent impact
in terms of resolving these problems. Other projects strongly felt that
the problems youth experience cannot effectively be addressed within a
three to four day period and have established specific local goals which
allow them to more directly focus on providing longer-term counseling and
other assistance to youth and their families.

In addition to expanding the range of direct services they provide
youth and families, several projects have developed additional local goals
directed towards improving the general condition of youth, improving the
manner in which youth are treated by traditional service providers, or
collectively increasing the capacity of their communities to more respon-
sively address the needs of the local youth population. Movement along
all three of these fronts stems from what the project directors term a
broader interpretation of the legislative goals. Many of the project
directors and staff felt that the Runaway Youth Act mandates them not
only to resolve the problems of those youth coming to their projects for
service, but also to serve as advocates for youth within their local ser-
vice and political environments. In order to accomplish this end, the
projects have developed specific goals which address these concerns,
focusing staff energies and resources toward such efforts as individual
client advocacy, legislative changes at both the state and federal levels,
and community networking. The projects which have articulated these spe-
cific goals consider them complementary to the legislation and, in fact,
to be a critical part of their ongoing work with individual clients.

> Despite their common funding source and the implementation of a common set of legislative goals, the projects funded under the Runaway Youth Act demonstrate considerable diversity, and range from being solely runaway youth shelter projects to being multi-purpose youth service agencies.

One of the most striking findings of the evaluation was the diversity found among the individual projects participating in the study. While the sample selection process was designed to ensure a representative sample of projects along several different dimensions such as project location, affiliated or free-standing status, and project tenure, much of the diversity found at the project level had not been anticipated. For example, the projects were found to differ substantially in terms of their perceptions of the legislative goals. Although all projects shared some common understanding of the intention of the Runaway Youth Act, they were not in agreement either as to the relative importance placed upon the four goals or as to the specific activities necessary to achieve these goals with their clients. Rather than serving as a firm framework within which the individual projects develop their own service programs, the four legislative goals seem only to loosely influence a project's development. For example, when the projects were asked to list the most essential goals of their service programs, 60% of these goals were local goals developed at the individual project level, while 40% related to one of the legislative goals. The flexible administration of the National Program has encouraged the development of projects which are particularly responsive to local pressures. The projects, through the application of the legislative goals, as well as the addition of specific local project goals, have developed an overall service effort that is designed to respond to the needs of the local youth population and to their communities.

In addition to the diversity noted among the projects through the organizational goal assessment, the projects were also found to have very different attributes through the client impact study and the cost analysis components of the evaluation. For example, the projects demonstrated considerable diversity in terms of the age range of their client populations, the length of time youth were provided shelter, the extent to which

follow-up and aftercare services were being provided, and the extent to which additional services other than individual counseling were being provided. The cost analysis similarly found that project staff were spending the majority of their time on very different forms of activities and on very different types of clients. While most of the projects spent well over half their staff time providing services to housed clients, five of the projects spent at least one-quarter of their staff resources serving non-housed youth.

We believe that the diversity of the YDB-funded projects is one of the greatest strengths of the National Runaway Youth Program. By allowing the projects the flexibility to pursue those activities that best respond to the needs of their target populations, the National Program has created a positive environment for the effective delivery of community-based services. However, this type of program flexibility is very difficult, if not impossible, to capture in an evaluation which establishes a formal set of assessment guidelines and client impact indicators to which all projects are held equally accountable. Such a standardized evaluation design inevitably establishes a standardized service model to which all projects are expected to conform, rather than capturing the uniqueness and strength of each project studied. In an effort to offset this dilemma, the current evaluation has tried to identify those elements of a well-functioning runaway youth service system without being too rigid as to the most appropriate way to implement each individual guideline. As will be discussed in Chapter Three, however, certain of the guidelines employed are less applicable to smaller projects than to the dominant project model of a larger, more complex service system.

> The current YDB-funded projects are professional, well-functioning alternative youth service centers which are becoming increasingly integrated into their local youth service networks.

The stereotyped image of a runaway youth shelter in the minds of many is that of a "crash-pad" to which adolescents can escape from dealing with their problems and their parents. Within this stereotyped view, staff at

the runaway youth projects are generally seen as being more youth than family-oriented; as lacking the professional qualifications to provide counseling; and as being staffed by young and energetic persons working for relatively low pay or simply volunteering much of their time. The projects are themselves stereotyped as being alternatives to existing service programs and as operating outside of the mainstream of their communities' traditional youth service systems.

The findings from the current evaluation shatter many aspects of this myth. The projects were found to be sophisticated, well-functioning professional organizations that are increasingly establishing formal relationships with other public and private service providers in their communities. Several of the projects we studied have directly challenged the traditional youth service system, not to fight it, but rather to work with the system in developing new approaches to service delivery that will more adequately address the needs of the current adolescent population. The organizational goal assessment found the staff at the projects studied to be well-educated, with most having a BA and a substantial minority having MSWs or other graduate-level degrees. Moreover, the majority of the staff had previous experience in youth services both within and outside the public service system. Despite these professional credentials, however, the counselors at several of the projects are paid slightly below the average pay scale for similarly qualified individuals working within the public service sector, while the project administrators are frequently paid at a level comparable to their counterparts in other social service programs.

The "professionalism" of the youth service movement does suggest to many a loss of flexibility. As the projects continue to establish formal working relationships with traditional service providers and to require increased federal and state funding to maintain their growing organizations, they will inevitably become more accountable to public agencies for their actions. They may, therefore, find it increasingly difficult to criticize a system in which they are becoming major actors. On the other hand, this new professionalism strengthens a project's position as it seeks changes both in legislation governing the status of youth and in public attitudes toward youth. The runaway youth projects have gained

a whole new form of legitimation in the eyes of policy-makers and, to some extent, parents. Those who are nostalgic for the runaway youth centers of the past should keep in mind that increased professionalism does not necessarily imply a decrease in a project's ability to provide viable service alternatives to youth and their families. On the contrary, this new, more sophisticated organizational structure may well be the most effective way to ensure the continued provision of "alternative" services. The real challenge facing the project directors and staff in the future will be maintaining their responsiveness to the youth they serve while at the same time operating in a more integrated manner within their local youth service systems. The values and philosophies of the alternative youth service movement, which provide youth with an active role in determining their service needs, will still be required in the future, regardless of the organizational or management structures adopted by the individual projects.

> The runaway youth projects offer a wide range of counseling and support services to youth and families both directly and through referrals to other local service providers. However, due to their limited funding, most projects find it difficult to provide as wide a range of services as required by the four legislative goals. One area in which the projects are finding it particularly difficult to adequately address the legislative goals is the provision of longer-term counseling and support services to clients following the termination of temporary shelter.

Although the projects are developing organizational mechanisms for providing an increasingly wider range of services, the client impact findings suggest that the projects are not delivering all of the needed services to a large number of individual clients. Also, while the majority of projects were found to have implemented all or most of the generic and goal-specific guidelines, all but one project demonstrated problems in achieving at least one of these elements, further suggesting that the projects may be attempting to cover too broad an area with their current level of funding. Many of the problems identified during the organizational

goal assessment were substantiated by the descriptions of services provided
to the youth and families in the client impact sample. For example, the
provision of follow-up and aftercare services is not occurring in large
numbers. While in a few instances the projects indicated that their ser-
vice philosophy limits the emphasis they place on the provision of after-
care services, most of the projects do not provide this service simply
because they do not have the resources to establish and maintain an active
aftercare service component. The current staff resources as well as the
general service structure of many of the projects (i.e., the maintenance
of a temporary shelter facility) are principally geared toward addressing
the immediate needs of youth and to resolving those problems which can be
addressed within one or two weeks of service.

While the projects are making a serious attempt to address the longer-
terms needs of their client populations, current realities suggest that
this will be a far more difficult service objective to achieve than might
be anticipated. According to our cost analysis, those projects which
operate a temporary shelter facility have committed over 25% of their
staff resources to simply maintaining and operating the shelter. When
one adds the time projects spend providing individual counseling, family
counseling and group activities, a full 42% of all paid staff hours have
been covered. Considering that the projects spend, on average, 40% of
their staff time on administrative and non-client-specific functions, such
as community education programs and general youth advocacy, roughly 18%
of the staff's working hours remain to provide the additional services
that the projects want to offer to their clients. The cost analysis
found that projects currently spend very little time in providing such
services as follow-up (1%), placement (1%), and support and client-specific
advocacy (2%).

For a project to expand its service focus, it will either need to
establish and fund a separate aftercare component (an option that at
least one project has already pursued), hire additional counseling staff
solely to provide aftercare, expand its existing counseling staff to
address both immediate and aftercare service needs, or consider potential
service delivery models for the provision of temporary shelter to clients
without consuming such a large percentage of staff time. As the cost

analysis demonstrated, projects which provide temporary shelter through a
volunteer network of foster homes spend, on average, $112 per client,
while projects operating a temporary shelter facility spend, on average,
$163 per client. However, the method of providing temporary shelter has
certain other implications. While the cost figures seem to indicate that
the projects can realize a substantial savings by providing shelter through
a network of volunteer foster homes, the analysis also found that rela-
tively few youth take advantage of temporary shelter when it is provided
in this setting. One conclusion that this finding suggests is that youth
are less likely to seek shelter from a project that does not visibly
demonstrate the capacity to provide temporary housing; they are more
likely to go to a runaway shelter facility in search of temporary housing
than they are to walk into a counseling center that has the capacity to
place them with a volunteer family. If our findings are representative
of a general limited use of the foster home shelter model, projects rely-
ing on such a system for the provision of temporary shelter may need to
actively increase the visibility of this shelter option to their target
populations.

While the projects were successful in meeting the immediate needs of
youth during the runaway episode in over 90% of the cases, the projects
achieved more varied success, ranging from roughly 80% to 50%, on those
indicators that address a project's capacity to achieve positive impacts
with clients in terms of resolving family problems, promoting stable
living arrangements, and helping youth decide upon a future course of
action.

In general, the projects funded under the Runaway Youth Act are
successfully addressing the immediate needs of the youth they serve. The
projects we studied were successful in providing virtually all youth (over
90%) requiring food, shelter, and counseling with these services within
the first few hours of the youth's arrival at the project. While the pro-
jects showed a slightly less uniform rate of success in immediately addres-
sing a youth's needs for medical and legal assistance, these needs were

usually met by the project during the youth's stay in temporary shelter. In contrast to this almost uniformly high performance level in terms of Goal 1, the projects had a far more varied performance rating in terms of the remaining three legislative goals. For example, the projects are perceived by almost two-thirds of the youth and almost half of the parents they serve as being helpful in resolving family problems. This performance level may well be a substantial accomplishment in light of the fact that the projects often face family conflicts that have developed over years of miscommunication which cannot be thoroughly resolved through the limited number of family counseling sessions that most projects are able to provide their clients. The projects were also fairly successful in placing youth in a context that the majority of counselors, youth and parents (72% to 79%) perceived as being the best place for the youth, an indication that the projects attempt to locate those placements which are most acceptable to all parties involved. Almost half of the youth indicated, however, that they would still consider running away again if the problems they faced got "too bad" for them in the future. While continued runaway behavior may be viewed as a "positive" action and as an indication that the youth recognizes that he or she needs assistance, such action within the context of Goal 3 questions the stability of the youth's placement following termination.

In terms of Goal 4, the projects had a fairly consistent rate of success in helping youth become better able to make decisions about the future. For example, 73% of the youth in the client sample indicated at termination that, overall, they had had a say in what happened to them while they were at the project; that they felt they were better able to make decisions about the future; and that they had learned how to use other service resources in their communities. However, the projects demonstrated a wide range of success in resolving a number of their clients' non-family-related problems, such as difficulties with school (48% success), problems with the law (78% success), problems in obtaining a job (30% success), and problems about deciding where to live (88% success).[1]

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[1]All of these percentages reflect the percent of youth interviewed at termination who felt that their problems in these areas had been resolved or somewhat resolved as a result of project services.

The level of success that the projects exhibited on certain of the impact indicators may represent exceptional achievements or may merely be average performance ratings for projects which serve youth and families in crisis. In the absence of related previous client impact research, it is not possible either to praise or to be highly critical of the observed performance. The varied success rates among the four legislative goals may be reflective of the types of difficulties cited in previous discussions relating to the problems that projects encounter in attempting to accomplish too much given their limited resources. Considering the wide range of impacts covered by the legislative goals, it is not at all surprising to find that the projects cannot resolve all of the problems of all of the youth they serve. The fact that they were able to successfully resolve the youth's major problem in roughly 60% of the cases would seem to be acceptable, particularly given the fact that a youth'a major problem can range widely, from relatively minor communication difficulties with parents to more severe problems such as physical or sexual assault by a parent, drug-related problems, or severe depression. In addition, over 80% of the youth interviewed at the time of termination indicated they would return to the project for assistance if they needed additional counseling or support, not only suggesting that the projects are viewed as being helpful by their clients, but also that they have been successful in providing youth with a positive, constructive option to dealing with their problems.

While technically funded to serve runaway youth, the YDB-funded projects are, in fact, serving a more complex and diverse youth population, including sizable percentages of "pushouts," homeless youth, and youth in need of counseling on non-family-related issues.

In 1977, the Congress expanded the target population to be served by the Runaway Youth Act to include "otherwise homeless youth." The client impact sample for this evaluation included a sizable number of "pushouts," homeless youth, and youth seeking assistance for non-family-related problems. While the most common type of client served by the projects continues

to be runaways (44%), 16% of the client sample reported that they had been "pushed out" of their homes, 20% were away from home with the mutual agreement of their parents, and another 19% were either contemplating running away or were at the project awaiting other long-term residential placements. The client population also differed on a number of other dimensions. While 60% of the client sample had been living with either one or both of their parents or step-parents prior to seeking assistance from the projects, 12% had been living in foster homes or with other relatives, 15% had been living in group homes, and 13% had either been living on their own, with friends, or in some other type of independent living situation. Although the counseling staff reported that the major problem experienced by 53% of the client impact sample was family-related, the remaining 47% of the clients sought services for major problems which were non-family-related. These non-family problems ranged from difficulties in school to behavioral or psychological problems. Finally, the projects are accepting a large percentage of their caseloads as referrals from other local public and private service providers. Of the 12 projects for which we reported client data on an individual project level, only two received more than half of their clients through self-referrals. The national sample showed only 30% of the youth receiving shelter come to the projects on their own. While several of the projects continue to receive a substantial percentage of their clients through self-referrals, that percentage seems to be dwindling in favor of formal public or private agency referrals. As the projects continue to increase their service linkages with public and private agencies, this agency referral rate can be expected to increase.

At the very least, the diversity in the client population outlined above suggests that the projects will find it increasingly difficult to meet the full intent of the legislation with all of their clients. For example, to the extent that clients do not run from traditional nuclear families or do not have families with whom they can be reunited, the projects will need to spend an increasing amount of time locating suitable alternative living arrangements for these youth. Although placing youth in a family setting with one or both parents or step-parents is still the most common placement, this occurs in only 35% of the cases. The projects

are required to find alternative placements for almost 65% of their caseloads. Given the limited number of placement options for adolescents, particularly those over 15 years of age, project staff will need to exert substantial energy in order to locate stable, long-term placements for these youth. Because making such arrangements can take a minimum of several weeks, the projects may well find it necessary to provide shelter over an increasingly longer period of time, thereby reducing their capacity to accept new clients in need of services. In order to prevent their temporary shelter from becoming overburdened with these longer-term cases and to directly address the shortage of suitable out-of-home placements, several projects have developed separate service components designed to provide youth with the functional skills necessary to successfully maintain an independent living situation. It should be noted, however, that the projects are able to provide these service options only to the extent that they can locate additional funding to support them, as the current level of YDB funding is not adequate to support the provision of such services.

> Although representing an increasingly diverse population, most of the clients served by the runaway projects studied report difficulties with their families as one of their major problems.

In what seems almost a contradiction to the previous finding, the client impact data also strongly suggest that the most common problem faced by the clients served, regardless of where they came from or the additional problems they face, continues to be family-related. While family-related problems constituted the major problem for only half of the client sample, over 90% indicated that at least one of the problems which caused them to seek project services was family-related. The implication of this finding for future program planning is that, despite the diverse nature of the program's client population and the wide range of service demands these youth place on the individual projects, the strongest common theme to be addressed within the scope of the National Runaway Youth Program continues to be the strengthening of family relationships.

# CONTINUED

# 1 OF 3

While the individual clients demonstrated a wide range of other problems, these problems are often far too diverse to suggest any type of national approach to resolving them within the context of the existing Runaway Youth Act. While these problems -- which include such issues as drug abuse, adolescent or sexual abuse, or independent living problems -- clearly lend themselves to the development of national service strategies to resolve them, these strategies should not be specifically outlined within the framework of the Runaway Youth Act. Any legislative changes should recognize the efforts that projects put into resolving these types of problems but should not mandate that the programs address these specific non-runaway or non-family-related difficulties through the provision of additional direct services. Rather, the legislation should encourage the projects to establish service linkages with existing local service providers to ensure that these needs, when presented by clients, are quickly and responsively addressed.

Client characteristics such as age, prior runaway history, family composition or referral source did not dramatically influence the extent to which the projects achieved positive client impact. The analysis found that the projects did equally well with all types of clients, including those youth experiencing such complicated and serious problems as abuse or neglect and repeated contact with the juvenile justice system. However, certain other client and service variables were found to be important in explaining variation in client impact. The two factors that most often influenced a project's level of success with the clients in the sample were the motivation of the youth to work on his or her problems and parental contact with the project.

One of the underlying assumptions of the current evaluation has been the hypothesis that the impact of project services would vary depending upon the characteristics of the youth served and the types of services that they received. Current wisdom in the field suggests, for example, that older adolescents would be more difficult to serve than younger adolescents, that youth with a long history of prior runaway episodes would

be more difficult to serve than youth who had never run away before, and that self-referrals would be easier to serve than youth referred by the local juvenile justice system or other public agency officials.

If these types of relationships were found to exist, it would follow that those projects that served primarily older adolescents would achieve less positive results with their clients than those projects that served primarily younger clients, not because they were less capable of meeting the needs of those clients but, rather, because they served a more "difficult" client population. As outlined in the client impact report, however, such client factors as age, race, sex, socioeconomic status, and prior runaway episodes had, at most, only a marginal association with the extent to which the projects were able to successfully achieve the various impact indicators. The only two factors that demonstrated a significant relationship to the extent to which positive client impact was achieved were the motivation of the youth to resolve his or her problems and family contact with the project. For example, the family problems of those youth identified by project staff as being more motivated than other clients were resolved or somewhat resolved in 72% of the cases, while only 49% of those youth identified as being less motivated achieved a positive rating on this indicator. Similarly, 61% of the more motivated youth said they did not feel they would need to run away again if things "got bad" in the future, while only 36% of the less motivated youth shared this opinion. While the counselors felt that 84% of the more motivated youth were better able to make decisions about their futures, they attributed this specific skill to only 40% of the less motivated youth. In those cases where a youth's family had participated in project services, 85% of the youth felt that the project had helped them understand and work out their problems, whereas only 70% of the youth whose parents had not had contact with the project felt this way. Similarly, while 66% of the youth whose parents had had contact with the project felt their family problems had been resolved or somewhat resolved, 51% of the youth whose parents had not had contact with the project shared this opinion. Finally, while 80% of the youth whose parents had had contact with the project felt that they were going to the "best place" following the termination of temporary shelter, only 68% of the youth whose parents had not had

contact felt that the living situation to which they were going was the "best place."

These findings suggest that the assistance that runaway youth projects have to offer can best be realized if the youth has made a serious commitment to resolving his or her problems. Likewise, parental contact with the project and its services can also be seen as an act of commitment on the part of the parents to seriously face and to work on their difficulties. It is most probable that those parents who contact the project or who agree to participate in services are those parents who feel it is possible to resolve the problems that they and their child are experiencing. Even in the absence of parental participation, however, the youth's own attitude towards working on his or her problems can be a powerful force in the resolution of these problems. The major principle suggested by this finding is that adolescents can, with or without the support of their parents, make headway in resolving their problems through a firm commitment on their own part to accept responsibility for their actions and to actively work with those service agencies that will help them explore their alternatives. The findings further suggest that, while the projects can have a substantial impact on their clients by focusing their counseling efforts solely on the youth, the level of positive impact can be further enhanced through the willing participation of the parents.

One way of merging these findings is to consider that adolescents are, in actuality, living in two different worlds: the first world is closely influenced by their families, and the second is focused more directly on their own personal development. Runaway youth projects are addressing clients that come from both of the worlds or who are in a period of gradual transition from one to the other. For those youth where family influences continue to dominate, it seems essential that the projects make every effort to involve the parents in project services in order to maximize the impact of the services provided. For those youth who are more independent, project impact can perhaps be maximized by focusing solely on the youth. Determining which world a youth is most closely associated with is a clinical judgment which is not always easy to make. For example, not all older adolescents are ready to accept independent living options and not all younger adolescents can be returned

home. This determination is best left to the individual counselor, youth and parent involved. The most supportive action YDB can take on this issue is to recognize this basic dichotomy in the client population served by the projects it funds and to encourage the projects to pursue the service course that is most appropriate for each individual client.

> The comparative analysis conducted between the organizational goal assessment and the client impact assessment data found the two components to have a positive relationship. Although not fully conclusive, the analysis found that those projects that were identified as having fully operationalized the legislative goals achieved a greater level of success with their clients than those projects that had not fully implemented all of the goal-specific and generic guidelines.

One of the key hypotheses behind the total evaluation effort was the notion that a strong correlation would be found to exist between the extent to which a project had operationalized the goals of the Runaway Youth Act and the level of its impact on the clients it served in terms of these same goals. If this relationship was found to exist, it would then be possible to use detailed process analyses of project functioning as an indirect measure of client impact. Because detailed client impact analysis is, in many instances, costly and difficult to successfully conduct, any evaluation system that provided program planners and funding agencies with some assurance that service impacts could be determined without the cumbersome task of undertaking a client impact analysis would be a significant advancement in the area of social service evaluation. In addressing this concern within the context of the current evaluation effort, two questions were explored: did those projects achieving almost all of the goal-specific and generic assessment guidelines perform better in terms of the client impact indicators than projects that failed to implement a number of the goal-specific and generic guidelines; and, were the projects operating at their full service capacity, as identified during the organizational goal assessment with each of their clients?

A positive relationship was found to exist between the organizational goal assessment ratings given certain clusters of projects and their collective performance on certain of the client impact indicators.[1] In general, this relationship was strongest on those indicators identified under Goal 4 -- to help youth decide upon a future course of action. For example, 62% of the youth served by those projects that had achieved all of the Goal 4 guidelines indicated that they had participated in developing their own service plan, while only 36% of the youth served by projects that achieved fewer of these guidelines expressed this opinion. Similarly, while 75% of the youth served by the projects rated as achieving all of the generic guidelines felt that the project had generally been helpful, only 52% of the youth served by the projects failing to achieve a number of the generic guidelines shared this opinion. Although relatively few of the client impact indicators varied according to project performance on either the goal-specific or generic guidelines,[2] those instances where a statistically significant relationship was found almost always showed that those projects that had achieved these guidelines outperformed those projects that had not achieved the guidelines.

The concept of a relationship between goal operationalization and client impact, while validated by the current evaluation, is based upon the premise that projects fulfill their service capacities with each of

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[1]These clusters, which grouped projects according to their performance on the goal-specific and generic guidelines, are identified in Appendix D. A summary of the collective client impact scores for these clusters on certain key indicators is included in Appendix E.

[2]Of the 98 indicators used in the client impact analysis, six indicators could not be used in the comparative analysis between the organizational goal assessment and client impact assessment data because the total number of cases was less than 50. Also, another 42 indicators had to be eliminated from the comparative analysis because the aggregate performance level was greater than 90%, suggesting that little variation existed among the projects. Of the remaining 56 indicators, the number of indicators suitable for analysis was further limited by the uneven distribution of clients among the various clusters.

their clients. In other words, the hypothesis assumes a strong relationship between what a project is perceived as being capable of providing, from an organizational standpoint, and the types of services and operating procedures it actually implements with each individual client it serves. The results of the client impact analysis, when compared to the results of the organizational goal assessment, however, show that projects do not always provide their clients with the service package or operating procedures they have identified as being essential elements of their programs. The variation found in the extent to which a project's performance on the goal-specific and generic guidelines corresponded to its performance on the client impact indicators more accurately reflects not the direct relationship between goal operationalization and client impact but, rather, the extent to which a project fully implemented the procedures and services it had identified as being able to provide in the organizational goal assessment.

For example, several of the client impact indicators developed under Goal 4 examined the extent to which each client had been involved in making decisions regarding his or her service plan. As discussed above, the comparative analysis found that those projects that had been identified in the organizational goal assessment as achieving the generic guidelines related to youth participation demonstrated a greater degree of success with their clients in terms of the related impact indicators than those projects that had failed to fully implement these generic guidelines. Because the same types of youth participation characteristics had been employed in determining project performance on certain of the generic guidelines and on the client impact indicators, a strong correlation between the two sets of measures would be expected. What this correlation is saying, therefore, is that those projects that demonstrated the organizational capacity to involve a youth in the development of his or her treatment plan actually succeeded in doing so with a high percentage of their clients.

In terms of other aspects of project functioning or service delivery, however, the projects were not as successful in providing their clients with the full range of services suggested by the organizational goal assessment. This finding was particularly true for the provision of

follow-up and aftercare services. While the projects that were identi-
fied as having an adequate capacity to provide these services did demon-
strate a higher collective capacity to achieve success on certain of the
client impact indicators under Goal 4, the reality is that the projects,
in general, provide very little aftercare services to their clients. The
organizational goal assessment found that only four of the 20 evaluation
sites had a limited capacity to provide aftercare, and only seven of the
20 sites had a limited capacity to conduct routine client follow-up.
When we look at the service data collected during the client impact
study phase, however, we find that only 50% of the clients had any contact
with the project between the termination of temporary shelter and the
follow-up interview five weeks later. In addition, only 17% of the clients
received any individual counseling on an aftercare basis, and only 6%
received family counseling following the termination of temporary shelter.
This generally low level of aftercare contact was also observed at most
of the 12 sample evaluation sites for which we could provide project-by-
project client impact data. Of the 12, contact with clients following
the termination of temporary shelter ranged from a high of 94% to a low
of 33%. Individual counseling on an aftercare basis ranged from a high
of 60% to several projects showing that no aftercare counseling services
had been provided to former clients. Similarly, the range in the provi-
sion of family counseling on an aftercare basis varied from a high of 40%
to no families receiving this service.

The extent to which the projects provide clients with service refer-
rals to other agencies was also found to, be more infrequent than the re-
sults of the organizational goal assessment had suggested. While all 20
of the evaluation sites were found to have established adequate linkages
and working relationships with other major service providers in their
communities, only 22% of the youth in the client impact sample said that
the project had provided them with a specific referral to another agency.
Again, what this finding suggests is that the mere establishment of ser-
vice linkages, or the development of the capacity to refer a client to
another agency, does not guarantee that the linkage will be effectively
utilized by project personnel. While certainly one would not want to
refer every client to every possible referral source in the community, it

is highly likely that more than 22% of the client sample was in need of
further counseling or other support services following their termination
from temporary shelter. Although formal referrals were not found to be
prevalent in the client sample, 73% of the youth did indicate that the
project had made them generally more familiar with the existence of other
resources in their communities.

In summary, the present evaluation does support a relationship be-
tween project functioning and client impact, and strongly suggests that
the operationalization of a project's goals is the first essential step
which a project must take in order to achieve positive client impact.
While the establishment of linkages with other service agencies and the
development of a specific follow-up procedure or aftercare program will
not ensure that individual clients actually receive a needed service, the
provision of such services can certainly not occur unless the necessary
organizational and staff support systems are firmly in place. Although a
detailed process analysis of project functioning will not substitute for
a client impact analysis, such a review of the organizational and service
delivery mechanisms of a project can set the stage for a fuller under-
standing of the potential ways in which a project might influence its
client population. In addition, achieving a well-functioning service sys-
tem or implementing a number of cohesive approaches to service delivery
not only influences client impact but also most likely influences the
community in which a project is located. While the current evaluation
did not specifically test this hypothesis, our contacts with other ser-
vice agencies working with the individual projects in our evaluation
sample suggest that those projects which are "well-functioning" are having
a positive impact on their local youth service system. In referring to
the projects we studied, other service providers would use such descrip-
tive phrases as "very professional staff," a "well organized project,"
and "very thorough in checking all alternatives for their clients." We
suspect that the extent to which a project fully operationalizes its
goals, both in terms of the services it provides and the manner in which
it delivers these services, directly influences the way in which public
and other private service providers in its community perceive the project's
purpose and intent.

At a time when federal policy-makers are becoming increasingly concerned about the costs of providing services, the runaway youth projects studied demonstrated an exceptional capacity to use their Runaway Youth Act funding as a catalyst for developing additional revenue sources. While the average YDB grant for the sample of projects participating in the cost analysis was $67,000, the average operating budget for these projects was $146,000. In addition, the projects were able to increase their total resources by an average of 158% through the careful training and use of volunteer staff and the cultivation of donated resources.

With rare exceptions, the projects funded under the Runaway Youth Act are operating far more complex and diverse service programs than would be possible if they relied solely upon their YDB funding. In part, this high level of service provision is possibly due to the substantial level of additional funding that the projects have been able to obtain from other public and private sources. The most common other funding sources utilized by projects include categorical grants or fee-for-service contracts obtained through LEAA, NIMH, Title XX, and local, state and county agencies. The projects also draw heavily on funds from both local and national private foundations. As the above figures indicate, projects, on average, have operating budgets over twice the size of their YDB grant levels. In addition to obtaining other direct funding, the projects also have been successful in expanding their total pool of available resources through the careful cultivation of volunteer staff time and other forms of donated resources. The cost analysis found that the projects, on average, generate an additional $3,000 worth of resources per month through the use of volunteer labor and other donated resources. In short, YDB is receiving far more services from its grantees than the basic Runaway Youth Act funding level actually purchases.

In addition to generating additional resources for their own use, the projects are also generating a greater collective capacity within their communities to more effectively address the service needs of youth. Because they are conscious of the service gaps in their local communities and are aware of the types of options they cannot offer their clients due to a shortage of community resources, the projects often serve as catalysts

in their communities for the establishment of new services. In funding projects under the Runaway Youth Act, therefore, YDB is supporting not only the direct provision of services to youth but also a networking effort designed to increase the total youth service capacity of local communities. The funded projects within the evaluation sample are playing a leadership role in these efforts within their communities, often instigating collective action designed to promote the provision of additional youth services or to alter existing statutes governing the status of adolescents.

The free-standing, non-affiliated runaway youth project, which served as the primary service model for the Runaway Youth Act, may be a model that projects will find increasingly difficult to maintain as they face the rising costs of operating both a temporary shelter facility and meeting the many and diverse needs of an increasingly complex client population. The evaluation suggests that projects are addressing this dilemma either by expanding into multi-purpose youth service centers or by formalizing a series of service linkages with other local service providers.

There is no doubt that the temporary shelter service model has well served the needs of the YDB-funded projects' client populations. As previously discussed, the goals and intent of the Runaway Youth Act are being successfully addressed by the projects that are currently being funded, the majority of which continue to place greatest emphasis on the provision of temporary shelter through facilities they directly maintain. The implied sanctuary and general supportive environment found in small group shelter facilities appears to be particularly well-suited to assisting youth and families in resolving their problems and in providing youth with a start at mapping out resolutions to more complicated problems and dilemmas regarding their future. However, a number of trends both within and outside of the youth service field suggest that the temporary shelter model will be increasingly costly to maintain. As previous discussions have pointed out, the projects that choose to operate a temporary shelter facility can expect to allocate at least 25% of their payroll resources

to maintaining and supervising this facility. In addition, they can anticipate that their fixed costs (i.e., rent, utilities, etc.) will be almost three times those of projects that do not maintain a temporary shelter facility. Unless the level of support provided these projects under the Runaway Youth Act dramatically increases or unless the projects locate additional revenue sources, they will find it increasingly difficult to operate a temporary shelter facility and still have sufficient resources remaining to support as varied a service package as implied in the legislation and as required by the clients they serve. It will be difficult for the projects to continue to support a full staff of house managers, family counselors, individual counselors, and an active aftercare staff. While the present evaluation indicates that the projects are resolving this dilemma by expanding their referral linkages and by developing more complex organizational structures, it is not yet clear how this growth will affect the long-run future of the temporary shelter model. It is clear, however, that the free-standing, non-affiliated runaway youth project is becoming a rarer sight in the area of youth services.

In addition to the issue of cost, certain findings from the client impact analysis also suggest that the length of temporary shelter may be expanding in terms of the average number of nights that are being provided. This expansion stems partly from the various characteristics of clients, such as the high percentage of out-of-home placements that the projects are required to locate. Also, the client impact analysis suggests that the length of stay in temporary shelter facilities does, in fact, correspond in a positive manner to the level of success that the projects achieve with clients on certain indicators. For example, 90% of those youth who received temporary shelter for more than 14 days were described by project staff as being better able to make decisions about the future, while only 43% of the youth who received a single night of shelter and 56% of the youth who stayed two to seven nights at the projects were viewed in this manner. Similarly, 72% of the youth who had stayed at a project over two weeks reported that the project had helped resolve their major problem, while only 50% of the youth who stayed one night and 42% of the youth who stayed two to seven nights shared this opinion. While additional research is certainly needed to more precisely determine the

specific impacts of longer-term shelter, the initial findings of the current evaluation indicate that the projects may find it increasingly necessary to retain youth for longer periods of time in order to more adequately resolve the problems which they are experiencing. This expanded length of stay for clients will result in increased costs per client, especially for those projects operating their own shelter facility. In the absence of substantial new revenues or less expensive methods of providing shelter, it would seem that projects will be able to provide shelter services to fewer clients in the coming years.

Several projects have adopted another, less costly, method of providing temporary shelter to clients, namely the use of a volunteer network of foster homes. While this model is certainly attractive from a cost perspective, it does not seem to be as well utilized by youth as the more commonly used group home model. The client impact data found that those projects which provide shelter through a network of volunteer foster homes house far fewer youth than those projects which operate a temporary shelter facility. Of the 278 youth participating in the client impact sample, all but 24 were provided housing in a project-operated runaway youth shelter. While the 14 projects operating a shelter facility housed, on average, 18 youth during the study period, the six projects which utilize volunteer foster homes housed, on average, only four youth during the same period. In addition, projects which did not operate a shelter facility also found it more difficult to provide a number of services to their clients, such as group counseling or other forms of structured group activities. These findings suggest that, while projects can substantially reduce their shelter costs through the use of volunteer foster homes, this model is not as visible to clients nor as well utilized by clients as the group home model.

## CONCLUSIONS

In summary, it would appear that, on average, the YDB-funded projects are effectively addressing the intent and goals of the Runaway Youth Act. They have been able to do so, however, only by expanding their total resources with substantial volunteer staff time as well as additional

federal, state and local funding. Even with these additional resources, however, the projects in our evaluation sample demonstrated clear diffi- culties in providing the wide range of services required to fully achieve all aspects of the Runaway Youth Act. In an attempt to overcome these shortcomings, the projects have expanded their organizational base, often forming coalitions or service networks with other small community-based youth service agencies, or evolving into multi-faceted youth service agen- cies. This growth has moved a large percentage of the projects away from the free-standing temporary shelter service model that dominated the alternative youth service movement in the late 1960s. While projects still consider the provision of temporary shelter to be one of their pri- mary services, projects have also found it increasingly necessary to ex- pand their services to address those issues beyond the immediate crisis period. Several projects are focusing their energies on preventing a runaway episode by encouraging youth and parents to seek assistance before a situation becomes explosive; other projects are shifting away from a "temporary" shelter model and have begun to provide shelter to youth for longer periods of time and to encourage families to enter into long-term counseling arrangements. The implications of this expanded service focus and new organizational form have been that projects have, on balance, be- come more professional and mainstream in their working relationships with other service providers, and have formalized their management structures and internal service delivery systems. This new "professionalism," how- ever, has not detracted from the ability of projects to provide viable service alternatives for youth and parents. It is quite likely that youth receiving assistance from the projects are youth who would not, for a variety of reasons, seek assistance from the traditional public service sector. The hallmarks of the alternative approach to youth services -- namely, 24-hour availability, strong feelings regarding client confiden- tiality, services offered free of charge, and a respect for the rights of youth to determine the services they will receive -- remain very much in place at these projects.

CHAPTER THREE

STUDY DESIGN:  REVIEW AND REVISIONS

INTRODUCTION

The assessment guidelines and indicators used in the organizational goal assessment, and the standards, criteria and indicators used in the client impact assessment were developed in consultation with YDB personnel, the project directors from each of the 20 evaluation sites, and a noted group of experts in the field.[1] The final measurements employed in the study represented the best collective knowledge of these individuals re- garding the types of activities the projects need to pursue in order to fully operationalize the goals of the Runaway Youth Act and the kinds of impacts they must have on the youth and families served in order to be considered as having successfully achieved these legislative goals. In reviewing the results of the total evaluation, as well as the initial comments on these findings provided by the individual project directors and consultants, we have found certain measures to be less appropriate than we had first anticipated. Consequently, we suggest that specific changes be made in both the organizational goal assessment guidelines and the client impact criteria and indicators in order to achieve a more accurate and policy-relevant picture of the National Runaway Youth Pro- gram. Should this evaluation be replicated, we would suggest that the researchers remain open to even further revisions and modifications in the proposed guidelines and criteria. As the runaway youth projects con- tinue to evolve, one will also want to alter the standards against which

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[1]Reviewers of the evaluation's overall design, which included ex- perts in both youth service and overall evaluation techniques, were William Goldsmith, Steve Lieberman, Jim Gordon, Jim Statman, Marshall Bykofsky, Joan Bloom, Jim Baumuhl, and Brian Slattery.

their performance is measured both in terms of their capacity to operation-
alize the program's goals and in terms of their impact on the youth and
families they serve.

Before addressing the specific changes we propose in the study design,
we would like to stress the importance that future evaluations of the YDB-
funded projects carefully clarify the scope of their particular design to
all participants. Several of the projects are service components within
multi-purpose youth service agencies or are individual projects operating
within the context of a broader youth service network. While the current
evaluation specifically addressed the extent to which these types of
associations increased the overall service capacity of the individual
projects to address the needs of the clients being served, the organiza-
tional goal assessment focused primarily on the way in which the YDB
component addressed the goals of the Runaway Youth Act. For example,
although the parent agency may be extensively involved in local and
national coalitions or service networks, we were interested in such parti-
cipation only if it directly involved those individuals responsible for
delivering services to clients under the Runaway Youth Act grant itself.
This approach was taken in order to facilitate cross-project comparisons.
Suggesting the availability of certain types of non-service related acti-
vities within the YDB-funded component because such activities exist at
the broader agency level would place those projects without such addition-
al organizational and financial support in an unfair, less representative
position. While the current evaluation stressed that our focus was solely
on the implementation of the Runaway Youth Act, feedback from certain pro-
jects within the sample suggest that this type of "fiscal" distinction
between programs is not usually made by project staff. As the findings
from the cost study indicated, the projects operate with resources from
a number of different federal, state and local agencies with the resulting
service programs funded by these resources being closely interrelated.
Often, a single service will address multiple project goals. While an
independent, objective evaluator may be able to isolate that portion of
a project's program that directly relates to the use of its Runaway Youth
Act funding, the project directors and staff find it more difficult to
make these types of distinctions. We suggest that future evaluators work

closely with project staff during the early stages of the study to achieve
general agreement on which areas of a project's general service package
will be addressed within the context of the particular evaluation effort
in question.

ORGANIZATIONAL GOAL ASSESSMENT

As reviewed elsewhere in this document, the organizational goal
assessment measured project performance in terms of a series of assessment
guidelines that captured various aspects of a project's overall organiza-
tional structure and service delivery system. These guidelines covered
aspects of project functioning that related either directly to the opera-
tionalization of a specific goal or to the overall capacity of a project
to fully implement all of its goals, or to achieve what we termed a "well-
functioning" runaway youth service system. The goal-specific guidelines,
which have been summarized in Table 3.1, identified a number of services
that the project directors and other "experts in the field" most frequently
identified as being either essential or supplemental to the successful
implementation of each of the four goals of the Runaway Youth Act. In
addition to these essential services, the guidelines also identified re-
ferral linkages that projects need to establish with certain key service
providers in their communities in order to facilitate client referrals to
and from the project. An additional service procedure, that of a project
receiving the majority of its clients through self-referrals, was also
identified for Goal 1. The generic guidelines, which have been briefly
summarized in Table 3.2, identified those aspects of project functioning
which, when in place and operating properly, provide a sound framework
within which a project can develop an effective, individualized program,
tailored to meet the needs of its client population and its community.
These elements cut across all of a project's goals or program objectives
and define its capacity to deliver needed services in an effective and
appropriate manner, to maintain an efficient organizational and manage-
ment structure, and to develop in a manner that best reflects the changing
needs of its target population.

Table 3.1

Summary of the Goal-Specific Guidelines

| Goal | Essential Services | Supplementary Services | Necessary Service Linkages |
|------|-------------------|------------------------|----------------------------|
| Goal 1: To alleviate the needs of youth during the runaway episode | • outreach<br>• information and referral<br>• intake<br>• temporary shelter (including food)<br>• individual counseling | • family counseling<br>• medical services<br>• legal services<br>• clothing | • police<br>• juvenile court<br>• social services<br>• schools<br>• other runaway centers |
| Goal 2: To reunite youth with their families and to encourage the resolution of intrafamily problems | • individual counseling<br>• family counseling<br>• information and referral | • temporary shelter<br>• advocacy<br>• follow-up<br>• aftercare | • family counseling centers<br>• social service/welfare agencies<br>• other family support agencies |
| Goal 3: To strengthen family relationships and encourage stable living conditions for youth | • individual counseling<br>• family counseling<br>• information and referral<br>• placement counseling<br>• advocacy<br>• follow-up service | • advocacy<br>• aftercare | • local alternative placement facilities<br>• social service agencies<br>• probation departments<br>• local juvenile authorities |
| Goal 4: To help youth decide upon a future course of action | • individual counseling<br>• advocacy services<br>• information and referral<br>• aftercare | • family counseling<br>• group counseling<br>• follow-up services | • educational programs<br>• job placement programs<br>• job training programs<br>• ongoing counseling services |

Table 3.2

Summary of the Generic Guidelines

1. The project shall have a functioning and supportive Board of Directors or Advisory Board.

2. The project shall develop a set of written policy procedures covering administrative as well as service-related issues.

3. The project shall have formal procedures for regularly reviewing staff performance.

4. The project shall have a system for the ongoing and careful supervision of all counseling staff.

5. The project shall maintain at least an adequate communication system among its staff members.

6. The project shall develop and implement a responsive or deliberate planning process.

7. The project shall develop a formal training program for its staff and provide at least a moderate number of in-service training opportunities.

8. The project shall experience low or moderate staff turnover.

9. The project shall maintain a working environment which produces positive staff morale.

10. The project shall develop and implement a workable system for handling referrals both to and from its program.

11. The project shall require that all youth be involved in the development of their own treatment plan.

12. The project shall demonstrate a serious commitment to the concept of youth participation.

The specific changes we propose in the organizational goal assessment guidelines include the following:

- eliminating outreach as an essential service for the operationalization of Goal 1 and redefining this function as a generic guideline;
- eliminating the use of client referral source as a measurement of a project's capacity to operationalize Goal 1;
- redefining follow-up and aftercare service procedures in order to capture a broader range of activities;
- amending the generic guidelines to more adequately allow for differences in project size; and
- adding the use of volunteers as a generic guideline.

The client impact findings found that all of the projects in the evaluation sample achieved a positive impact with roughly 90% of their clients in terms of the indicators identified under Goal 1. A project's ability to adequately address the immediate needs of its clients does not seem to be affected by whether the project conducts direct client outreach or maintains extensive community education programs. As currently stated and interpreted by the projects, the mandate specifically outlined in Goal 1 requires the projects to develop a sufficient capacity to address the needs of youth seeking assistance. No particular aspect of this goal, or any of the other three legislative goals, stipulates that the projects should actively identify potential clients or address the needs of those youth not specifically seeking assistance. However, as the discussion of the projects' local goals presented in Chapter Two illustrated, the majority of projects do not limit their "client population" to those youth seeking temporary shelter or counseling services. Reaching this broader clientele will require that the projects continue to conduct active community education programs and to make every effort to increase their visibility to the general population. Also, with increasing numbers of clients coming to the YDB-funded projects as referrals from other local public and private service providers, the projects will need to interact more closely with other service agencies in the community to make these agencies fully aware of the services they can and cannot

provide. In order for a community service network to function properly, each participant must have a clear understanding of the types of activities the other participants can provide and the types of clients they are best suited to serve. One way to achieve this level of understanding is through an aggressive community education program that involves ongoing contact with other service providers, local civic groups, and neighborhood and parent organizations. Because of the overall importance of outreach activities, we would suggest that the provision of outreach services be included in any further evaluation study as a generic guideline in that its implementation improves a project's capacity to operationalize all aspects of its service program, as opposed to only addressing Goal 1.

While we would suggest that the projects continue to maintain a certain percentage of their available temporary shelter capacity for self-referrals, it is not at all clear that a project which relies heavily on referrals from other public service providers in its community has a reduced capacity to operationalize Goal 1. The client impact sample suggests that the projects are providing services to a much larger percentage of youth who have been referred by the public service sector than had been suggested by the information compiled during the organizational goal assessment. One conclusion to draw from this discrepancy is that the projects continue to view themselves as being accessible to self-referrals; in fact, most projects always have space available to house or provide emergency counseling to these youth. We would suggest that this guideline be reworded to state that the projects should limit the number of public agency referrals they will accept in order to ensure that they maintain an adequate capacity to address the needs of those youth seeking project assistance on their own.

In the organizational goal assessment, a follow-up contact and the provision of aftercare services was defined as occurring after a youth had been formally terminated as a current client by the project's counseling staff. These activities were defined as those services provided by the project to identify the longer-term impacts of its services on both the youth and his or her family, to determine if new problems had developed, and to identify any additional counseling or other support services the client might need. The hypothesis behind the importance

placed on these services was the belief that additional contact by the project following the official termination of services increases the extent to which the projects can assist youth in resolving their problems. Those projects that provide temporary shelter to the majority of their clients usually define termination as the point at which the youth leaves shelter. However, those projects that place less of an emphasis on the provision of shelter have developed a more complicated definition of termination. The projects in this second category tend to provide counseling to clients for a longer period of time, often gradually reducing the frequency of the counseling sessions until the staff feel that the youth, and often his or her parents, are able to successfully resolve their problems without further project assistance. For these projects, "aftercare" services can be considered as being provided before the youth is officially terminated. In developing our definition of follow-up and aftercare, we focused more heavily on the "typical" procedure, and thereby identified certain projects as not providing aftercare or follow-up to their clients. In some instances, this classification was not appropriate in that the principle implied in the general concept of aftercare (i.e., that of providing ongoing assistance following the resolution of the immediate crisis) had been taken into account in the project's total service strategy. We would amend the definition of follow-up and aftercare to refer to those services provided beyond the assistance provided to address the youth's immediate reason for seeking project assistance whether or not they occur after formal termination. In addition, we would suggest that YDB consider establishing a uniform definition as to when termination occurs so that the provision of "aftercare" services can more accurately be measured across all projects funded under the Runaway Youth Act.

Additional feedback from the 20 evaluation sites has also led to a reconsideration of a number of the generic guidelines. In defining project compliance with these guidelines, we tended to emphasize formal relationships or structured procedures that could be observed as being present or absent at the individual project level. Such formal arrangements, however, are more frequently present in larger, more complex organizations than in smaller projects with few paid staff members. The

positive effects on staff morale and job performance provided by regular staff supervision and staff performance reviews, and the consistency in service delivery suggested by written policy procedures and formal case management, might well be achieved on a more informal basis among two or three member staff. Overall, the generic guidelines were found to capture those aspects of project functioning that showed a strong correlation to the performance of the projects studied on certain of the client impact indicators. A comparison of project performance on the generic guidelines and their performance on certain of the client impact indicators found that those projects that successfully implemented all 12 of the generic guidelines were more successful in involving youth in assuming responsibility for future decisions and in assisting the youth in resolving his or her major problem than those projects without these attributes. This finding, therefore, strongly suggests that those projects that maintain a number of formal operating procedures, such as a formal communication system among staff members, regular staff performance reviews, written policy procedures, and staff training opportunities, will have a greater likelihood of achieving greater positive impact with their clients than projects without these features. However, it is important to note that these findings are not fully conclusive. The comparison of project performance on the goal assessment guidelines and the client impact indicators was conducted not among individual projects but among different clusters of projects. Because the comparisons of clusters was based on the average performance of the projects within each cluster, it is likely that a single project within the first grouping might not have performed as well on the client impact indicators as a single project in another grouping. Given this possibility, we cannot state for certain that the projects cannot achieve the positive benefits of these formal organizational and management procedures in a more informal setting. In conducting future process evaluations, especially at those projects with fewer than five paid staff, researchers should realize that the absence of formal mechanisms does not always imply a failure to comply with the broader operating principles suggested by the generic guidelines.

In the course of developing the organizational goal assessment design, we considered three additional generic guidelines which we suggested

might be later included as elements of a "well-functioning" runaway youth project. These three guidelines included the following:

- extensive or moderate use of volunteers to shore up a project's service capacity;
- extensive or moderate participation in local and non-youth service networks; and
- the use of youth as volunteers and as members of the project's policy or advisory board.

For the reasons described below, however, we would suggest that only the first option be included as an additional generic guideline.

Based upon the additional information obtained on project function-ing through the client impact assessment and cost analysis components of the evaluation, we would suggest that future evaluations consider the use of volunteers as a generic guideline. With rare exceptions, the projects funded under the Runaway Youth Act rely heavily on the use of volunteers to expand their service capacity in virtually every aspect of their pro-grams. While the use of volunteers was cited in the organizational goal assessment as having a positive impact on project functioning, this study component did not identify any specific limitations in goal achievement for those projects that did not rely heavily upon volunteers. However, in light of the general findings of the total evaluation, which found projects facing an increasingly complex client population having increas-ingly diverse service needs, it seems clear that the creative use of volun-teers is an option that the projects cannot realistically afford to ignore. Moreover, the impact of volunteer staff noted in the cost analysis was striking: the projects were able, on average, to provide almost 150% more staff hours than their payroll supported through the use of trained volunteers. While projects may feel that the establishment of a core of trained volunteers is time-consuming and may initially detract certain staff from their direct service functions, the benefits of such a system, once in place, far outweigh the initial investment of staff time and energy.

Although the other two additional generic guidelines were also found to be common practices among the majority of projects studied, we have

not suggested that they be included as formal generic guidelines in future evaluation studies. As discussed previously, the current legislative goals do not directly mandate the projects to participate in community networking activities or youth service coalitions.[1] While we would en-courage projects to continue to pursue their activities in these areas, it does not seem advisable to include these functions as additional generic guidelines without first revising the existing goals or focus of the Runaway Youth Act. The final additional generic guideline, that of using youth as volunteers or as members of the project's policy or advisory board, also does not seem to be an appropriate generic guideline at this time. The existing generic guidelines in this area, namely those of in-volving youth in the development of their service plans and maintaining a general commitment to the concept of youth participation, accurately capture the policy directives implied in this third additional generic guideline.

## CLIENT IMPACT ASSESSMENT

Before discussing our recommendations regarding changes in the spe-cific criteria and indicators utilized in future client impact studies, several general comments should be made regarding certain limitations that our experience suggests will be found in all client impact research, and certain specific impact areas our experience suggests will require additional study. Specifically, these issues involved the problems of locating youth for purposes of the follow-up interviews, the need to develop client impact indicators for non-housed youth, and the need to expand the concept of "impact" to include the impact projects have on their communities as well as their clients. In light of these issues, we recommend that the following procedures or conditions be carefully con-sidered in designing all future impact research efforts:

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[1]However, the 1977 amendments did recognize the viability of these associations by expanding the eligibility requirements to include net-works of non-profit agencies.

- Based on our experience, future studies should anticipate
  that a five-week follow-up period will result in at least
  a 50% loss in the client sample. Longer follow-up periods,
  such as two to six months, will most likely result in an
  even lower response rate.
- Future client impact evaluations should focus more direct-
  ly on those youth served by projects that do not receive
  housing, and should develop specific criteria and indica-
  tors that capture the impact of project services on these
  clients in terms of the legislative goals.
- Future studies should expand the concept of project impact
  to include the impact that projects have on their local
  communities. These studies should consider multiple site
  visits to the projects in order to better gauge changes
  in the local youth service system as a result of project
  activities.

First, the evaluation results suggest that those clients receiving
services from runaway youth programs will be difficult subjects on whom
to conduct any long-term follow-up studies. Even with our relatively
short follow-up period of five weeks, close to 50% of the client sample
was not available for the follow-up interviews. Attempts to secure youth
interviews at the time of follow-up were unsuccessful in a number of cases
because the youth was living out of the local area at the time of follow-
up, the youth's location was unknown (i.e., the youth had left the place
he or she had gone following the termination of temporary shelter), the
local interviewer was unable to contact the youth, or for a number of other
unspecific reasons. While the extension of the follow-up period might be
desired from a policy perspective, we would anticipate that the response
rate will decrease even further the longer the follow-up period. Given
the mobility of the client sample (i.e., many youth have a long history
of prior runaway episodes or alternative placements), locating youth for
follow-up interviews will generally be problematic. It should be noted,
however, that the response rate in the current study referred primarily
to housed youth. It is quite probable that youth who receive only coun-
seling and other supportive services from the projects on a non-residential

basis would be more available for follow-up contacts. Regardless of the
client population being studied, however, we would suggest that future
research efforts either anticipate at least a 50% decrease in the client
sample population between termination and follow-up or allocate addi-
tional resources to the specific and time-consuming task of tracking
clients using project staff or local, independent evaluators.

Second, the client impact sample used in the current evaluation was
limited to those youth housed by the projects. While we had originally
hoped to be able to have a sufficient sample of non-housed clients in
order to draw comparisons between the two groups, the limited number of
non-housed youth eventually included in our sample (i.e., 29) prohibited
such an analysis. However, even if a sizable number of non-housed youth
had been included in the sample, much of the research methodology that
was employed was better geared to exploring the impact that projects have
on those youth to whom they provide temporary shelter than on those they
serve on a non-residential basis. For example, many of the indicators
referred to changes the youth experienced "while at the project." This
phrase represents a very different range of activities and period of time
for those youth receiving shelter than for those youth not receiving
shelter. This suggests that a client impact assessment specifically
focusing on those youth who do not receive temporary shelter from the
projects might be needed in order to accurately capture the impact that
projects are having on this particular subset of their client populations.
Such an analysis would, however, be complicated by the diverse nature of
this non-housed client population. As our initial findings indicated,
clients who receive only counseling from the projects share a limited
number of common attributes. In fact, the most striking thing about the
youth we interviewed who were receiving project services on a non-resi-
dential basis was their diversity. Some had run away from home and agreed
to return home while working on their problems. Others came to the pro-
ject for assistance with non-family problems. Still others were exper-
iencing family strains and were contemplating running away. As a group,
non-housed youth seem to receive project services on an ongoing basis for
longer periods of time than do housed youth, and are also more likely
than housed youth to have family involvement in project counseling. These

attributes suggest that client impact studies on this population will need to develop additional impact criteria and indicators in order to more fully capture the impact projects are having on these youth.

Finally, the impact component within the current evaluation focused solely on the impacts projects have on the youth and families who directly receive their services. While the organizational goal assessment discussed the relationship of the project to its local community and to other local service providers, no attempt was made to determine the specific impacts that a runaway youth project has on the quality or quantity of youth services in its area. The major difficulty we encountered in measuring this type of impact was the single data collection site visit we conducted to each project. Basically, the organizational goal assessment allowed for a single snapshot of project functioning as opposed to an ongoing examination of the way in which projects evolve over time. This type of "snapshot" approach was appropriate for the current study, given the breadth of the design and the primary interest in determining the relationship, if any, between the extent to which a project had operationalized the goals of the Runaway Youth Act and the extent to which it had achieved positive impact with its clients in terms of these same four goals. However, the design did not allow for a careful analysis of the extent to which projects affect the total network of youth services in their communities. Before one can measure change, one needs to establish some point of reference. Consequently, future research in this area will need to first obtain key baseline data on the nature of the local youth service community, the identifiable service gaps, and the extent to which projects currently maintain community outreach and education programs. This information can then be compared to the data collected at future points in time. This type of repeated data collection and observation of project functioning on different occasions is essential if one is to capture the full impact of projects on other aspects of their communities.

The present study represents the first effort to systematically measure the impacts of the YDB-funded projects on the youth they serve with respect to the four goals of the Runaway Youth Act. As an exploratory effort, this research study has not been able to refer to any earlier findings regarding the performance of these or similar projects against

these goals. By necessity, then, our findings must be tentative and must set the groundwork for more detailed and definitive studies in the future. In particular, we have no way of determining whether the overall performance level of the 20 projects we studied is better than or below average, or whether it would be possible to improve that performance level over time. In order to develop either expectations about performance levels or formal performance standards, it will be necessary to conduct a series of studies that collect data on the performance of a number of different projects over time.

Future studies will also be needed in order to determine if the longer-term impacts of project services can be captured through a five-week follow-up period. While we believe the data collected during our follow-up interviews do tap the more permanent effects of the projects, additional follow-up data collected at three or six months following the termination of temporary shelter would strengthen these findings. However, as previously discussed, the number of clients who will be successfully contacted at three or six month follow-up interviews will be far fewer than the total number of youth and parents interviewed at the termination of project services. Given this fact, evaluators should extend the data collection period (i.e., expand them from five weeks to eight weeks, for example) so as to ensure an adequate number of cases on which to conduct analyses. The specific number of cases required for a particular analysis will depend on the types of questions the evaluator wishes to answer and the number of variables the study is designed to explore.

We believe that the structured evaluation criteria and indicators developed in the course of this study should be adaptable to the requirements of future research. While the particular indicators designed by BPA are carefully fitted to the interview responses we obtained through the data collection instruments we employed and would probably need to be adapted to the particular questions asked in any future efforts to collect client impact data, the evaluation criteria should provide a useful framework for guiding ongoing research efforts.

The client impact analysis carefully explored the extent to which the values of the different indicators and criteria we utilized moved together, that is, the extent to which one indicator could be used to

stand for or represent program performance in a number of areas. Factor analysis was performed for all of the indicators under each criterion, and again for all of the indicators relating to each of the legislative goals. With several minor exceptions,[1] we found that none of the indicators in any of these groups was highly correlated with any of the others; that is, there is no way to retain all of the information conveyed by each indicator if the number of indicators is reduced.

However, rather than looking at the present evaluation structure as a series of 98 independent indicators that cannot be reduced to any smaller number, it makes sense to view this structure as consisting of responses relevant to 12 basic issues. These include the following:

(Goal 1)  ●  Were the youth's immediate needs met within the first few hours?

(Goal 2)  ●  Were project services helpful in understanding and resolving family problems?

(Goal 2)  ●  Were family problems actually resolved as a result of project services?

(Goal 2)  ●  Were family relationships improved after the youth left temporary shelter?

(Goal 3)  ●  Was the youth's living situation after leaving the project seen as the "best place" for him or her?

(Goal 3)  ●  Was the youth's living situation after leaving the project a stable one?

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[1] Factor analysis did show that the various responses given by the youth about whether family functioning had improved were likely to move together, as were the parents' responses on these indicators for Criterion II-C. In addition, Indicators 3 and 6 under Criterion III-A move together. That is, the parent's perception at termination as to whether the youth's living situation is the "best place" closely parallels the parent's perception of the same issue at follow-up.

(Goal 4)  ●  Were the youth's experiences while at the project designed to help him or her assume responsibility for making decisions about the future?

(Goal 4)  ●  Was the youth, in fact, better able to make decisions about the future as a result of project services?

(Goal 4)  ●  Did the youth's stay at the project increase his or her knowledge of other service providers from whom assistance could be obtained in making future decisions and in addressing problems should they arise?

(Goal 4)  ●  Were non-family problems resolved as a result of project services?

(Overall)  ●  Was the youth's major problem resolved as a result of project services?

(Overall)  ●  Would the youth or parent return to the project for assistance in the future?

These 12 issues, which correspond to our 12 evaluation criteria, are perceived differently by different respondents and are also perceived differently by the same respondent at different times. This variation in perceptions is a natural result of the different roles played by the youth, parent, and counselor in the setting of trying to understand and resolve family conflicts.

In order to choose the most relevant responses on a particular evaluation question, it is helpful to try to clarify the policy issues involved. Thus, for example, after analyzing program performance on Goal 4, the policy maker might want to select a smaller number of indicators to emphasize the Goal 4 findings. The specific indicators selected would depend upon whether the policy maker was more interested in the counselor's perspective, the youth's perspective, or the parent's perspective, and whether the policy maker was more interested in the youth's ability to make decisions at the termination of temporary shelter or in whether that

ability changed over time.[1] Ultimately, if the objective of a particular evaluation is to try to increase the level of success on a given goal or criterion, a single respondent must be selected to indicate whether a youth has achieved success. This selection process is necessary because it will be impossible to improve the youth's performance from the perspective of several observers simultaneously, if the perceptions of different respondents fail to move together, as our findings suggest. For example, if the youth indicated that a particular criterion had been realized but the counselor felt the criterion had not been fully achieved, how would the policy-maker determine if the criterion had or had not been met? For future evaluations of the impact of the National Runaway Youth Program on the clients served, it would be best to frequently compare the perceptions of youth and counselors as to whether a goal has been achieved. The counselor has a perspective on the seriousness of the youth's situation and on how realistic the solutions are that the youth frequently lacks, while the youth's perspective is needed to ensure that the youth really feels that the project was helpful in dealing with the problems that were of most concern to him or her. The specific point of view to be utilized in any specific analysis can only be determined by the policy questions the study is designed to address.

## COST ANALYSIS

The cost analysis performed by Berkeley Planning Associates as part of its evaluation of the National Runaway Youth Program began the process of developing concrete baseline information regarding the costs of providing certain services to clients and the extent to which project resources are used to provide these services. While the study was able to provide this type of baseline data, certain unavoidable features of the current

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[1]Our own bias on this goal, as well as on the other goals that do not directly concern family problems, would be to give less emphasis to the parent's perception, and more emphasis to the youth's and counselor's responses.

design limited the extent to which conclusive findings could be drawn. Specifically, the current cost study collected information from projects for a single, one-month reporting period during August 1978. Consequently, the information presented in the cost study is subject to a certain bias of seasonal fluctuations in the client populations served and the unique demands upon project resources that might occur during a summer month. In order to overcome this bias, we would suggest that future cost studies collect data for at least three one-month periods over the course of a year and base all final cost figures on the average amount projects spend on each of the services for all of the data collection periods.

Second, we relied upon the projects to provide us with summary data of their monthly caseloads during the August reporting period and used this information in determining the per client costs. While we have no reason to suspect that the projects did not submit accurate figures, it is clear that the projects defined their "clients" in different ways. For example, some projects reported a telephone contact as being a "client" contact, while other projects reported only those youth who physically came into the project as being clients. Future studies should establish clear categories for different types of clients, separating the services the projects provide to those clients who telephone for assistance from the services the projects provide to those youth who come into the projects. Also, future evaluators should try to conduct at least one month of the cost analysis data collection during a month when they are also obtaining client impact data. In this way, the evaluator would have an additional source for determining the actual number of clients served by the project during the reporting period.

Finally, the single data collection period did not provide us with sufficient data to make definite statements regarding the average per client cost of providing specific individual services. While we were able to develop estimates of the average costs for providing services for a one-month period to housed and non-housed youth, these average figures would vary substantially depending on the actual service mix that the projects provide to their clients. Determining a more reliable cost per client for each of these client types would, however, require additional, more detailed cost analyses with the objective of identifying the

different service delivery methods, and their associated costs, for all
types of service categories. For example, the current cost study focused
on two distinct ways of providing temporary shelter to runaway youth,
methods that resulted in very different per client costs. Future studies
might want to develop cost comparisons between different approaches to
the provision of individual or family counseling. In addition, future
analyses would want to separate out those one-time counseling contacts
which deal with emergency situations from those which provide basic infor-
mation or referral services. Once this more detailed type of data is
developed, a project director would then be able to use the cost data to
put together a specific service package that would address the needs of
the project's target population yet remain within the project's overall
budget.

APPENDIX A

YDB-CONTRACTED STUDIES ON RUNAWAY YOUTH AND
RUNAWAY YOUTH SERVICE PROGRAMS

Over the past several years, the Youth Development Bureau has funded a number of studies designed to examine the characteristics and service needs of runaway youth. These include the following contracted studies:

● Boone, Young and Associates, Inc., "An Identification of the Special Needs of Runaway Youth Due Primarily to Age, Sex, Race and Ethnicity," 1977. The purpose of this contract was to identify whether subpopulations of runaway youth have special needs and service requirements due to their socio-demographic characteristics, to collect information on the services currently provided by YDB-funded projects to these youth, and to propose other types of services to more effectively serve the special needs of runaways.

● California Youth Authority, "Development of Reporting Requirements for the Projects Funded Under the Runaway Youth Act," 1975. This contract resulted in the development 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, were not being required of the funded projects in recognition of both the level of federal funding awarded to the projects and the extensive staff time that would be needed to compile follow-up data from youth and their parents.

● Educational Systems Corporation, "The Development of a Typology of Runaway Youth Who are Unable or Unwilling to Return to Their Family Setting, to Identify the Services Which are Required to Effectively Address the Needs of These Youth, and to Determine the Additional Services Which Should be Provided Directly by Projects for Runaway Youth and Through Service Linkages," 1976. The purpose of this contract was (1) to develop a typology(s) or classification(s) based upon individual and family characteristics, of runaway youth who are unable or unwilling to return to their family setting, or who repeatedly run away; (2) to identify the unmet service needs of these youth and their families on

both a short- and long-term basis; and (3) to identify those programs and service components which are currently being provided both directly or through referrals to other community agencies which are essential in meeting the needs of these youth and their families.

● National Network of Runaway and Youth Services, "Strategy Paper to Identify the Areas for Prevention at the Project Level for Youth and Families in Crisis," 1977. This contract was designed to develop a strategy paper on the state-of-the-art of preventive services for runaway youth within projects funded under the Runaway Youth Act.

● National Youth Alternatives Project, "An Identification of the Aftercare Needs of Runaway Youth and Their Families and the Services Which are Currently Being Provided, and the Development of Models for the Provision of Such Services Directly by Projects for Runaway Youth and Through Linkages Established with Other Service Agencies in the Community," 1976. The purpose of this contract was to develop models of effective continuing services for youth and their families following crisis stabilization. The crisis is considered stabilized when the urgent needs of clients for shelter and counseling have been met and the focus is shifted to resolving the longer-term needs and problems of runaway youth and their families.

● Opinion Research Corporation, "Comprehensive National Statistical Survey," 1976, mandated by Part B of the Runaway Youth Act. As mandated, 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 the 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.

● UNCO, Inc., "A Survey to Determine the Incidence of Runaway Youth in the United States," 1975-1977. 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 under-reporting of runaway behavior by parents; and to document the methodological problems that are encountered in the conduct of a survey of this type.

APPENDIX B

DATA COLLECTION TECHNIQUES

ORGANIZATIONAL GOAL ASSESSMENT

Data used to answer the questions posed by the organizational goal assessment were gathered by BPA field staff during week-long site visits to each of the 20 projects in our evaluation sample. BPA staff conducted intensive interviews with individuals carrying out the functions of project director, counseling supervisor and community liaison, and distributed self-administered questionnaires to the project's staff. Also, at least three representatives from community agencies with which the project maintained its most important coordination and referral linkages were interviewed. In addition, interviews were conducted with at least one member of the project's advisory board or board of directors and a representative of the project's affiliate or parent organization, if such an organization existed. Brief descriptions of these interviews, highlighting the key information gathered from each instrument, are summarized below.

Project Director Interview

This interview collected information about the project's philosophy, its staffing and management policies, and its organizational structure. This information provided one basis for assessing the project's policy and service capacity to meet the legislative goals, as well as its local goals. The interview was administered to the staff member who had the necessary perspective on project operations to provide these insights. In all instances, this was the project director or coordinator.

Counseling Supervisor Interview

This interview covered the major goal-specific indicators pertaining to service procedures and community linkages. The project staff member with overall case supervision responsibilities or with project oversight of services was identified during the first round of site visits and interviewed during the more intensive data gathering site visit.

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## Community Liaison Interview

This interview provided information concerning the overall community context as well as the project's community education and coordination efforts. It was administered to the individual staff member responsible for or knowledgeable about the complete range of community-related project operations.

## Staff Questionnaire

This self-administered instrument was given to all volunteer and paid staff performing service-related roles. The instrument requested information related to the individual's education, experience and training, as well as his or her attitudes and priorities regarding the project's goals.

## Community Representative Interview

During the first round of site visits, representatives from three community agencies, such as police, schools and social services, were identified and scheduled for an interview during the goal assessment visit. The information collected from the representatives essentially mirrored much of the community-related characteristics and service coordination practices asked during the project director and community liaison interviews. At least three representatives from each community were interviewed. We considered these interviews to represent a sufficient range of respondents so as to efficiently capture key agency and community perspectives. Our approach was to identify and interview those representatives within each community who were most active in the local youth service system.

## Discussion Guide with Board Members

This simple discussion guide was designed to obtain the perception of at least one board member regarding the goals of the project, the range of services the project provided, and the degree to which the board

influenced project operations. In most cases, the discussion guide was administered either to the president of the board or to the board member having the most experience with the project's history and service development.

## Discussion Guide with Affiliate

This instrument was also an informal discussion guide designed to capture the affiliate's perception of the relationship between the larger agency and the YDB-funded runaway youth project. The instrument sought to identify those areas in which the project's particular affiliation enhanced its service capacity and to identify those areas in which some problems existed between the affiliate and the runaway project. Also, the representative from the affiliate was asked to provide a perception of the runaway service component's goals and service objectives.

In addition to these structured interactions with the project's staff and community agencies, BPA field staff spent a number of hours at the project informally observing project procedures and operations relating to both administrative matters and to direct service delivery. As part of this observation, BPA field staff reviewed the project's record keeping procedures by scanning a random sample of individual case files for clarity, completeness, and procedures for ensuring confidentiality. BPA staff also obtained copies of relevant written materials from each site, including the current funding proposal, the current program budget, the project's organizational chart, and any previous written reports and evaluations.

Upon returning from the site visits, each BPA staff member completed a summary catalog designed to extract the key points from the various interview instruments and the informal notes made during the site visit. This catalog included summaries of each service provided by the project and highlighted the project's perception of the legislative goals, the development of additional local program goals, and distinctive elements of the project's organizational and service delivery system. In addition to this written summary of the site visit findings, each staff

member developed a structured narrative for each project highlighting its unique organizational and community factors.

## CLIENT IMPACT ASSESSMENT

The client sample selected for the study consisted of all youth who received temporary shelter from the projects in our evaluation sample and left the temporary shelter system during a five-week study period. This sample of "housed youth" was supplemented at six pre-selected projects by the inclusion of "non-housed" youth." This second group of youth all received project services on more than a one-time drop-in basis and were "terminated" from project services during the study period but were not in need of temporary shelter and, therefore, were not housed by the projects.

The inclusion of non-housed youth in the study was intended to serve several purposes. First, when analyzed separately from the sample of housed youth, the non-housed sample was designed to answer questions about whether this type of client differed from the youth to whom shelter was being provided. We originally viewed the non-housed youth as representing the pre-runaway or preventive cases. It is now clear that this supplementary sample is much more complex. It may include youth who have never run away and are still living at home; youth who are living on the streets or on their own; youth who are staying with friends of relatives because of family problems; or youth who have run away but decide to return and live at home while receiving project services.[1]

The second purpose of the supplementary sample of non-housed youth was to increase the total number of youth in the client samples for those projects that indicated that their total caseload might otherwise be less

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[1]A similar complexity exists within the sample of housed youth, which includes runaways, pushouts, homeless youth awaiting long-term placements, and other types of clients.

than 20 cases over the data collection period. Non-housed youth were included in the study at six of the 20 evaluation sites.[1]

The client impact interviews were conducted by local interviewers hired at each of the 20 evaluation sites. These interviewers were recruited through local graduate and undergraduate programs in the social sciences and counseling fields and through other local contact persons and were interviewed and hired on-site by the BPA staff person assigned to be the liaison for each of the evaluation sites. Criteria for hiring the local evaluators included the following:

- familiarity with the local community;
- direct interview experience and familiarity with research methodology and research techniques;
- possession of a bachelor's degree and, preferably, some graduate training in areas related to human services; and, finally,
- experience in youth-related services.

The hired local interviewer and a project representative from each of the 20 evaluation sites were brought to Berkeley on April 27 and 28, 1978 for an intensive two-day training conference. During this conference, the local interviewers and project liaisons learned about the overall purpose of the National Evaluation of the Runaway Youth Program and about how the client impact data would be used. Each local interviewer also received intensive training in interviewing techniques. Role-playing exercises were used to familiarize the local interviewers with the content and wording of the individual interviews and to provide the interviewers with experience in asking questions and probing for complete answers.

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[1]Contrary to our expectations, the number of non-housed youth included in this study as a result of this supplementary sampling procedure totaled only 29 youth across all six projects. As a result of this low number, we have been able to do very little analysis of non-housed youth as a separate client group.

The BPA data collection design provided multiple support systems for each local interviewer. Not only was each local interviewer given a specific BPA staff person to contact when problems arose, but they were also encouraged to work closely with the project liaison who had attended the training conference. This project liaison was responsible for ensuring that the local interviewer was notified when a youth had been terminated from the project, seeing that informed consent was obtained prior to the conduct of each interview, and resolving any scheduling or communication problems between the local interviewer and the project's counseling staff.

The BPA liaison for each site also played an active role in providing day-to-day support for the local interviewers. BPA staff were contacted by telephone whenever a question arose about whether to include a youth in the study or when difficulties occurred in contacting respondents. In addition, the BPA liaison for each site made a site visit to the project during the data collection period and reviewed completed interviews to determine if there were any obvious problems in the interviewer's procedures for conducting interviews or recording responses. While these procedures generally ensured the smooth collection of the impact data, certain difficulties did emerge during this period.

After all six interviews for a specific case were completed, the local interviewer clearly marked the interview booklets with the BPA case number, removed all client identifiers, and shipped the interview instruments to Berkeley. After receiving the client impact instruments from the field, BPA staff carefully reviewed each interview to ensure that the recorded information was clear, accurate, and unambiguous. A coding scheme was then developed for all of the interviews, and a coding manual was prepared in order to

- facilitate the actual coding of the data;
- minimize the possibility of coding errors;
- efficiently accommodate all of the collected data while retaining a high level of detail; and
- facilitate later stages of data analysis.

At the beginning of October, 12 individuals were recruited and hired to code the data. The coders attended an all-day training session, which consisted of carefully reviewing the content of the interviews, learning coding techniques, and practicing coding using mock client impact questionnaires. The actual coding occurred during the two-week period from October 9 to October 23, 1978, with the coders working under the close supervision of the BPA staff.

The data were then keypunched and verified by a reputable data processing firm. After the data were keypunched onto cards, they were read onto a magnetic tape. The data were then checked again for possible keypunching or coding errors. These numerous reviews of the data were conducted to ensure that the data used for the analyses were of the highest quality and accurately portrayed the impacts of runaway youth programs on the young people they serve.

COST ANALYSIS

All 20 projects being evaluated as part of the National Runaway Youth Program Evaluation were invited to participate in the cost analysis. The Youth Network Council in Chicago was excluded from the sample early in the study because of its unique organizational structure and indirect service functions.[1] Two remaining projects -- Project Contact in New York City and Prodigal House in Denver, Colorado -- failed to submit any cost data to BPA. Therefore, the remaining sample consisted of the following 17 projects:

- Country Roads, Montpelier VT
- Huntington Youth Bureau, Huntington NY
- Second Mile, Hyattsville MD
- Voyage House, Philadelphia PA
- Patchwork, Charleston WV

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[1] An individualized cost study was conducted at the Chicago site and the results reported in Chicago Youth Network Council: Supplemental Report to the National Evaluation of Runaway Youth Projects. (Berkeley Planning Associates: December 15, 1978.)

- Center for Youth Alternatives, Louisville KY
- Oasis House, Nashville TN
- Crossroads, Charleston SC
- Safe Space, Cleveland OH
- Ozone House, Ann Arbor MI
- Pathfinders, Milwaukee WI
- The Greenhouse, New Orleans LA
- Amistad, Albuquerque NM
- YES, University City MO
- Berkeley Youth Alternatives, Berkeley CA
- Open Inn, Tucson AZ
- Skagit Group Ranch Homes, Burlington WA

During the June/July site visits, project staff were instructed in the use of the Time Allocation Form (Example A), the primary instrument used to collect information on staff hours from individual project staff, and the Cost Monitoring Booklet (Example B), which requested information on payroll, non-payroll expenses, project funding, and client statistics for August. Actual data collection began on August 1, 1978 and continued throughout the month. Although projects were encouraged to forward the forms as soon after August 31, 1978 as possible, delays in receiving the information from projects resulted in the actual analysis beginning November 1.

In general, the Time Allocation Forms and Cost Monitoring Booklets submitted by the 17 projects participating in the study were carefully and completely filled out. In those instances where additional information or clarifications were required, phone calls were made by BPA personnel to project staff. The area which showed the greatest inconsistency was in those sections of the Cost Monitoring Booklet which dealt with the number of clients served. While one would expect to find a close correlation between the number of youth a project reported as receiving services and the total number of clients the project accepted for services during the month of August, this was often not the case. This discrepancy is partially due to the different ways in which projects defined clients, with some projects reporting a telephone contact as a "client"

contact, while other projects reported only those youth who physically came into the project seeking assistance. These types of discrepancies were dealt with by taking the average of the two numbers in cases where the information was not in agreement.

**TIME ALLOCATION FORM**    Name _____    PROJECT _____    Status Code _____

B-12

**Instructions:**

1. Not all staff will spend time on all activities. Please indicate the number of hours per day for those activities in which you are directly involved.
2. The hours need not sum to any particular total and should exclude lunch, time off, etc.
3. Please write time in decimals, e.g., two and a half hours as 2.5 rather than 2-1/2.
4. Do not change any categories. If you cannot find a category for what you do, ask your project director for help or phone Gail Charrello or Charles Froland at BPA (415-540-3402).
5. This form should be filled out by (or for) all persons who work directly for the project during the cost monitoring month, including volunteer staff whether or not paid, temporary staff, and consultants to the project.

| Day of Month | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ADMINISTRATIVE | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| CASE MANAGEMENT, SUPERVISION & REVIEW | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| VOLUNTEER RECRUITMENT, TRAINING & SUPERVISION | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| ON-SITE SHELTER MANAGEMENT & COVERAGE | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| OFF-SITE SHELTER MANAGEMENT & COVERAGE | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| COMMUNITY CONSULTATION & COORDINATION | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| LOBBYING & LEGISLATIVE | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| BROAD COMMUNITY EDUCATION EFFORTS | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| EMERGENCY COUNSELING, INFORMATION & REFERRAL SERVICES | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   ALL OTHER EMERGENCY COUNSELING, INFO. & REFERRAL | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| INTAKE | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| INDIVIDUAL COUNSELING | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Youth previously housed ("Aftercare") | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| FAMILY & PARENTS COUNSELING for families of | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Youth previously housed ("Aftercare") | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| GROUP ACTIVITIES | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   GROUP COUNSELING | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth previously housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Other (e.g., parent groups) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   OTHER (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth previously housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Other (e.g., parent groups) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   OTHER (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth previously housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Other (e.g., parent groups) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   ALL OTHER GROUP ACTIVITIES | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth previously housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Youth never housed | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Other (e.g., parent groups) | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| PLACEMENT ACTIVITIES: | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Non housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| SUPPORT & ADVOCACY ACTIVITIES: | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Non-housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   (Specify): | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Non-housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   ALL OTHER SUPPORT & ADVOCACY ACTIVITIES | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|     Non-housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| FOLLOW-UP (not "Aftercare") | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Presently housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|   Non-housed youth | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| OTHER | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

**Status Codes:** R = Regular staff FT or PT; S = Substitute or temporary staff; C = Consultant; RV = Reimbursed or Paid Volunteer; V = Volunteer (no pay).

## COST ANALYSIS GLOSSARY:

**ADMINISTRATIVE:** Includes Clerical, Staff Meetings, Staff Recruitment and Training, Fund-Raising and the Writing of Proposals, Budgeting, Bookkeeping, Meetings with Advisory Boards or Boards of Directors, etc. Evaluation of project services.

**CASE MANAGEMENT, SUPERVISION & REVIEW:** Includes staff meetings involving case review, maintaining project records on cases, and other work related to the client caseload, such as revising treatment plans, etc.

**VOLUNTEER RECRUITING, TRAINING & SUPERVISION:** Time spent locating, screening, training and supervising volunteers.

**SHELTER MANAGEMENT & COVERAGE:** Includes shelter house management, meal preparation, laundry, housecleaning activities, buying household supplies, buying clothing for clients, and other activities required to run and staff the shelter component.

**COMMUNITY CONSULTATION & COORDINATION:** General policies relating the project's caseload to the community, such as establishing service linkages in the community, setting up cooperative working relationships and exchange agreements with agencies such as the Probation Department, County Mental Health Department, other youth crisis projects, and the like.

**LOBBYING & LEGISLATIVE:** National and regional and local runaway networks and coalitions; lobbying and legislative activities; all political activities.

**BROAD COMMUNITY EDUCATION EFFORT:** Activities which bring the project to the attention of the community, as a means of reaching out toward the client population and making the community aware of services available at the project; public relations ("PR"), public speaking engagements such as addressing local PTA or church groups; radio or television appearances; making flyers and posters; publicity events such as dances and other events held to publicize the project; training other members of the community in youth-crisis skills through workshops; and the like.

**EMERGENCY COUNSELING, INFORMATION & REFERRAL SERVICES:** Includes Hot-Line telephone counseling, information and advice, drop-in counseling, crisis interventions, street outreach workers acting as crisis intervention units. Includes most first-time or one-time contacts with the project.

**INTAKE:** In-person initial interview and case evaluation to determine appropriate treatment and assistance. May occur following EMERGENCY COUNSELING, INFORMATION & REFERRAL SERVICES above. Includes initial consultation with other agencies, sorting out family history and present circumstances, and developing a plan for treatment. Does not include class reviews after the initial intake and diagnostic process is completed; time spent on such reviews (e.g., developing a revised service plan) should go under CASE MANAGEMENT, SUPERVISION & REVIEW. Includes any counseling which occurs during intake.

**INDIVIDUAL COUNSELING:** Any one-to-one contact between a client and a member of the project staff. May include work on personal or family problems, but may also include counseling on legal matters, employment opportunities, tutoring or other help with school, or any subject of concern to the youth. Would also include situations in which more than one staff works with a single client. The focus in this category is on the single client. However, as compared to EMERGENCY COUNSELING, INFORMATION & REFERRAL, or to INTAKE, this represents ongoing contact with the youth.

**FAMILY AND PARENT COUNSELING:** Any contact between the client, one or more members of the family, and one or more members of the project staff. May include work on personal or family problems, but may also include legal counseling, employment counseling, or other topics of concern to the family. The youth may or may not be present. Couples counseling thus falls under this category. The focus is on the family. This category represents ongoing contact.

**GROUP ACTIVITIES:** Events such as group counseling, wilderness trips, arts and crafts classes, music classes, movies, picnics, hikes, dances. These events may include only housed clients, only non-housed clients, or may include both housed and non-housed clients. Unlike the BROAD COMMUNITY EDUCATION EFFORT, these events are limited to people directly associated with the project, as opposed to community-wide events. Time spent preparing for the group event should be included, as well as time spent at the actual event.

**PLACEMENT ACTIVITIES:** Efforts made to find either legal foster homes or volunteer foster living situations for the youth. Assistance in obtaining independent living would also be included here, as would efforts which resulted in placement outside the nuclear family, such as with an older married sister or grandparent, and the like. This represents longer-term placements after emergency shelter needs have been met.

**SUPPORT & ADVOCACY ACTIVITIES:** Referral to other sources of services or aid, such as help in finding employment, educational assistance, client advocacy in court, with the schools; medical referrals; transportation; and the like. Unlike the COUNSELING categories, these efforts may involve third persons. Any one-to-one efforts with the youth are defined as COUNSELING. However, SUPPORT & ADVOCACY ACTIVITIES either involve or result from direct contact with the client, as opposed to the more general administrative category of CASE MANAGEMENT, SUPERVISION & REVIEW. Activities such as making a phone call on behalf of a client, going with him or her to court or to school, referring him or her to other agencies, are SUPPORT & ADVOCACY ACTIVITIES.

**FOLLOW-UP:** Brief (often one-time) contacts with former clients, either in person, by telephone, or by mail. May include evaluation of former clients.

**PRESENTLY HOUSED CLIENTS:** Clients who are currently living in the project's shelter facility.

**PREVIOUSLY HOUSED CLIENTS:** Any client who has ever been sheltered at the project in the past but excluding clients presently sheltered.

**NEVER HOUSED CLIENTS:** Clients who have never stayed at the project's shelter facility.

EXAMPLE B

PROJECT NAME: _____

COST MONITORING BOOKLET

Instructions:

1. Please fill in this booklet for the month beginning August 1.

2. Please be sure that all significant costs are included. It is essential that the personnel list include all staff associated with the project, whether or not paid, and that a time sheet for the month be returned for each individual on the personnel list.

3. Please be sure that no costs are double counted.

4. Salaries are to be given before taxes.

5. If your project uses a fringe benefit rate (for funding purposes, etc.) or uses a flat dollar sum for each employee, please indicate either the fringe benefit rate or the flat dollar sum here:

Fringe benefit rate: _____ % or Flat sum amount: $_____ /(month, year)
(CIRCLE ONE)

If your project does not use a fringe benefit rate, and if the fringe benefits are different for different staff, please fill in the dollar amount of fringe benefits for each staff in the column marked FRINGE AMOUNT on the Personnel Form.

Fringe benefits include: health plans; pension plans; life insurance policies; educational/tuition assistance; and the like.

Contents

PAYROLL FORM
NON-PAYROLL EXPENSE FORM
QUANTITIES OF PROJECT SERVICES
SUMMARY FISCAL DATA FORM

BERKELEY PLANNING ASSOCIATES

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PAYROLL FORM                              PROJECT NAME: _____

Instructions: Please fill in this form for all persons associated with the project whether or not they are paid and regardless of source of funding for the position. The listing should include unpaid volunteers ane consultants as well as paid staff. This means that all persons who fill out the Time Allocation Form should appear on this Payroll Form. Show percent time employed at the project, e.g. 100% for fulltime, 50% for halftime, etc. If the fringe amount is not a straight percentage of all project salaries, or the same flat dollar amount for all employees, please enter the dollar fringe amount in the Fringe column. The Gross Pay is the monthly salary before taxes.

| Name | Title | % Time at Project | Status* | Gross Pay for Time Spent At Project | Fringe Amount | BPA Use only |
|------|-------|-------------------|---------|-------------------------------------|---------------|--------------|
|      |       |                   |         |                                     |               |              |
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|      |       |                   |         |                                     |               |              |

*Status categories: R = Regular full- or part-time staff. C = Consultant, usually a professional who may donate or be paid for his or her time. S = Substitute or temporary staff (if one regular staff substitutes for another regular staff because of illness or some other unexpected event, these staff are not coded as S, but as R). RV = Reimbursed volunteer, or volunteers who receive lunch money or transportation expenses. V = Nonpaid volunteer.

NON-PAYROLL EXPENSE FORM

PROJECT NAME:_____

Instructions: Enter ALL Non-Payroll expenses for the cost accounting month. These will include rent or mortgage payments, property taxes if applicable, utilities, telephone bills, purchases of food, groceries and other supplies, office supplies, emergency funds and financial aid to youth, transportation expenditures including car or van payments, insurance payments, gasoline and tolls, and other client-related transportation expenses such as bus tickets home or staff-related transportation expenses such as airfare to workshops and conferences. Please include also all purchased services such as linen services, laundry services, secretarial services, payments to volunteer foster parents, medical or counseling services purchased from another agency, and the like. Finally, also include all donated resources and their estimated value to you. These may include floor space, such as space made available by churches or housing/shelter space made available by volunteers, clothing, food, and the like.

| Item | Purchased (P) or Donated (D) | Monthly Amount |
|---|---|---|
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QUANTITIES OF PROJECT SERVICES        PROJECT NAME:_____

Instructions:

1. For each service provided by the project, please indicate total quantity provided this month.

2. Where two different units are given, please indicate both quantities if possible.

3. Where "average numbers" are requested, please indicate the average number on any given day (or night) this month.

4. Referring to the year Aug. 1, 1977 through July 31, 1978, please estimate the numbers of clients or amounts of services for the heaviest month and for the lightest month (your best guess).

| Service | Units | Quantity This Month | Est. Quantity in Lightest Month | Est. Quantity in Heaviest Month |
|---|---|---|---|---|
| CASE MANAGEMENT, SUPERVISION & REVIEW | Av. no. of youth/day |  |  |  |
| VOLUNTEER RECRUITMENT, TRAINING & SUPERVISION | No. of volunteers |  |  |  |
| ON-SITE SHELTER MGMT & COVERAGE | Av. no. of housed youth/ night |  |  |  |
| OFF-SITE SHELTER MGMT & COVERAGE |  |  |  |  |
| EMERGENCY COUNSELING, INFORMATION & REFERRAL SERVICES | No. of persons |  |  |  |
| INTAKE | No. of youth |  |  |  |
| INDIVIDUAL COUNSELING: Presently housed clients | No. of youth |  |  |  |
| INDIVIDUAL COUNSELING: Clients previously housed ("Aftercare") | No. of youth |  |  |  |
| INDIVIDUAL COUNSELING: Clients never housed | No. of youth |  |  |  |
| FAMILY & PARENTS COUNSELING: Presently housed clients | No. of families |  |  |  |
|  | No. of sessions |  |  |  |
| FAMILY & PARENTS COUNSELING: Clients previously housed ("Aftercare") | No. of families |  |  |  |
|  | No. of sessions |  |  |  |
| FAMILY & PARENTS COUNSELING: Clients never housed | No. of families |  |  |  |
|  | No. of sessions |  |  |  |
| GROUP ACTIVITIES: Presently housed clients | No. of sessions or events |  |  |  |
| GROUP ACTIVITIES: Previously housed clients | No. of sessions or events |  |  |  |
| GROUP ACTIVITIES: Clients never housed | No. of sessions or events |  |  |  |

QUANTITIES OF PROJECT SERVICES, continued

| Service | Units | Quantity This Month | Est. Quantity in Lightest Month | Est. Quantity in Heaviest Month |
|---|---|---|---|---|
| GROUP ACTIVITIES: Other (e.g., parent groups) | No. of sessions or events | | | |
| PLACEMENT ACTIVITIES: Presently housed clients | No. of clients placed | | | |
| PLACEMENT ACTIVITIES: Nonhoused clients | No. of clients placed | | | |
| SUPPORT & ADVOCACY ACTIVITIES: Presently housed clients | No. of clients | | | |
| SUPPORT & ADVOCACY ACTIVITIES: Nonhoused clients | No. of clients | | | |
| FOLLOW-UP (not "Aftercare") | No. of clients | | | |
| | No. of contacts | | | |

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SUMMARY FISCAL DATA FORM                    PROJECT_____

I.   Client Data:

Number of Cases Accepted for Service This Month _____

Numbers of Cases Terminated or Stabilized This Month _____

Total Number of Clients Housted at Project This Month _____
(All clients housed at any time during August)

Total Number of Clients Seen This Month Previously Housed at Project _____
(All clients seen who were housed previous to August)

Total Number of Clients Seen This Month Never Housed at Project _____

II.   Budget Data: Please list all sources of project funding whether or not these funds are YDB funds or other youth-related funds. THESE SHOULD BE ANNUAL FIGURES.

A.   What is your total operating annual budget?   $_____.

B.   Youth-Related Funding:

YDB grant _____

LEAA grant _____

NIMH grant _____

CETA grant _____

Matching funds for YDB grant: Source_____

Amount _____

C.   Other youth-related funding:

SOURCE:_____  Amount:_____

SOURCE:_____  Amount:_____

SOURCE:_____  Amount:_____

III.   Background Data:

The cost monitoring will reflect project expenditures and costs for one month only. In order to determine whether or not the cost monitoring month is representative of "the average month," we would like you to answer the following questions concerning the project's experiences over the past year (1 Aug 1977 - 1 Aug 1978)

SUMMARY FISCAL DATA FORM continued

III. Background Data:

    A. Staff. Please describe changes in the following over the past year (i.e. since Aug. 1977) which have had significant changes in your staff and time allocation.

        1. Changes in number of staff associated with the project. (This may include an increase or decrease in volunteered staff, an increase or decrease in number of paid staff, the addition or loss of a highly skilled or trained staff person such as an M.D. or Project Director, etc.)

        2. Changes in salary levels within the project. If there has been a flat across-the-board salary increase, if certain staff have received raises, if certain staff have received promotions with attendant significant changes in salary level, please describe.

        3. Changes in full-time equivalents (FTEs) and part-time staff. If certain staff have gone from full-time to part-time, or from part-time to full-time, please describe the change and its impact on the project.

    B. Could you please briefly describe the reasons why service volumes this month might be different from other months?

    C. Changes in funding levels. Please describe any significant new sources of funding which may have altered project capabilities, or the loss of expected funding which may also have affected project capabilities.

SUMMARY FISCAL DATA FORM, continued

III. Background Data, continued.

    D. Changes in donated resources. This in not to include volunteer staff time, but rather the donation (or loss) of key space, e.g. church recreation hall space, key non-payroll expenses such as donated lunches or clothing or transportation, and other significant adjustments in donated resources which may affect project capabilities.

    E. Changes in physical facilities, such as new location, additional facilities, etc.

    F. Any other changes in resources, expenditures, and costs in the past year which you feel has significantly affected project capability.

APPENDIX C

SUMMARY OF EVALUATION REPORTS

The following summarizes the major and supplemental reports Berkeley Planning Associates has developed as part of its contract with the Youth Development Bureau to evaluate the National Runaway Youth Program.

● Report #1: Draft Proposal Review Analysis (November 1977)

This document presents the results of the review BPA conducted of the grant proposals submitted by the 127 projects funded by YDB during FY 1977. Through a series of matrices and summary tables, the report highlights a number of aspects of project functioning at all sites, including community context, target area served, client characteristics, budgets, range of services provided, project goals, philosophy or primary focus, and staff attributes.

● Report #2: The National Runaway Youth Program: Overview and Case Studies of Projects Funded by the Youth Development Bureau (December 1977)

This report reviews the summary description of the projects funded under the Runaway Youth Act in light of the additional information obtained through comprehensive site visits to ten of the YDB-funded projects. The report includes detailed case studies on these sites as well as a summary of the changes this additional information had on our initial perceptions of the depth and breadth of the National Runaway Youth Program.

● Report #3: Comprehensive Study Design for the National Evaluation of Runaway Youth Service Projects (March 1978; revised April 1978)

This report presents a detailed discussion of the methodology and analytical approach employed in both the organizational goal assessment and client impact study components of the evaluation. For each component, the report presents the rationale behind the key questions to be addressed, the data collection methods to be employed, and the data analysis plan to be implemented. The data collection instruments are included in the appendices.

- Report #4: <u>Survey Report of On-Site Organizational Goal Assessment of the National Runaway Youth Program</u> (September 1978)

This document includes an overview of the organizational goal assessment including the key policy questions being addressed and the format to be followed in the Draft Special Study Report; a detailed description of the process followed in obtaining the data used in the analysis and the key problems faced during data collection; a brief summary of our initial findings in reviewing the data; and a suggested outline for the Draft Special Study Report on the State-of-the-Field of Runaway Youth Programming.

- Report #5: <u>Draft Special Study Report on the State-of-the-Field of Runaway Youth Programming</u> (October 1978; revised December 1978)

This document summarizes the findings of the organizational goal assessment. The report looks at project perceptions regarding the goals of the Runaway Youth Act, the range of and rationale for the development of specific local goals, and the relationship at the project level between the legislative and local goals. After first looking at the general differences among the projects in terms of their organizational contexts, service delivery and service management systems, and management styles, the report documents the specific performance of the projects in terms of the goal-specific and the generic assessment guidelines. Appendices to the report include the data collection instruments, summaries of each project's capacity to operationalize its goals, a summary of the services provided by the projects, and detailed case studies of each evaluation site.

- Report #6: <u>Survey Report on the Client Impact Study Phase: National Runaway Youth Program Evaluation</u> (October 1978)

This report presents an overview of the client impact component, including the key policy questions being addressed, a detailed description of the process followed in obtaining the client impact data, a description of the various stages in the data analysis process, a discussion of the key problems faced during data collection, and a suggested outline for the final client impact report.

- Report #7: <u>Draft Client Impact Study Report: National Runaway Youth Program Evaluation</u> (January 1979)

This document summarizes the findings of the client impact component, including a profile of the youth served by the 20 runaway projects included in the study and a profile of the services provided to these youth and their families. The report also presents the extent to which the 20 projects accomplished each of the four goals of the Runaway Youth Act with the youth served during the study, and presents an analysis of the fluctuations in client impact associated with variations in client characteristics and the services provided to each client.

In addition to these reports, BPA also produced a series of supplemental reports which covered the two remaining components of the evaluation and highlighted unique aspects of one of the 20 sample sites. These supplemental reports include the following:

- Supplemental Report #1: <u>The YDB Intake and Service Summary Form: Reliability and Overall Suitability</u> (May 1978)

This document includes the findings of our initial analysis of the reliability and validity of the YDB Intake and Service Summary Form. The report highlights the extent to which the Form was found to produce reliable client data and pinpoints those sections of the Form which proved particularly problematic for participants during a mock interview process. Specific revisions to the current Form to improve its reliability are also outlined.

- Supplemental Report #2: <u>Chicago Youth Network Council: Additional Information to the National Evaluation of Runaway Youth Service Projects</u> (December 1979)

This report examines the organizational framework of the Youth Network Council (YNC), one of the 20 projects within our evaluation sample. In general, it was felt that the Youth Network Council represented an important aspect of the National Runaway Youth Program, that of the growing tendency of projects to develop cooperative service networks not only to meet the immediate direct service needs of their clients but also to expand their influence in the general area of youth advocacy. Because

not all of these attributes could be discussed within the framework of
the organizational goal assessment, this supplementary report was developed
to provide additional information regarding the types of services that
networks can provide and the various time constraints required of staff
to develop a network service system.

- Supplemental Report #3: <u>The YDB Intake and Service Summary Form:
  Further Analysis and Review</u> (January 1979)

This report summarizes our findings from the second review of the
YDB ISS Form which compared the responses that the project counselors
recorded on the Form with those provided on the BPA client impact inter-
view instruments. Additionally, this report addressed how the data
gathered by the current YDB Form might best be used in guiding future
changes in the Runaway Youth Program and what types of information can
best be collected through a self-administered questionnaire.

- Supplemental Report #4: <u>Cost Analysis: National Evaluation of
  Runaway Youth Service Projects</u> (January 1979)

This document presents the findings of the cost analysis conducted
in 17 of the 20 evaluation sites. After first presenting those findings
that are most relevant to future program planning, the report outlines
the specific findings at both the national and project-by-project levels.
These include summaries of the various amounts of staff time required to
provide various services, the impact of volunteer time and other donated
resources on a project's total pool of resources, and the comparative
costs of providing different types of services.

APPENDIX D

<u>ORGANIZATIONAL GOAL ASSESSMENT: SUPPORTIVE DATA</u>

LIST OF TABLES

APPENDIX D

TABLE D-1

Perceptions of Legislative Goals[*]

National Runaway Program Evaluation Sites

| Project \ Category | GOAL 1 Alleviating Immediate Needs | GOAL 2 Reuniting Youth With Family | GOAL 3 Promoting Stable Living Arrangements | GOAL 4 Future Course of Action |
|---|---|---|---|---|
| Montpelier | A | C | D | B |
| New York City | B | C | D | A |
| Huntington | A | B | B | D |
| Hyattsville | A | B | D | B |
| Philadelphia | B | B | A | A |
| Charleston, WV | D | D | D | A |
| Louisville | B | C | B | A |
| Nashville | B | B | D | A |
| Charleston, SC | B | B | D | A |
| Cleveland | A | C | D | B |
| Chicago | B | B | D | A |
| Ann Arbor | A | D | D | B |
| Milwaukee | D | D | D | D |
| New Orleans | D | C | D | D |
| Albuquerque | B | C | B | A |
| University City | A | C | B | B |
| Denver | D | A | B | B |
| Berkeley | A | B | D | B |
| Tucson | A | C | D | B |
| Burlington | A | A | D | D |

*See code on following page.

The typology developed to capture the importance individual projects place on each of the four legislative goals include the following classifications:

- Type A: Goal is seen as one of the most important goals of the project.
- Type B: Goal is seen as secondary in importance compared to other goals.
- Type C: Goal is seen as having limited application at the project given the nature of its clientele.
- Type D: Goal is seen as a goal of the project but is not given any priority rating (i.e., is neither more nor less important than other goals).

TABLE D-2

Local Goals

National Runaway Program Evaluation Sites

| Project | Youth Advocacy | | Prevention and Outreach | Networking and Community Resource Building | Other Local Goals |
|---|---|---|---|---|---|
| | Client | System | | | |
| Montpelier | | ✓ | ✓ | | |
| New York | ✓ | ✓ | | ✓ | |
| Huntington | | | ✓ | ✓ | |
| Hyattsville | ✓ | ✓ | ✓ | ✓ | Aftercare |
| Philadelphia | ✓ | ✓ | ✓ | ✓ | |
| Charleston, WV | | | | ✓ | Youth involvement; Follow-up; Volunteer involvement* |
| Louisville | | | ✓ | ✓ | Recreation; Staff development** |
| Nashville | | | | ✓ | Reduce number of repeaters; Help youth develop responsible roles in family and society |
| Charleston, SC | | | | ✓ | Get families into long-term counseling when necessary |
| Cleveland | | ✓ | ✓ | ✓ | |
| Chicago | | ✓ | ✓ | ✓ | |
| Ann Arbor | ✓ | ✓ | ✓ | | Maintain collective structure; be place of "last resort" for youth in crisis |
| Milwaukee | ✓ | | | | Prevention of drug abuse |
| New Orleans | ✓ | ✓ | ✓ | | Provide alternative services to youth |
| Albuquerque | ✓ | | ✓ | | In-depth therapy; assistance for cases of abuse and neglect |
| University City | ✓ | ✓ | | | Educate youth as counselors; provide an alternative to the juvenile justice system |
| Denver | | | | ✓ | Agency survival |
| Berkeley | ✓ | ✓ | ✓ | | Youth employment; developing independent living skills |
| Tucson | ✓ | | | | Provide positive role model for family functioning |
| Burlington | | | ✓ | | Keep status offenders out of the juvenile justice system |

*Project does not see these as local goals per se but rather as "program objectives" that have been developed in light of the legislative goals.

**Project developed these goals in conjunction with the YMCA.

TABLE D-3
Philosophy Guidelines

| Variable / Project | Crisis versus Expanded | Clinical versus Support | Youth Focus/ Family Focus[*] | Shelter versus Non-Shelter |
|---|---|---|---|---|
| Montpelier | Crisis | Support | Youth ✓ | Shelter |
| New York | Expanded | Clinical | Youth | Shelter |
| Huntington | Expanded | Clinical | Youth ✓ | Non-shelter |
| Hyattsville | Crisis | Support | Youth ✓ | Shelter |
| Philadelphia | Crisis | Clinical | Youth ✓ | Shelter |
| Charleston, WV | Crisis | Support | Youth ✓ | Shelter |
| Louisville | Expanded | Support | Youth ✓ | Shelter |
| Nashville | Crisis | Support | Youth ✓ | Shelter |
| Charleston, SC | Crisis | Support | Youth ✓ | Shelter |
| Cleveland | Crisis | Support | Youth | Shelter |
| Chicago | Expanded | Clinical | Youth ✓ | Non-shelter |
| Ann Arbor | Crisis | Support | Youth | Shelter |
| Milwaukee | Crisis | Clinical | Youth | Shelter |
| New Orleans | Crisis | Support | Youth | Shelter |
| Albuquerque | Expanded | Clinical | Youth ✓ | Shelter |
| University City | Crisis | Support | Youth ✓ | Shelter |
| Denver | Crisis | Support | Youth | Shelter |
| Berkeley | Crisis | Clinical | Youth | Shelter |
| Tucson | Crisis | Support | Youth | Shelter |
| Burlington | Crisis | Clinical | Family | Non-shelter |

[*]Youth ✓ indicates that the project considers both the youth and parents as its primary client.

TABLE D-4

Organizational Structure and Project Parameter Guidelines

| Variable / Project | Development Status | Affiliation | Support Project Receives from Affiliate | Project Board | | Number of Beds For Temporary Shelter |
|---|---|---|---|---|---|---|
| | | | | Role of Board | Degree of Influence | |
| Montpelier | New | Component | Substantial | Policy | Minimal | 20 volunteer homes |
| New York City | Established | Affiliated | Substantial | Policy | Influential | 14 beds |
| Huntington | New to Runaway | Affiliated (Pub.) | Substantial | Advisory | Influential | 34 volunteer homes |
| Hyattsville | Established | Free-Standing | -- | Policy | Influential | 7 beds |
| Philadelphia | Established | Component | Minimal | Policy | Influential | 10 volunteer homes |
| Charleston, WV | New | Component | Substantial | Policy | Minimal | 10 beds |
| Louisville | Established | Affiliated | Substantial | Policy | Influential | 16 beds |
| Nashville | New to Runaway | Component | Minimal | Policy | Influential | 9 beds |
| Charleston, SC | New | Affiliated (Pub.) | Minimal | Project has no local policy or advisory board | | 10 beds |
| Cleveland | New to Runaway | Affiliated | Minimal | Policy | Minimal | 12 beds |
| Chicago | Established | Component | Substantial | Policy | Influential | 87 volunteer homes/ 12 beds in shelter |
| Ann Arbor | Established | Affiliated | Minimal | Advisory to Collective | Minimal* | 10 foster homes |
| Milwaukee | Established | Affiliated | Minimal | Policy | Influential | 8 beds |
| New Orleans | Established | Component | Substantial | Policy | Minimal | 16 beds |
| Albuquerque | New | Component | Minimal | Advisory | Minimal | 10 beds |
| University City | Established | Free-Standing | -- | Policy | Influential | 12 beds |
| Denver | New | Affiliated | Minimal | Policy | Minimal | 14 beds |
| Berkeley | Established | Free-Standing | -- | Advisory | Minimal | 10 beds |
| Tucson | New | Free-Standing | -- | Policy | Minimal | 10 beds |
| Burlington | New to Runaways | Component | Minimal | Policy | Influential | 2 foster home beds |

*All decisions regarding administrative policies or service strategies are made by the Ozone House Collective.

D-9

| Variable / Project | Staff | | | Budget* | | |
|---|---|---|---|---|---|---|
| | Paid | Volunteers | Available from Affiliate | Runaway Component | YDB-Grant | Major Non-YDB Funding |
| Montpelier | 3 | 20 | 4 | $ 47,000 | $ 46,000 | School lunch program |
| New York City | 9 | 4 | 7 | $163,000 | $ 73,000 | Private donations |
| Huntington | 6 | 34 | 8 | $ 97,000 | $ 67,000 | Youth Bureau (i.e., the affiliate) |
| Hyattsville | 7-1/2 | 15-20 | -- | $100,000 | $ 68,100 | United Way |
| Philadelphia | 7 | 10-20 | -- | $ 81,000 | $ 73,000 | CETA/private donations |
| Charleston, WV | 7-1/2 | 17 | -- | $102,400 | $ 71,400 | Donations/manpower funds |
| Louisville | 9 | 14 | 37 | $119,750 | $ 75,000 | Dept. Human Serv./ private donations |
| Nashville | 10 | 10 | -- | $143,000 & Vista Vol. | $ 75,000 | Title XX/VISTA |
| Charleston, SC | 8 | 12 | 1 | $103,000 | $ 73,000 | Affiliate: State Dept. Youth Serv. |
| Cleveland | 13 | 10 | -- | $170,000 | $ 85,000 | Cleveland Foundation |
| Chicago | 10 | varies by site | 8 | $231,073** | $133,600 | Private donations |
| Ann Arbor | 9 | 40 | -- | $ 89,700 | $ 70,000 | Catholic Social Services |
| Milwaukee | 11 | 25 | -- | $137,000 | $ 80,000 | County reimburse-ment/United Way |
| New Orleans | 14 | 30 | -- | $188,000 | $ 79,000 | School lunch pro-gram/Title XX |
| Albuquerque | 9 | 3 professionals | -- | $118,000 | $ 73,000 | State Dept. of Human Services/LEAA |
| University City | 13 | 65 | -- | $161,000 | $ 66,000 | United Way |
| Denver | 14 | 2-5 | -- | $190,000 | $ 67,000 | Department of Social Services |
| Berkeley | 9 | 5 | -- | $182,208 | $ 70,104 | CETA/Alameda County Probation Dept. |
| Tucson | 13 | 9 | -- | $151,100 | $ 64,800 | LEAA/City of Tucson |
| Burlington | 4 | -- | 6 | $ 75,000 | $ 26,000 | LEAA |

*All budget figures are Fiscal Year 1978.
**Figure is estimate based on the actual resources (i.e., staff time and donations) agencies participating in the THP spend on providing the program.

**Table D-5**

**Project Management Guidelines**

| Variable / Project | Project Maintains Written Policy Procedures | Project Conducts Regular Staff Performance Reviews | Extent of Staff Supervision | Planning/ Program Development Technique | Overall Staff Communication |
|---|---|---|---|---|---|
| Montpelier | Yes | No | Continuous | Responsive | Adequate |
| New York | Yes | Yes | Continuous | Deliberate | Adequate |
| Huntington | Yes | No | Continuous | Deliberate | Excellent |
| Hyattsville | Yes | Yes | Continuous | Responsive | Excellent |
| Philadelphia | Yes | Yes | Continuous | Deliberate | Adequate |
| Charleston, W.V. | Yes | Yes | Continuous | Deliberate | Excellent |
| Louisville | Yes | Yes | Continuous | Deliberate | Excellent |
| Nashville | Yes | Yes | Continuous | Limited | Adequate |
| Charleston, S.C. | Yes | Yes | Continuous | Limited | Incomplete |
| Cleveland | Yes | Yes | Continuous | Responsive | Adequate |
| Chicago | Yes | Yes | Continuous | Responsive | Excellent |
| Ann Arbor | Yes | Yes | Continuous | Deliberate | Excellent |
| Milwaukee | Yes | Yes | Continuous | Deliberate | Excellent |
| New Orleans | Yes | Yes | Continuous | Responsive | Excellent |
| Albuquerque | Yes | No | Continuous | Responsive | Excellent |
| University City | Yes | Yes | Continuous | Deliberate | Adequate |
| Denver | No | No | Limited | Limited | Incomplete |
| Berkeley | Yes | Yes | Continuous | Deliberate | Incomplete |
| Tucson | Yes | Yes | Continuous | Responsive | Excellent |
| Burlington | Yes | No | Limited | Limited | Adequate |

Table D-6
Staff Characteristics Guidelines

| Variable / Project | Key Hiring Criteria for Counselors | Average Ed. Level of Counseling Staff | Staff Training Program | Staff Turnover | Overall Staff Morale | Use of Volunteers |
|---|---|---|---|---|---|---|
| Montpelier | Philosophy/Skills/Formal Education | B.A. | Moderate | Low | Excellent | Essential |
| New York | Experience/Education/Philosophy | B.A./some college | Extensive | Low | Average | Supportive |
| Huntington | Education/Experience | Master's | Moderate | Low | Excellent | Essential |
| Hyattsville | Philosophy | M.S.W./B.A. | Extensive | Low | Excellent | Essential |
| Philadelphia | Philosophy/Experience/Education | B.A. | Moderate | Low | Excellent | Essential |
| Charleston, W.V. | Philosophy | Range | Extensive | Low | Excellent | Supportive |
| Louisville | Philosophy/Experience | B.A. | Extensive | Moderate | Excellent | Essential |
| Nashville | Education/Experience | M.A. | Moderate | High | Average | Supportive |
| Charleston, S.C. | Experience/Philosophy | B.A./some college | Limited | High | Problems | Essential |
| Cleveland | Philosophy/Experience | Some college | Moderate | Low | Average | Supportive |
| Chicago | Philosophy/Experience | Range | Extensive | Moderate | Excellent | Essential |
| Ann Arbor | Philosophy | B.A. | Moderate | High | Excellent | Essential |
| Milwaukee | Education/Experience | M.S.W./B.A. | Moderate | Low | Excellent | Essential |
| New Orleans | Philosophy/Education | M.S.W. | Moderate | Low | Average | Essential |
| Albuquerque | Youth Experience/Community Knowl. | B.A. | Limited | Moderate | Excellent | Supportive |
| University City | Experience/Philosophy | High School | Moderate | Low | Average | Essential |
| Denver | Experience/Philosophy | M.S.W. | Moderate | Moderate | Problems | Supportive |
| Berkeley | Experience/Affirmative Action | B.A. | Moderate | Low | Average | Supportive |
| Tucson | Experience/Education | M.S.W. | Moderate | Low | Excellent | Supportive |
| Burlington | Education/Experience | M.S.W. | Limited | Low | Excellent | No Volunteers |

Table D-7

Direct Service Procedure Guidelines

| Project | Outreach | | Key Source of Client Referrals | Does Project Have a Consistent 24-Hour Intake? | Time During Which Parents Are Usually Contacted |
|---|---|---|---|---|---|
| | Street Workers Yes/No | Community Education Efforts | | | |
| Montpelier | Yes | Extensive | Self or friends | Yes | 24 hours |
| New York | Yes | Extensive | Other alternative service agencies | Varies | Only called if under 16. 24 hrs. |
| Huntington | Yes | Moderate | Self | Varies | 4 hours |
| Hyattsville | No | Limited | Self | Yes | 15-24 hours |
| Philadelphia | No | Moderate | Self or friends | Varies | 48 hours |
| Charleston, W.V. | No | Moderate | Self | Yes | within 10 hours |
| Louisville | No | Extensive | Self | Yes | within 10 hours |
| Nashville | No | Limited | Juvenile Courts | Yes | 1 hour (state law) |
| Charleston, S.C. | No | Limited | Police & Social Services | Yes | 24 hours |
| Cleveland | No | Extensive | Self | Yes | 24 hours |
| Chicago | Yes | Extensive | Courts & Police | Varies | 2-3 hours |
| Ann Arbor | No | Extensive | Self | Varies | 2-4 hours |
| Milwaukee | No | Moderate | Self | Yes | 1-6 hours |
| New Orleans | No | Moderate | Self | Yes | 24 hours |
| Albuquerque | No | Moderate | Dept. Human Services & Probation | Varies | 24 hours |
| University City | No | Limited | Juvenile Court & Self-referrals | Yes | 1-2 hours |
| Denver | No | Moderate | Social Services & Probation | Yes | 24 hours |
| Berkeley | No | Moderate | Police & Self | Varies | 2-3 hours |
| Tucson | No | Limited | Juvenile Courts | Yes | 24 hours |
| Burlington | No | Moderate | Self & Schools | Yes | 1-2 hours |

| Project \ Variable | Percent of Clients Whose Families Receive Services | Maximum Stay Allowed for Shelter | Average Length of Stay in Shelter | Project Involvement in Placement Process | Project's * Follow-Up Procedures | Project's* Aftercare Program |
|---|---|---|---|---|---|---|
| Montpelier | 80-90% | 90 days | 14-21 days | Moderate | No Formal Procedures | In-house |
| New York | Less than 1/3 | 30 days | 30 days | Extensive | No Formal Procedures | In-house |
| Huntington | 50% | 14 days | 5-6 days | Moderate | Formal | In-house |
| Hyattsville | 65-75% | 30 days | 8-10 days | Moderate | No Formal Procedures | |
| Philadelphia | 70% | 14 days | 2-3 days | Extensive | Formal | Referral |
| Charleston, W.V. | 80% | 14 days | 4 days | Moderate | Formal | In-house |
| Louisville | 60-70% | 14 days | 4 days | Moderate | Formal | Referral |
| Nashville | 95% | 30 days | 14 days | Moderate | Formal | In-house |
| Charleston, S.C. | 50% | 7 days | 3-4 days | Moderate | Formal | In-house |
| Cleveland | 50% | 14 days | 7 days | Extensive | Formal | In-house |
| Chicago | 90% | 30 days | 3-4 days | Extensive | Formal | In-house |
| Ann Arbor | 75% | 14 days | 3 days | Moderate | Formal | Referral |
| Milwaukee | 65-70% | 14 days | 5 days | Moderate | Formal | In-house |
| New Orleans | 50% | 30 days | 10 days | Extensive | No Formal Procedures | Limited Program |
| Albuquerque | 40% | 30 days | 16 days | Extensive | Formal | In-house |
| University City | 50% | 14 days | 12 days | Extensive | Formal | Limited Program |
| Denver | 50% | 21 days | 14 days | Limited | No Formal Procedures | Limited Program |
| Berkeley | 80% | 30 days | 14 days | Extensive | No Formal Procedures | Referral |
| Tucson | 50% | 7 days | 3-4 days | Moderate | Formal | Limited Program |
| Burlington | 90% | 30 days | 7 days | Extensive | No Formal Procedures | In-house |

*Aftercare and follow-up services refer to the additional counseling and support services projects provide their clients following the resolution of the immediate crisis episode. For most projects, these services occur after the youth has left temporary shelter. However, a number of projects, such as the evaluation sites in Burlington, WA, and Huntington, NY, which serve a sizable number of youth on a non-housed basis, the point of termination is not as clearly defined. Consequently, much of the activities considered as "aftercare" or "follow-up" by projects operating temporary shelter facilities are provided non-housed youth prior to termination.

Table D-8

Community and Client Characteristics Guidelines

| Project | Project Location | Client Characteristics* | | Key Community Barriers |
|---------|------------------|-------------------------|---|------------------------|
| | | Most Common Placement | Unique Client Features Cited by Projects | |
| Montpelier | Rural-Small Town | Return Home | 50% from single parent families | Few placement options. Non-cooperative social service agency. |
| New York City | Urban | Out-of-Home | 80% minority; 70% from single parent families | Non-responsive public service system. Laws relating to 16-18 year olds. |
| Huntington | Suburban | Return home | Mostly white, working class youth from problem families | Limited placement options. Basically few problems. |
| Hyattsville | Suburban | Return Home | Mostly white middle class runaways from local area | Limited money for placements. Past problem with juvenile justice system. |
| Philadelphia | Urban | Return Home | 66% black, most from poor families | Lack of placement resources. Problematic relations with police. |
| Charleston, WV | Rural | Return Home | 63% are runaways, mostly local youth | Conservative laws/public attitudes. Few placement options. |
| Louisville | Urban | Return Home | 58% are previous runaways; 25% are black | Conservative community. Deinstitutionalization very low. Strict licensing. |
| Nashville | Urban | Return Home | 80% are females; mostly runaways from local area | Strict regulations for runaway house. Cannot do outreach. Very conservative. |
| Charleston, SC | Urban | Return Home | Sizable number from military families | Few resources for youth services. Isolated from other runaway services. |
| Cleveland | Urban | Out-of-Home | 40% black; "difficult inner city youth" | Public agency in-fighting. Limited placement options. |
| Chicago | Urban | Return Home | Varies among YNC's eight participating sites | Out-dated foster care regulations/no regulations for temporary shelters. |
| Ann Arbor | Urban | Return Home | 72% female; 86% runaways from local area | DSS not helpful in making placements. Local "Harboring Law" |
| Milwaukee | Urban | Return Home | Roughly 1/4 to 1/3 minority youth; 25% are child abuse victims | Lack of interim/long term placement. |
| New Orleans | Urban | Return Home | 75% come from single parent families; 30% black | Uninterested local public service agencies. |
| Albuquerque | Urban | Out-of-Home | 50% Chicano; 80% are previous runaways | Shortage of mid-term placements. Problems regarding deinstitutionalization. |
| University City | Suburban | Return Home | Mostly runaways from local area; 80% white | No particular difficulties. |
| Denver | Urban | Return Home | 90% are runaways from local area | Lack of mid-term shelter facilities/state fiscal crisis. |
| Berkeley | Urban | Return Home | 36% minority; majority local runaway youth | Proposition 13. City youth service division competitive with BYA. |
| Tucson | Urban | Return Home | Mostly runaways from local area; military, transient families | Transient community. Lack of shelter options. Problems with schools. |
| Burlington | Rural | Return Home | Mostly runaways from local area | Confusion around new system for status offenders. |

*These characteristics were reported by the project staff often based on profiles developed on last year's client population as well as the staff's impressions of their client population.

D-15

Table D-8, continued

| Project \ Variable | Network Affiliations | | Extent of Network Participation | Key Service Linkages Developed For All Goals | Quality of Existing Service Linkages |
|---|---|---|---|---|---|
| | Local Types | Non-Local Types | | | |
| Montpelier | Human Services | State Childcare Association and YSBs | Moderate | Yes | Solid |
| New York City | Youth Advocacy/ Substance Abuse | Youth Alternatives Services/Runaways | Moderate | Yes | Solid |
| Huntington | Interagency Coordinating Council | Youth Alternatives Services | Moderate | Yes | Solid |
| Hyattsville | Alternative Services/ Residential Care | Runaway Network | Extensive | Yes | Solid |
| Philadelphia | - | Youth Service/Runaways | Extensive | Yes | Solid |
| Charleston, WV | Youth Services | Youth Workers/Runaways | Extensive | Yes | Solid |
| Louisville | - | Juv. Justice/Youth Altern. Services/Runaways | Extensive | Yes | Solid |
| Nashville | Emergency Services | Childcare Agencies/ Juvenile Justice | Moderate | Yes | Solid |
| Charleston, SC | Youth Alternatives | Runaways | Moderate | Yes | Solid |
| Cleveland | - | Juvenile Justice/Status Offenders | Moderate | Yes | Solid |
| Chicago | Youth Services/ Alternative Services | Youth Services Bureau/Juv. Jus./Altern. Serv./Runaways | Extensive | Yes | Solid |
| Ann Arbor | - | Runaways/Alternative Services | Extensive | Yes | Solid |
| Milwaukee | Alcoholism/Hotline & Crisis/Child Prostitution/Youth Services | Runaways | Moderate | Yes | Solid |
| New Orleans | Alternative Services | Runaways | Extensive | Yes | Solid |
| Albuquerque | Group Home Assn. Children's Lobby | Runaways/Youth Services | Moderate | Yes | Solid |
| University City | Child Abuse/Neglect | Youth Services/Childcare/ Runaways | Extensive | Yes | Solid |
| Denver | Youth Services | - | Moderate | Yes | Solid |
| Berkeley | Youth Services/Youth Employment/Community-Based Services | Runaways | Extensive | Yes | Solid |
| Tucson | Children/Family Services | Runaways | Extensive | Yes | Solid |
| Burlington | Youth Services | Child Care Association | Moderate | Yes | Solid |

Table D-9

Youth Participation Guidelines

| Variable / Project | Project Involves Youth in Developing Own Plan | Project Includes Youth on Project Advisory/Policy Board | Youth Used as Volunteers | Overall Commitment to Youth Participation |
|---|---|---|---|---|
| Montpelier | Yes | No | Yes | Substantial |
| New York | Yes | Yes | Yes | Substantial |
| Huntington | Yes | Yes | No | Moderate |
| Hyattsville | Yes | Yes | Yes | Substantial |
| Philadelphia | Yes | No | Yes | Substantial |
| Charleston, W.V. | Yes | Yes | Yes | Moderate |
| Louisville | Yes | Yes | Yes | Substantial |
| Nashville | Yes | No | Yes | Moderate |
| Charleston, S.C. | Yes | No | No | Moderate |
| Cleveland | Yes | No | Yes | Moderate |
| Chicago | Yes | Yes | Yes | Substantial |
| Ann Arbor | Yes | Yes | Yes | Substantial |
| Milwaukee | Yes | Yes | No | Moderate |
| New Orleans | Yes | No | Yes | Moderate |
| Albuquerque | Yes | Yes | No | Moderate |
| University City | Yes | Yes | Yes | Substantial |
| Denver | No | No | No | Limited |
| Berkeley | Yes | Yes | No | Substantial |
| Tucson | Yes | Yes | Yes | Moderate |
| Burlington | Yes | No | No | Limited |

Table D-10

Summary of the Goal-Specific Guidelines

I. GOAL SPECIFIC GUIDELINES FOR GOAL 1: TO ALLEVIATE THE NEEDS OF
YOUTH DURING THE RUNAWAY EPISODE

A. Service Capacity

1. The project shall establish adequate capacity to provide the
following services:

   - outreach;
   - information and referral;
   - intake;
   - temporary shelter (including food); and
   - individual counseling.

2. In addition, the following services have been identified as
supplementary services, which will assist a project in achiev-
ing Goal 1:

   - family counseling;
   - medical services;
   - legal services; and
   - clothing.

B. Service Procedures

1. The project shall maintain referral and coordination linkages with
all of its key referral sources, including:

   - police;
   - juvenile courts/probation;
   - social services;
   - schools; and
   - other runaway centers/crisis intervention units.

2. The project shall receive the majority of its clients from
self-referrals, referrals from other youth, or referrals
from other community-based youth-serving agencies.

II. GOAL SPECIFIC GUIDELINES FOR GOAL 2: TO REUNITE THE YOUTH WITH
FAMILIES AND TO ENCOURAGE THE RESOLUTION OF INTRAFAMILY PROBLEMS

A. Service Capacity

1. The project shall establish adequate capacity to provide the
following essential services:

   - individual counseling;
   - family counseling; and
   - information and referral services.

2. In addtion, the following services have been identified as
supplementary services, which will assist a project in achiev-
ing Goal 2:

   - temporary shelter;
   - advocacy;
   - follow-up; and
   - aftercare.

B. Service Procedures

The project shall maintain referral and coordination linkages
with those agencies offering extended support to parents and
families, including:

   - family counseling centers;
   - social service and welfare agencies; and
   - other family support agencies.

III. GOAL-SPECIFIC GUIDELINES FOR GOAL 3: TO STRENGTHEN FAMILY RELATIONSHIPS AND TO ENCOURAGE STABLE LIVING CONDITIONS FOR YOUTH .

A. Service Capacity

1. The project shall establish adequate capacity to provide the following essential services:

   ● individual counseling;
   ● family counseling;
   ● information and referral services;
   ● placement counseling and advocacy; and
   ● follow-up services.

2. In addition, the following services have been identified as supplementary services, which will assist a project in achieving Goal 3:

   ● advocacy; and
   ● aftercare.

B. Service Procedures

   The project shall maintain referral and coordination linkages with those community agencies involved in providing long-term, out-of-home placements for youth, including:

   ● local alternative placement facilities;
   ● social service agencies; and
   ● probation departments and local juvenile court authorities.

IV. GOAL-SPECIFIC GUIDELINES FOR GOAL 4: TO HELP YOUTH DECIDE UPON A FUTURE COURSE OF ACTION

A. Service Capacity

1. The project shall establish adequate capacity to provide the following essential services:

   ● individual counseling;
   ● advocacy services;
   ● information and referral; and
   ● aftercare.

2. In addition, the following services have been identified as supplementary services which will assist a project in achieving Goal 4:

   ● family counseling;
   ● group counseling; and
   ● follow-up services.

B. Service Procedure.

   The project shall maintain referral and coordination linkages with community agencies that can provide assistance to youth in resolving a wide range of problems, including:

   ● educational programs;
   ● job placement programs;
   ● job training programs; and
   ● ongoing counseling services.

Table D-11

Project Capacity to Operationalize Goal 1

| | Essential Services | | | | | Supplemental Services | | | | Service Procedures* | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Outreach | Intake | Shelter | Individual Counseling | Information & Referral | Family Counseling | Medical Care | Legal Services | Clothing | 1 | 2 |
| **Group A: Projects which meet all requirements for operationalizing Goal 1** | | | | | | | | | | | |
| Ann Arbor, MI | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Burlington, WA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Cleveland, OH | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Charleston, WV | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Louisville, KY | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Milwaukee, WI | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Montpelier, VT | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| New Orleans, LA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| New York City | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Philadelphia, PA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| **Group B: Projects which provide all essential services, but lack some other requirements** | | | | | | | | | | | |
| Chicago, IL** | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |
| Huntington, NY | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | ✓ |
| Tucson, AZ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |
| University City, MO | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | 0 |
| **Group C: Projects which lack some essential services** | | | | | | | | | | | |
| Albuquerque, NM | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |
| Berkeley, CA | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |
| Charleston, SC | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | ✓ | ✓ | 0 |
| Denver, CO | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |
| Hyattsville, MD | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | |
| Nashville, TN | 0 | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 |

*Service Procedure 1: Project maintains referral and coordination linkages with all of its key referral sources.

Service Procedure 2: Project receives a majority of its clients from self-referrals, referrals from other youth, or referrals from other community-based youth-serving agencies.

**Services listed under the Chicago project apply to those provided by West Town Community Services, one of the eight agencies participating in the Youth Network Council's YDB-funded Temporary Housing Project.

Key: ✓ = Service capacity or procedure in place

0 = Service capacity or procedure limited or lacking

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Table D-12

Project Capacity to Operationalize Goal 2

| | Essential Services | | | | Supplemental Services | | | | Service Procedure |
|---|---|---|---|---|---|---|---|---|---|
| | Individual Counseling | Family Counseling | Information & Referral | Shelter | Advocacy | Aftercare | Follow-Up | | Maintenance of Community Linkages |
| **Group A: Projects which meet all requirements for operationalizing Goal 2** | | | | | | | | | |
| Albuquerque, NM | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Ann Arbor, MI | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Berkeley, CA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Charleston, SC | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Charleston, WV | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Chicago, IL* | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Cleveland, OH | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Huntington, NY | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Louisville, KY | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Milwaukee, WI | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Philadelphia, PA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| **Group B: Projects which provide all essential services, but lack other requirements** | | | | | | | | | |
| Burlington, WA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | | ✓ |
| Denver, CO | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | 0 | | ✓ |
| Hyattsville, MA | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | | ✓ |
| Montpelier, VT | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | | ✓ |
| Nashville, TE | ✓ | ✓ | ✓ | ✓ | 0 | ✓ | ✓ | | ✓ |
| New Orleans, LA | ✓ | ✓ | ✓ | ✓ | 0 | 0 | ✓ | | ✓ |
| New York City | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | | ✓ |
| Tucson, AZ | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | ✓ | | ✓ |
| University City | ✓ | ✓ | ✓ | ✓ | ✓ | 0 | ✓ | | ✓ |

Key: ✓ = Service capacity or procedure in place

0 = Service capacity or procedure limited or lacking

*Services listed under the Chicago project apply to those provided by West Town Community Services, one of eight agencies participating in the Youth Network Council's YDB-funded Temporary Housing Project.

## Table D-13

### Project Capacity to Operationalize Goal 3

| | Essential Services | | | | | Supplementary Services | | Service Procedures |
|---|---|---|---|---|---|---|---|---|
| | Individual Counseling | Family Counseling | Follow-Up | Information & Referral | Placement | Advocacy | Aftercare | Existence of Community Linkages |
| **Group A: Projects which meet all requirements for operationalizing Goal 3** | | | | | | | | |
| Albuquerque, NM | √ | √ | √ | √ | √ | √ | √ | √ |
| Ann Arbor, MI | √ | √ | √ | √ | √ | √ | √ | √ |
| Charleston, SC | √ | √ | √ | √ | √ | √ | √ | √ |
| Charleston, WV | √ | √ | √ | √ | √ | √ | √ | √ |
| Chicago, IL* | √ | √ | √ | √ | √ | √ | √ | √ |
| Cleveland, OH | √ | √ | √ | √ | √ | √ | √ | √ |
| Huntington, NY | √ | √ | √ | √ | √ | √ | √ | √ |
| Louisville, KY | √ | √ | √ | √ | √ | √ | √ | √ |
| Milwaukee, WI | √ | √ | √ | √ | √ | √ | √ | √ |
| Nashville, TN | √ | √ | √ | √ | √ | √ | √ | √ |
| Philadelphia, PA | √ | √ | √ | √ | √ | √ | √ | √ |
| **Group B: Projects which provide all essential services, but which lack other requirements** | | | | | | | | |
| Tucson, AZ | √ | √ | √ | √ | √ | √ | 0 | √ |
| University City, MO | √ | √ | √ | √ | √ | √ | 0 | √ |
| **Group C: Projects which lack some essential service** | | | | | | | | |
| Berkeley, CA | √ | √ | 0 | √ | √ | √ | √ | √ |
| Burlington, WA | √ | √ | 0 | √ | √ | √ | √ | √ |
| Denver, CO | √ | √ | 0 | √ | 0 | √ | 0 | √ |
| Hyattsville, MD | √ | √ | 0 | √ | √ | √ | √ | √ |
| Montpelier, VT | √ | √ | 0 | √ | √ | √ | √ | √ |
| New Orleans, LA | √ | √ | 0 | √ | √ | √ | 0 | √ |
| New York City | √ | √ | 0 | √ | √ | √ | √ | √ |

Key:  √ = Service capacity or procedure in place

0 = Service capacity or procedure limited or lacking

*Services listed under the Chicago project apply to those provided by West Town Community Services, one of the eight agencies participating in the Youth Network Council's YDB-funded Temporary Housing Project.

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## Table D-14

### Project Capacity to Operationalize Goal 4

| | Essential Services | | | | Supplementary Services | | | Service Procedure |
|---|---|---|---|---|---|---|---|---|
| | Individual Counseling | Advocacy | Information & Referral | Aftercare | Family Counseling | Group Counseling | Follow-Up | Maintenance of Community Linkages |
| **Group A: Projects which meet all requirements for operationalizing Goal 4** | | | | | | | | |
| Albuquerque, NM | √ | √ | √ | √ | √ | √ | √ | √ |
| Charleston, WV | √ | √ | √ | √ | √ | √ | √ | √ |
| Louisville, KY | √ | √ | √ | √ | √ | √ | √ | √ |
| Milwaukee, WI | √ | √ | √ | √ | √ | √ | √ | √ |
| Nashville, TN | √ | √ | √ | √ | √ | √ | √ | √ |
| **Group B: Projects which provide all essential services, but which lack other requirements** | | | | | | | | |
| Ann Arbor, MI | √ | √ | √ | √ | √ | 0 | √ | √ |
| Berkeley, CA | √ | √ | √ | √ | √ | √ | 0 | √ |
| Burlington, WA | √ | √ | √ | √ | √ | √ | 0 | √ |
| Charleston, SC | √ | √ | √ | √ | √ | 0 | √ | √ |
| Chicago, IL* | √ | √ | √ | √ | √ | 0 | √ | √ |
| Cleveland, OH | √ | √ | √ | √ | √ | 0 | √ | √ |
| Huntington, NY | √ | √ | √ | √ | √ | 0 | √ | √ |
| Hyattsville, MD | √ | √ | √ | √ | √ | 0 | √ | √ |
| Montpelier, VT | √ | √ | √ | √ | √ | 0 | √ | √ |
| New York City | √ | √ | √ | √ | √ | 0 | √ | √ |
| Philadelphia, PA | √ | √ | √ | √ | √ | 0 | √ | √ |
| **Group C: Projects which lack some essential services** | | | | | | | | |
| Denver, CO | √ | √ | √ | 0 | √ | √ | 0 | √ |
| New Orleans, LA | √ | √ | √ | 0 | √ | √ | 0 | √ |
| Tucson, AZ | √ | √ | √ | 0 | √ | √ | √ | √ |
| University City, MO | √ | √ | √ | 0 | √ | √ | √ | √ |

Key:  √ = Service capacity or procedure in place

0 = Service capacity or procedure limited or lacking

*Services listed under the Chicago project apply to those provided by West Town Community Services, one of the eight agencies participating in the Youth Network Council's YDB-funded Temporary Housing Project.

Table D-15

Summary of the Generic Guidelines

A.  Essential Guidelines

1.  The project shall have a functioning and supportive Board of
    Directors or Advisory Board.

    -- Board shall be perceived by the staff as an essential part
       of the project.
    -- Board members shall demonstrate a familiarity and under-
       standing of the project's goals and service delivery system.
    -- Board shall meet regularly with the majority of Board
       members in attendance.
    -- Board shall make decisions which have direct influence on
       the project's development.

2.  The project shall develop a set of written policy procedures
    covering administrative as well as service-related issues.

3.  The project shall have formal procedures for regularly reviewing
    staff performance.

    -- Project director and/or counseling supervisor shall meet
       at least once a year with individual staff members to
       discuss the quality and consistency of their work.
    -- Performance reviews shall provide staff with an opportunity
       to provide the project director and/or Board members with
       specific feedback regarding overall project functioning.

4.  The project shall have a system for the ongoing and careful
    supervision of all counseling staff.

    -- Written case records shall regularly be reviewed by the
       project director or counseling supervisor.
    -- All active cases shall be reviewed by at least one other
       staff member.
    -- Regular staff briefings shall be held to discuss the
       progress of all clients.
    -- Project shall develop all other practices, written or
       verbal, necessary to ensure the counseling staff is
       given adequate support.

5.  The project shall maintain at least an adequate communication
    system among its staff members.

    -- Complete orientation of all new staff to the project's
       goals and operating procedures shall be provided by the
       project.

    -- All staff shall be kept well informed as to changes or addi-
       tions to the goals of the project.
    -- Regular staff meetings shall be held, with all staff fully
       participating.
    -- Project's internal communication system shall be designed to
       effectively deal with communication problems when they occur.
    -- Project director shall utilize formal and informal communica-
       tion mechanisms to communicate policies and procedures to the
       staff.
    -- Project's record-keeping system shall be well maintained and
       include detailed descriptions of all services provided to
       each client.

6.  The project shall develop and implement a responsive or deliberate
    planning process.

    -- Project shall have a formal mechanism for planning (i.e.,
       some staff member and/or board committee is designated as
       being responsible for developing the project's planning
       process).
    -- Staff input shall be formally sought in developing a new
       program.
    -- Project's planning mechanism shall be designed to respond
       to new funding sources as they emerge either on the national
       or local level or shall be designed to systematically
       determine the community's unmet needs and develop a program
       to address these needs.

7.  The project shall develop a formal training program for its staff
    and provide at least a moderate number of in-service training
    opportunities.

    -- Project shall maintain a formal orientation program and
       frequently schedule ad hoc training seminars.
    -- Project shall budget resources to provide staff financial
       assistance to attend training conferences and seminars.

8.  The project shall experience low or moderate staff turnover.

    -- Project shall experience limited staff changes during the
       program year.

9.  The project shall maintain a working environment which produces
    positive staff morale.

    -- Staff shall support each other and shall understand each
       other's roles and functions.

-- Project director shall place an emphasis on creating opportunities for staff to have input into project policy decisions.

10. The project shall develop and implement a workable system for handling referrals both to and from its program.

-- Project shall develop clear procedures for contacting or being contacted by other relevant service agencies.
-- Project shall develop specific procedures to transport youth between itself and other service agencies.
-- Referrals shall be made or received in a manner which ensures the continuity of care for the client (i.e., the use of "staffings").
-- When appropriate, the project shall follow up on clients to see that they have arrived safely at the agency to which they have been referred.

11. The project shall require that all youth be involved in the development of their own treatment plan.

-- Youth shall work with the counseling staff in identifying their problems, discussing service options, and selecting an appropriate course of action.
-- Counseling staff shall not make any final decisions regarding a youth's service plan without first discussing the plan with the youth.

12. The project shall demonstrate a serious commitment to the concept of youth participation.

-- Project shall develop and maintain at least one mechanism through which youth can directly participate in the project's operations other than as a client.
-- Optional: Project director and staff shall consider youth participation to be a "local goal" of the project.
-- Optional: Staff shall spend time and energy training and supervising youth volunteers.

B. Additional Guidelines

The following procedures have been identified as additional guidelines which, while not required, will assist a project in achieving a well-functioning system:

- the extensive or moderate use of volunteers to shore up a project's service capacity;
- extensive or moderate participation in local and non-local youth service networks; and
- the use of youth as volunteers and as members of the project's policy or advisory board.

Table D-16

Project Capacity To Achieve a Well-Functioning System

| Projects \ Guidelines* | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Montpelier | 0 | 1 | 0 | 1 | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 1 |
| New York | 1 | 1 | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 2 |
| Huntington | 1 | 1 | 0 | 1 | 2 | 1 | 1 | 1 | 2 | 1 | 1 | 1 |
| Hyattsville | 1 | 1 | 1 | 1 | 2 | 1 | 2 | 1 | 2 | 1 | 1 | 2 |
| Philadelphia | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 2 |
| Charleston, W.V. | 0 | 1 | 1 | 1 | 2 | 1 | 2 | 1 | 2 | 1 | 1 | 1 |
| Louisville | 1 | 1 | 1 | 1 | 2 | 1 | 2 | 1 | 2 | 1 | 1 | 2 |
| Nashville | 1 | 1 | 1 | 1 | 1 | 0 | 1 | 0 | 1 | 1 | 1 | 1 |
| Charleston, S.C. | 0 | 1 | 1 | 1 | 1 | 0 | 0 | 0 | 0 | 1 | 1 | 1 |
| Cleveland | 0 | 1 | 1 | 1 | 1 | 0 | 1 | 1 | 1 | 1 | 1 | 1 |
| Chicago | 1 | 1 | 1 | 1 | 2 | 1 | 2 | 1 | 2 | 1 | 1 | 2 |
| Ann Arbor | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 0 | 2 | 1 | 1 | 2 |
| Milwaukee | 1 | 1 | 1 | 1 | 2 | 1 | 1 | 1 | 2 | 1 | 1 | 1 |
| New Orleans | 0 | 1 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| Albuquerque | 0 | 1 | 0 | 1 | 2 | 1 | 0 | 1 | 2 | 1 | 1 | 1 |
| University City | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 2 |
| Denver | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 |
| Berkeley | 0 | 1 | 1 | 1 | 0 | 1 | 1 | 1 | 1 | 1 | 1 | 2 |
| Tucson | 0 | 1 | 1 | 1 | 2 | 1 | 1 | 1 | 2 | 1 | 1 | 1 |
| Burlington | 1 | 1 | ** | ** | 1 | 0 | ** | 1 | 2 | 1 | 1 | 0 |
| Number of times guideline not met | | | 5 | 2 | | 5 | 3 | 3 | 2 | 0 | 1 | 2 |

*Guidelines

1. board influence
2. written policy procedures
3. regular performance reviews
4. staff supervision
5. staff communication system
6. planning
7. staff training
8. staff turnover
9. staff morale
10. referral linkages
11. youth participation in own program
12. overall commitment to youth participation

**Because of the relatively small number of paid staff at the Burlington project, these generic guidelines, as currently worded, do not apply in this case.

APPENDIX E

CLIENT IMPACT ASSESSMENT:  SUPPORTIVE DATA

LIST OF TABLES

APPENDIX E

**Preceding page blank**                E-3

Table E-1

Dimensions of the Client Impact Data Set for Housed Youth

| Project | Number of Housed Youth in the BPA Sample | Number of Youth with Completed CT Interview | Number of Youth with Completed YT Interview | Number of Youth with Completed PT Interview | Number of Youth with Completed CF Interview | Number of Youth with Completed YF Interview | Number of Youth with Completed PF Interview |
|---|---|---|---|---|---|---|---|
| Montpelier | 6 | 6 | 6 | 4 | 6 | 6 | 4 |
| New York City | 19 | 19 | 7 | 1 | 19 | 1 | 1 |
| Huntington | 2 | 2 | 2 | 1 | 2 | 2 | 1 |
| Hyattsville | 18 | 18 | 14 | 5 | 17 | 8 | 5 |
| Philadelphia | 8 | 8 | 1 | 0 | 7 | 0 | 0 |
| Charleston, WV | 16 | 16 | 12 | 10 | 16 | 7 | 9 |
| Louisville | 17 | 15 | 13 | 2 | 16 | 3 | 1 |
| Nashville | 16 | 15 | 6 | 2 | 15 | 0 | 0 |
| Charleston, SC | 17 | 17 | 14 | 7 | 17 | 9 | 5 |
| Cleveland | 18 | 18 | 18 | 14 | 18 | 8 | 11 |
| Chicago | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| Ann Arbor | 4 | 4 | 3 | 2 | 4 | 2 | 2 |
| Milwaukee | 22 | 22 | 15 | 9 | 22 | 9 | 7 |
| New Orleans | 18 | 18 | 15 | 7 | 18 | 9 | 7 |
| Albuquerque | 10 | 10 | 7 | 5 | 9 | 3 | 2 |
| St. Louis | 31 | 31 | 25 | 18 | 31 | 18 | 18 |
| Denver | 21 | 21 | 4 | 2 | 21 | 1 | 1 |
| Berkeley | 5 | 5 | 2 | 0 | 3 | 1 | 0 |
| Tucson | 26 | 26 | 17 | 14 | 26 | 12 | 12 |
| Burlington | 3 | 3 | 3 | 1 | 3 | 1 | 1 |
| TOTAL | 278 | 275 | 185 | 105 | 271 | 101 | 88 |

Key:  CT - Counselor at Termination
      YT - Youth at Termination
      PT - Parent at Termination
      CF - Counselor at Follow-Up
      YF - Youth at Follow-Up
      PF - Parent at Follow-Up

E-5

Table E-1, cont.

| Data Source | | | (n) | % |
|---|---|---|---|---|
| Youth at Termination Question 35 | d. | Individual or family counseling referrals made by project (N=184) | | |
| | | Yes | 40 | 22 |
| | | No | 144 | 78 |
| Youth at Follow-Up Question 12 | e. | Contact with referral agencies suggested by project within five weeks of termination (N=98) | | |
| | | Yes | 23 | 24 |
| | | No | 21 | 21 |
| | | No referral | 54 | 55 |
| Counselor at Termination Question 1 | 7. | Characteristics of Counselor for Each Youth Served | | |
| | a. | Counselor's age (N=271) | | |
| | | Under 21 | 9 | 3 |
| | | 21-30 | 180 | 66 |
| | | Over 30 | 82 | 30 |
| Counselor at Termination Question 1 | b. | Counselor's sex (N=275) | | |
| | | Male | 128 | 47 |
| | | Female | 147 | 53 |
| Counselor at Termination Question 2 | c. | Educational level of counselor (N=270) | | |
| | | No bachelor's degree | 50 | 19 |
| | | Bachelor's degree | 121 | 45 |
| | | Master's degree in field related to counseling | 86 | 32 |
| | | Master's degree in non-related field | 13 | 5 |

Table E-2

Profile of Housed Youth

| Data Source | | | (n) | % |
|---|---|---|---|---|
| Total | | | 278 | 100 |
| YDB ISSF* Question 7a | 1. | Sex (N=278) | | |
| | | Male | 123 | 44 |
| | | Female | 155 | 56 |
| YDB ISSF Question 7b | 2. | Age (N=274) | | |
| | | 9-12 | 11 | 4 |
| | | 13-14 | 72 | 26 |
| | | 15-16 | 125 | 46 |
| | | 17-18 | 65 | 24 |
| | | Over 18 | 1 | -- |
| YDB ISSF Question 7c | 3. | Race (N=273) | | |
| | | American Indian/Alaskan native | 4 | 1 |
| | | Asian or Pacific Islander | 1 | -- |
| | | Black/Negro -- not of Hispanic origin | 59 | 22 |
| | | Caucasian/White -- not of Hispanic origin | 184 | 67 |
| | | Hispanic | 25 | 9 |
| Youth at Termination Question 6a | 4. | Previous Runaway Incidents as Reported by Youth (N=174) | | |
| | | None | 52 | 30 |
| | | One or two | 54 | 31 |
| | | Three-five | 34 | 20 |
| | | Six-ten | 20 | 11 |
| | | More than ten | 14 | 8 |
| YDB ISSF Question 8a | 5. | Prior Juvenile Justice Involvement (N=260) | | |
| | | Never arrested | 151 | 58 |
| | | Arrested for status or criminal offense [1] | 109 | 42 |

Cont.

*Intake and Service Summary Form

[1] The condition of the data did not allow us to distinguish between types of arrests.

Table E-2, cont.

| Data Source | | | (n) | % |
|---|---|---|---|---|
| Counselor at Termination Question 6 | 6. | **Living Situation Before Arrival at Project** (N=268) | | |
| | | Home with single parent or step-parent | 62 | 23 |
| | | Home with two parents and/or step-parents | 102 | 38 |
| | | Home with foster parent(s) | 15 | 6 |
| | | Home with other relative(s) or guardian(s) | 16 | 6 |
| | | Group home, secure institution, or other non-family setting | 40 | 15 |
| | | On own or with friends | 26 | 10 |
| | | Other | 7 | 3 |
| YDB ISSF Question 4 | 7. | **Client Status** (N=275) | | |
| | | Away from home without parental permission (runaway) | 121 | 44 |
| | | Pushed out of home | 45 | 16 |
| | | Away from home by mutual agreement | 55 | 20 |
| | | Contemplating run | 4 | 1 |
| | | Other | 50 | 18 |
| YDB ISSF Question 5d | 8. | **Distance Ran** (N=133) | | |
| | | Less than 10 miles | 77 | 58 |
| | | Between 10 and 50 miles | 29 | 22 |
| | | 50 miles or more | 27 | 20 |
| YDB ISSF Question 5e | 9. | **Jurisdiction From Which Ran** (N=137) | | |
| | | Same county | 88 | 64 |
| | | Different county, same state | 30 | 22 |
| | | Different state | 19 | 14 |
| Counselor at Termination Question 7 | 10. | **Referral Source** (N=271) | | |
| | | Self or friend | 85 | 31 |
| | | Parent | 11 | 4 |
| | | Juvenile justice system | 67 | 25 |
| | | Other public agency | 62 | 23 |
| | | Private agency | 20 | 7 |
| | | Project outreach | 13 | 5 |
| | | Other | 13 | 5 |

Cont.

Table E-2, cont.

| Data Source | | | (n) | % |
|---|---|---|---|---|
| YDB ISSF Question 9c | 11. | **Employment Status of Parents** (N=194) | | |
| | | At least one parent employed | 154 | 79 |
| | | All parents homemakers or retired | 18 | 9 |
| | | All parents unemployed or on public assistance | 22 | 11 |
| Counselor at Termination Question 12 | 12. | **Primary Problem, as Reported by Counselor** (N=263) | | |
| | | Parents or guardians | 138 | 52 |
| | | Other family members | 2 | 1 |
| | | School | 1 | -- |
| | | The law | 8 | 3 |
| | | Friends | 7 | 3 |
| | | Sex | 6 | 2 |
| | | Job or job skills | 4 | 2 |
| | | Behavioral or psychological problem | 42 | 16 |
| | | Other | 55 | 21 |
| Youth at Termination Question 11 | 13. | **Primary Problem, as Reported by Youth** (N=177) | | |
| | | Parents or guardians | 112 | 63 |
| | | Other family members | 4 | 2 |
| | | School | 2 | 1 |
| | | The law | 5 | 3 |
| | | Friends | - | - |
| | | Sex | 4 | 2 |
| | | Job or job skills | 13 | 7 |
| | | Behavioral or psychological problem | 7 | 4 |
| | | Other | 30 | 17 |
| YDB ISSF Question 2 | 14. | **Existence of Physical or Sexual Abuse** (N=278) | | |
| | | Sexual or physical abuse reported | 43 | 16 |
| | | Sexual or physical abuse feared by youth | 20 | 7 |
| | | Sexual or physical abuse not reported as one of five major problems | 215 | 77 |

Cont.

Table E-2, cont.

| Data Source | | | (n) | % |
|---|---|---|---|---|
| Counselor at Termination Question 50 | 15. | **Youth Motivation Relative to Other Youth Served** (N=272) | | |
| | | More motivated | 94 | 35 |
| | | About the same | 85 | 31 |
| | | Less motivated | 93 | 34 |
| Counselor at Termination Question 51 | 16. | **Family Motivation Relative to Other Families Served** (N=272) | | |
| | | More motivated | 43 | 24 |
| | | About the same | 52 | 29 |
| | | Less motivated | 55 | 31 |
| | | Mixed -- some family members more, some less | 27 | 15 |
| Counselor at Termination Question 13 | 17. | **Severity of Youth's Situation Relative to Other Youth Served** (N=273) | | |
| | | Less serious | 47 | 17 |
| | | About as serious | 125 | 46 |
| | | More serious | 101 | 37 |

Table E-3

Services Received by Housed Youth

| Data Source | | | (n) | % |
|---|---|---|---|---|
| Counselor at Termination Question 3 | 1. | **Length of Time in Temporary Shelter** (N=274) | | |
| | | One night | 36 | 13 |
| | | Two-seven nights | 108 | 39 |
| | | Eight-14 nights | 74 | 27 |
| | | 15-21 nights | 23 | 8 |
| | | 22-28 nights | 10 | 4 |
| | | Over 28 nights | 23 | 8 |
| Counselor at Termination Question 14a | 2. | **Services Received Prior to Termination** | | |
| | | a. Individual counseling (N=275) | | |
| | | Yes | 259 | 94 |
| | | No | 16 | 6 |
| Question 15a | | b. Group counseling (N=275) | | |
| | | Yes | 176 | 64 |
| | | No | 99 | 36 |
| Question 16a | | c. Family counseling (N+275) | | |
| | | Yes | 102 | 37 |
| | | No | 173 | 63 |
| Question 17 | | d. Employment assistance (N+274) | | |
| | | Yes | 43 | 16 |
| | | No | 231 | 84 |
| Question 18 | | e. Medical services (N=273) | | |
| | | Yes | 74 | 27 |
| | | No | 199 | 73 |
| Question 19 | | f. Legal services (N+274) | | |
| | | Yes | 36 | 13 |
| | | No | 238 | 87 |
| Question 20 | | g. Educational services (N+275) | | |
| | | Yes | 35 | 13 |
| | | No | 240 | 87 |
| Question 21 | | h. Transportation services (N=275) | | |
| | | Yes | 135 | 49 |
| | | No | 140 | 51 |

Cont.

Table E-3, cont.

| Data Source | | (n) | % |
|---|---|---|---|
| Counselor at Termination Question 22 | i. Financial assistance (N=275)<br>Yes<br>No | <br>60<br>215 | <br>22<br>78 |
| Counselor at Termination Question 26 | 3. Youth's Family Had Contact With Project (N=275)<br><br>Yes<br>No | <br><br>156<br>119 | <br><br>57<br>43 |
| Counselor at Termination Question 14c | 4. Number of Individual Counseling Sessions Received Prior to Termination (N=254)<br><br>One-three<br>Four-ten<br>Eleven-20<br>More than 20 | <br><br>96<br>111<br>33<br>14 | <br><br>38<br>44<br>13<br>6 |
| Counselor at Termination Question 16c | 5. Number of Family Counseling Sessions Received Prior to Termination (N=100)<br><br>One<br>Two-three<br>Four or more | <br><br>48<br>36<br>16 | <br><br>48<br>36<br>16 |
| Counselor at Follow-Up Question 1 | 6. Aftercare Services Received<br><br>a. Contact with project after termination (N=271)<br>Yes<br>No | <br><br><br>135<br>136 | <br><br><br>50<br>50 |
| Counselor at Follow-Up Question 5 | b. Individual counseling received from project after termination (N=270)<br>Yes<br>No | <br><br><br>47<br>223 | <br><br><br>17<br>83 |
| Counselor at Follow-Up Question 5 | c. Family counseling received from project after termination (N=270)<br>Yes<br>No | <br><br>17<br>253 | <br><br>6<br>94 |

Cont.

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Table E-4

Criteria and Indicators for Goal 1

I. **Accomplishment of Goal 1: To Alleviate the Needs of Youth During the Runaway Episode**

**Criterion I-A.** Did the project respond to the youth's immediate need for shelter within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for shelter was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for shelter was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for shelter. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for shelter.

**Criterion I-B.** Did the project respond to the youth's immediate need for food within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for food was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for food was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for food. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for food.

**Criterion I-C.** Did the project respond to the youth's immediate need for counseling or support within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for counseling or support was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for counseling or support was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for counseling or support. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for counseling or support.

**Criterion I-D.** Did the project respond to the youth's immediate need for medical help within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for medical help was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for medical help was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for medical help. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for medical help.

**Criterion I-E.** Did the project respond to the youth's immediate need for legal help within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for legal help was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for legal help was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for legal help. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for legal help.

**Criterion I-F.** Did the project respond to the youth's immediate need for transportation within the first few hours after the youth's arrival at the project?

    **Indicator 1:** The youth reported that his or her immediate need for transportation was met within the first few hours.
        Data Source: Youth Termination Question 8.

    **Indicator 2:** The project staff reported that the youth's immediate need for transportation was met within the first few hours.
        Data Source: Staff Termination Question 10.

    Indicator 1 is applicable to all youth who reported an immediate need for transportation. Indicator 2 is applicable to all cases where staff reported the youth had an immediate need for transportation.

Table E-5

Performance on Goal 1:

To Alleviate the Needs of Youth During the Runaway Episode

| Were the youth's immediate needs met within the first few hours after arrival at the project? | N= Youth With Need | Percent Youth With Need Met |
|---|---|---|
| **Criterion I-A: Shelter** | | |
| Indicator 1: Youth at Termination | 161 | 95 |
| Indicator 2: Counselor at Termination | 268 | 96 |
| **Criterion I-B: Food** | | |
| Indicator 1: Youth at Termination | 112 | 92 |
| Indicator 2: Counselor at Termination | 215 | 95 |
| **Criterion I-C: Counseling** | | |
| Indicator 1: Youth at Termination | 132 | 86 |
| Indicator 2: Counselor at Termination | 240 | 93 |
| **Criterion I-D: Medical Help** | | |
| Indicator 1: Youth at Termination | 21 | 57 |
| Indicator 2: Counselor at Termination | 25 | * |
| **Criterion I-E: Legal Help** | | |
| Indicator 1: Youth at Termination | 27 | 44 |
| Indicator 2: Counselor at Termination | 27 | 56 |
| **Criterion I-F: Transportation** | | |
| Indicator 1: Youth at Termination | 31 | 36 |
| Indicator 2: Counselor at Termination | 54 | 32 |
| **Criterion I-G: Financial Assistance** | | |
| Indicator 1: Youth at Termination | 40 | 20 |
| Indicator 2: Counselor at Termination | 28 | 43 |
| **Criterion I-H: Clothing** | | |
| Indicator 1: Youth at Termination | 44 | 41 |
| Indicator 2: Counselor at Termination | 47 | 51 |

*Data available for fewer than 25 cases.

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Criteria and Indicators for Goal 2

II. Accomplishment of Goal 2: To Facilitate the Resolution of Intrafamily Problems

Criterion II-A. Were project services viewed as being helpful in understanding and resolving family problems?

Indicator 1: At the termination of temporary shelter, the youth reported that being at the project had helped him or her and his or her family understand and work out problems.
Data Source: Youth Termination Question 28.

Indicator 2: At the termination of temporary shelter, the parent reported that the project had helped the family understand and work out problems.
Data Source: Parent Termination Question 16.

Indicator 3: At the time of the follow-up interview, the youth reported that services received from the project or another referral agency had helped him or her and his or her family understand and work out problems.
Data Source: Youth Follow-Up Question 25.

Indicator 4: At the time of the follow-up interview, the parent reported that services from the project or another referral agency had helped the family understand and work out problems.
Data Source: Parent Follow-Up Question 23.

Indicators 1 and 3 are applicable to all youth in the client sample who reported family problems. Indicators 2 and 4 are applicable to all youth in the client sample where parents reported family problems.

---

Criterion II-B. Was progress made in resolving the youth's family problem(s)?

Indicator 1: At the termination of temporary shelter, the youth reported that his or her family problem(s) had been somewhat or completely resolved.
Data Source: Youth Termination Question 27.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's family problem(s) had been somewhat or completely resolved.
Data Source: Staff Termination Question 31.

Indicator 3: At the termination of temporary shelter, the youth's parent reported that the family problem(s) had been somewhat or completely resolved.
Data Source: Parent Termination Question 15.

Indicator 4: At the time of follow-up interview, the youth reported that his or her family problem(s) had been somewhat or completely resolved.
Data Source: Youth Follow-Up Question 23.

Indicator 5: At the time of the follow-up interview, the project staff reported that the youth's family problem(s) had been somewhat or completely resolved.
Data Source: Staff Follow-Up Question 14.

Indicator 6: At the time of the follow-up interview, the youth's parent reported that the youth's family problem(s) had been somewhat or completely resolved.
Data Source: Parent Follow-Up Question 19.

Indicators 1 and 4 are applicable to all youth in the client sample who reported family problems. Indicators 2 and 5 are applicable to all youth in the client sample where staff reported family problems. Indicators 3 and 6 are applicable to all youth where parent reported family problems.

---

Criterion II-C. Have family relationships improved since the youth left the project?

Indicator 1: At the time of the follow-up interview, the youth reported that he or she felt better about his or her family.
Data Source: Youth Follow-Up Question 24.

Indicator 2: At the time of the follow-up interview, the parent reported that he or she felt better about the youth.
Data Source: Parent Follow-Up Question 21.

Indicator 3: At the time of the follow-up interview, the parent reported that he or she felt better about family relations.
Data Source: Parent Follow-Up Question 22.

Indicator 4: At the time of the follow-up interview, the youth reported that at least one agreement made with his or her parents had been kept.
Data Source: Youth Follow-Up Question 19.

Indicator 5: At the time of the follow-up interview, the parent reported that at least one agreement made with the youth had been kept.
Data Source: Parent Follow-Up Question 15.

Indicator 6: At the time of the follow-up interview, the youth reported that he or she spent more time with his or her family.
Data Source: Youth Follow-Up Question 22.

## Table E-7

### Performance on Goal 2: To Reunite Youth with Their Families and to Encourage the Resolution of Intrafamily Problems

| Criteria/Indicators | Percent Positive Outcomes | N= Number of Cases Where Indicator is Defined |
|---|---|---|
| **II-A: Were Services Helpful?** | | |
| Indicator 1: Youth at Termination | 81 | 156 |
| Indicator 2: Parent at Termination | 50 | 88 |
| Indicator 3: Youth at Follow-Up | 67 | 92 |
| Indicator 4: Parent at Follow-Up | 44 | 80 |
| **II-B: Was Progress Made in Resolving Family Problems?** | | |
| Indicator 1: Youth at Termination | 61 | 158 |
| Indicator 2: Counselor at Termination | 62 | 243 |
| Indicator 3: Parent at Termination | 63 | 94 |
| Indicator 4: Youth at Follow-Up | 72 | 94 |
| Indicator 5: Counselor at Follow-Up | 76 | 70 |
| Indicator 6: Parent at Follow-Up | 71 | 75 |
| **II-C: Have Family Relationships Improved?** (Responses at Follow-Up) | | |
| Indicator 1: Youth Felt Better About Family | 62 | 91 |
| Indicator 2: Parent Felt Better About Youth | 55 | 73 |
| Indicator 3: Parent Felt Better About Family | 51 | 70 |
| Indicator 4: Youth Said At Least One Agreement Kept | 88 | 43 |
| Indicator 5: Parent Said At Least One Agreement Kept | 61 | 36 |
| Indicator 6: Youth Said More Time Was Spent With Family | 50 | 82 |
| Indicator 7: Parent Said More Time Was Spent With Family | 35 | 75 |
| Indicator 8: Youth Said Easier to Talk Over Problems with Parents | 51 | 82 |
| Indicator 9: Parent Said Easier to Talk Over Problems with Youth | 45 | 72 |

## Table E-8

### Variations in Success on Criterion II-A, Indicator 1, According to Key Client and Service Characteristics

| Performance on Criterion II-A, Indicator 1: Did being at the project help the youth and family understand and work out problems? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| **Entire Client Impact Sample** | 156 | 81 |
| **1. By Sex** (N=156) | | |
| a. Female | 89 | 85 |
| b. Male | 67 | 75 |
| Chi Square Significance Level = .14 | | |
| **2. By Family Motivation Relative to Other Families Served** (N=94) | | |
| a. More motivated | 29 | 90 |
| b. About the same | 37 | 81 |
| c. Less motivated | 28 | 93 |
| Chi Square Significance Level = .03 | | |
| **3. By Length of Stay in Temporary Shelter** (N=153) | | |
| a. One night | 20 | 75 |
| b. Two to seven nights | 58 | 76 |
| c. Eight to 14 nights | 43 | 88 |
| d. Over 14 nights | 32 | 81 |
| Chi Square Significance Level = .41 | | |
| **4. By Family Contact with Project** (N=153) | | |
| a. No | 47 | 70 |
| b. Yes | 106 | 85 |
| Chi Square Significance Level = .06 | | |

cont.

Table E-8, cont.

| Performance on Criterion II-A, Indicator 1 | Number of Cases | Percent Success |
|---|---|---|
| 5. By Participation in Family Counseling (N=153) | | |
| a. No | 82 | 73 |
| b. Yes | 71 | 89 |
| Chi Square Significance Level = .03 | | |

Table E-9

Variations in Success on Criterion II-B, Indicator 1,
According to Key Client and Service Characteristics

| Performance on Criterion II-B, Indicator 1: Were the youth's family problems somewhat or completely resolved? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 158 | 61 |
| 1. By Sex (N=158) | | |
| a. Female | 89 | 65 |
| b. Male | 69 | 57 |
| Chi Square Significance Level = .35 | | |
| 2. By Previous Runaway Incidents (N=150) | | |
| a. None | 47 | 66 |
| b. One or two | 48 | 54 |
| c. Three to 50 | 55 | 67 |
| Chi Square Significance Level = .33 | | |
| 3. By Living Situation Before Arrival at Project (N=152) | | |
| a. One natural or step-parent | 39 | 69 |
| b. Two natural or step-parents | 71 | 59 |
| c. Foster parent(s), group home, or secure institution | 21 | 67 |
| d. With other relatives, on own or with friends, or other | 21 | 48 |
| Chi Square Significance Level = .38 | | |
| 4. By Client Status (N=155) | | |
| a. Away from home without parental permission (runaway) | 72 | 57 |
| b. Pushed out of home | 22 | 64 |
| c. Away from home by mutual agreement | 32 | 59 |
| d. Other | 29 | 72 |
| Chi Square Significance Level = .53 | | |

Cont.

Table E-9, cont.

| Performance on Criterion II-B, Indicator 1 | Number of Cases | Percent Success |
|---|---|---|
| 5. By Family Motivation Relative to Other Families Served (N=96) | | |
| a. More motivated | 30 | 80 |
| b. About the same | 37 | 49 |
| c. Less motivated | 29 | 59 |
| Chi Square Significance Level = .07 | | |
| 6. By the Severity of the Youth's Situation, Relative to Other Youth (N=154) | | |
| a. More serious | 46 | 54 |
| b. Less serious or about the same | 108 | 65 |
| Chi Square Significance Level = .30 | | |
| 7. By Length of Stay in Temporary Shelter (N=155) | | |
| a. One night | 19 | 74 |
| b. Two to seven nights | 60 | 52 |
| c. Eight to 14 nights | 43 | 58 |
| d. Over 14 nights | 33 | 76 |
| Chi Square Significance Level = .08 | | |
| 8. By Family Contact with Project (N=155) | | |
| a. No | 41 | 51 |
| b. Yes | 108 | 66 |
| Chi Square Significance Level = .12 | | |
| 9. By Participation in Family Counseling (N=155) | | |
| a. No | 84 | 55 |
| b. Yes | 71 | 69 |
| Chi Square Significance Level = .10 | | |

Table E-10

Variations in Success on Criterion II-B, Indicator 2,

According to Key Client and Service Characteristics

| Performance on Criterion II-B, Indicator 2: Were the youth's family problems somewhat or completely resolved? (Counselor at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 243 | 62 |
| 1. By Primary Problem, As Reported by Youth (N=159) | | |
| a. Family problem | 111 | 73 |
| b. Non-family problem | 48 | 52 |
| Chi Square Significance Level = .02 | | |
| 2. By Youth Motivation Relative to Other Youth Served (N=240) | | |
| a. More motivated | 82 | 72 |
| b. About the same | 79 | 64 |
| c. Less motivated | 79 | 49 |
| Chi Square Significance Level = .01 | | |
| 3. By Length of Stay in Temporary Shelter (N=242) | | |
| a. One night | 31 | 39 |
| b. Two to seven nights | 97 | 59 |
| c. Eight to 14 nights | 66 | 76 |
| d. Over 14 nights | 48 | 65 |
| Chi Square Significance Level = .00 | | |
| 4. By Family Contact with Project (N=243) | | |
| a. No | 94 | 52 |
| b. Yes | 149 | 69 |
| Chi Square Significance Level = .02 | | |
| 5. By Participation in Family Counseling (N=243) | | |
| a. No | 145 | 54 |
| b. Yes | 98 | 75 |
| Chi Square Significance Level = .00 | | |

Table E-11

Criteria and Indicators for Goal 3

III. To Secure Stable Living Conditions for Youth Following the Termination of Temporary Shelter

Criterion III-A. Is the youth's living situation after leaving the project viewed as being the "best place" for him or her?

Indicator 1: At the termination of temporary shelter, the project staff thought that the youth's placement was the "best place" for him or her.
Data Source: Staff Termination Question 37.

Indicator 2: At the termination of temporary shelter, the youth thought that his or her placement was the "best place" for him or her.
Data Source: Youth Termination Question 31.

Indicator 3: At the termination of temporary shelter, the parent thought that the youth's placement was the "best place" for him or her.
Data Source: Parent Termination Question 20.

Indicator 4: At the time of the follow-up interview, the project staff thought that the youth's placement was the "best place" for him or her.
Data Source: Staff Follow-Up Question 11.

Indicator 5: At the time of the follow-up interview, the youth thought that his or her placement was the "best place" for him or her.
Data Source: Youth Follow-Up Question 5.

Indicator 6: At the time of the follow-up interview, the parent thought that the youth's placement was the "best place" for him or her.
Data Source: Parent Follow-Up Question 5.

Indicators 1 through 6 are applicable to all youth in the client sample.

Criterion III-B. Does the youth's living situation after leaving the project seem to be a stable one?

Indicator 1: At the time of the follow-up interview, the youth reported that he or she had not run away since leaving the project.
Data Source: Youth Follow-Up Question 7.

Indicator 2: At the time of the follow-up interview, the youth reported that he or she had not changed living situations since leaving the project.
Data Source: Youth Follow-Up Question 3.

Indicator 3: At the termination of temporary shelter, the youth said that he or she would probably not need to run away if problems arose in the future.
Data Source: Youth Termination Question 33.

Indicator 4: At the time of the follow-up interview, the youth said that he or she would probably not need to run away if problems arose in the future.
Data Source: Youth Follow-Up Question 8.

Indicators 1 through 4 are applicable to all youth in the client sample.

Table E-12

Performance on Goal 3: To Strengthen Family Relationships and To Encourage Stable Living Conditions for Youth

| Criteria/Indicators | Percent Positive Outcomes | N= Number of Cases Where Indicator is Defined |
|---|---|---|
| **III-A: Is the youth going to (living in) "the best place?"** | | |
| Indicator 1: Counselor at Termination | 79 | 238 |
| Indicator 2: Youth at Termination | 76 | 167 |
| Indicator 3: Parent at Termination | 72 | 90 |
| Indicator 4: Counselor at Follow-Up | 81 | 170 |
| Indicator 5: Youth at Follow-Up | 78 | 100 |
| Indicator 6: Parent at Follow-Up | 84 | 74 |
| **III-B: Is the youth's living situation stable?** | | |
| Indicator 1: Youth has not run away (Youth at Follow-Up) | 79 | 97 |
| Indicator 2: Youth has not changed living situations (Youth at Follow-Up) | 73 | 101 |
| Indicator 3: Youth probably won't run in future (Youth at Termination) | 54 | 170 |
| Indicator 4: Youth probably won't run in the future (Youth at Follow-Up) | 62 | 95 |

Table E-13

Variations in Success on Criterion III-A, Indicator 2,

According to Key Client and Service Characteristics

| Performance on Criterion III-A, Indicator 2: Is the youth going to "the best place"? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 167 | 76 |
| 1. By Sex (N=167) | | |
| a. Female | 91 | 81 |
| b. Male | 76 | 70 |
| Chi Square Significance Level = .12 | | |
| 2. By Youth Motivation Relative to Other Youth Served (N=163) | | |
| a. More motivated | 67 | 84 |
| b. About the same | 54 | 74 |
| c. Less motivated | 42 | 67 |
| Chi Square Significance Level = .12 | | |
| 3. By Length of Stay in Temporary Shelter (N=163) | | |
| a. One night | 20 | 75 |
| b. Two to seven nights | 57 | 74 |
| c. Eight to 14 nights | 48 | 69 |
| d. Over 14 nights | 38 | 90 |
| Chi Square Significance Level = .15 | | |
| 4. By Family Contact with Project (N=164) | | |
| a. No | 60 | 68 |
| b. Yes | 104 | 80 |
| Chi Square Significance Level = .14 | | |

Table E-14

Variations in Success on Criterion III-B, Indicator 3,

According to Key Client and Service Characteristics

| Performance on Criterion III-B, Indicator 3: Will the youth run away if problems arise in the future? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 170 | 54 |
| 1. By Previous Runaway Incidents (N=160) | | |
| a. None | 49 | 57 |
| b. One or two | 52 | 62 |
| c. Three to 50 | 59 | 41 |
| Chi Square Significance Level = .07 | | |
| 2. By Youth Motivation, Relative to Other Youth (N=166) | | |
| a. More motivated | 62 | 61 |
| b. About the same | 57 | 60 |
| c. Less motivated | 47 | 36 |
| Chi Square Significance Level = .02 | | |
| 3. By Family Motivation, Relative to Other Families (N=97) | | |
| a. More motivated | 29 | 45 |
| b. About the same | 37 | 51 |
| c. Less motivated | 31 | 68 |
| Chi Square Significance Level = .32 | | |
| 4. By Length of Stay in Temporary Shelter (N=166) | | |
| a. One night | 19 | 42 |
| b. Two to seven nights | 60 | 48 |
| c. Eight to 14 nights | 48 | 58 |
| d. Over 14 nights | 39 | 64 |
| Chi Square Significance Level = .28 | | |

Table E-15

Criteria and Indicators for Goal 4

IV. Accomplishment of Goal 4:  To Help Runaway Youth Decide Upon a Future Course of Action

Criterion IV-A.  Did the project assist the youth in assuming responsibility regarding his or her future?

Indicator 1:  The youth reported that he or she had had a say in what happened to him or her while at the project.
Data Source:  Youth Termination Question 26.

Indicator 2:  The youth reported that he or she participated in developing his or her own service plan.
Data Source:  Youth Termination Question 26.

Indicator 3:  The youth reported that he or she participated in developing his or her own service goals.
Data Source:  Youth Termination Question 26.

Indicator 4:  The youth reported that he or she had a say in deciding where he or she would live after leaving the project.
Data Source:  Youth Termination Question 26.

Indicator 5:  The youth reported that he or she had a say in other choices for the future, such as school or jobs.
Data Source:  Youth Termination Question 26.

Indicators 1, 2, 3, 4, and 5 are applicable to all youth in the client sample.

Criterion IV-B.  Is the youth better able to make decisions about the future than before he or she came to the project?

Indicator 1:  At the termination of temporary shelter, the project staff reported that the youth was better able to make decisions about his or her future.
Data Source:  Staff Termination Question 33.

Indicator 2:  At the termination of temporary shelter, the youth reported that he or she was better able to make decisions about his or her future.
Data Source:  Youth Termination Question 36.

Indicator 3:  At the termination of temporary shelter, the parent reported that the youth was better able to make decisions about his or her future.
Data Source:  Parent Termination Question 18.

Indicator 4:  At the time of the follow-up interview, the project staff reported that the youth was better able to make decisions about his or her future.
Data Source:  Staff Follow-Up Question 23.

Indicator 5:  At the time of the follow-up interview, the youth reported that he or she was better able to make decisions about his or her future.
Data Source:  Youth Follow-Up Question 26.

Indicator 6:  At the time of the follow-up interview, the parent reported that the youth was better able to make decisions about his or her future.
Data Source:  Parent Follow-Up Question 20.

Indicators 1 through 6 are applicable to all youth in the client sample.

Criterion IV-C.  Did the project assist the youth in learning how to obtain help from other community resources?

Indicator 1:  At the termination of temporary shelter, the youth reported that he or she had learned how to get help from or to make use of different kinds of agencies and resources in the community.
Data Source:  Youth Termination Question 34.

Indicator 1 is applicable to all youth in the client sample.

Criterion IV-D.  Did the project help the youth resolve non-family problems?

Table E-15, cont.

Criterion IV-D-1.  Did the project help the youth resolve his or her problems with school?

Indicator 1:  At the termination of temporary shelter, the youth reported that his or her school problems had been resolved or somewhat resolved.
Data Source:  Youth Termination Question 27d.

Indicator 2:  At the termination of temporary shelter, the project staff reported that the youth's school problems had been resolved or somewhat resolved.
Data Source:  Staff Termination Question 31d.

Indicator 3:  At the time of the follow-up interview, the youth reported that his or her school problems had been resolved or somewhat resolved.
Data Source:  Youth Follow-Up Question 23d.

Indicator 4:  At the time of the follow-up interview, the project staff reported that the youth's school problems had been resolved or somewhat resolved.
Data Source:  Staff Follow-Up Question 14d.

Indicators 1 through 4 are applicable to all youth who reported school problems at termination from temporary shelter.

Criterion IV-D-2.  Did the project help the youth resolve his or her problems with friends?

Indicator 1:  At the termination of temporary shelter, the youth reported that his or her problems with friends had been resolved or somewhat resolved.
Data Source:  Youth Termination Question 27f.

Indicator 2:  At the termination of temporary shelter, the project staff reported that the youth's problems with friends had been resolved or somewhat resolved.
Data Source:  Staff Termination Question 31f.

Indicator 3:  At the time of the follow-up interview, the youth reported that his or her problems with friends had been resolved or somewhat resolved.
Data Source:  Youth Follow-Up Question 23f.

Indicator 4:  At the time of the follow-up interview, the project staff reported that the youth's problems with friends had been resolved or somewhat resolved.
Data Source:  Staff Follow-Up Question 14f.

Indicators 1 through 4 are applicable to all youth who reported problems with friends at termination from temporary shelter.

Criterion IV-D-3.  Did the project help the youth resolve his or her problem with the law?

Indicator 1:  At the termination of temporary shelter, the youth reported that his or her problems with the law had been resolved or somewhat resolved.
Data Source:  Youth Termination Question 27e.

Indicator 2:  At the termination of temporary shelter, the project staff reported that the youth's problems with the law had been resolved or somewhat resolved.
Data Source:  Staff Termination Question 31e.

Indicator 3:  At the time of the follow-up interview, the youth reported that his or her problems with the law had been resolved or somewhat resolved.
Data Source:  Youth Follow-Up Question 23e.

Indicator 4:  At the time of the follow-up interview, the project staff reported that the youth's problems with the law had been resolved or somewhat resolved.
Data Source:  Staff Follow-Up Question 14e.

Indicators 1 through 4 are applicable to all youth who reported problems with the law at termination from temporary shelter.

Criterion IV-D-4.  Did the project help the youth resolve his or her problem with sex?

Indicator 1:  At the termination of temporary shelter, the youth reported that his or her problems with sex had been resolved or somewhat resolved.
Data Source:  Youth Termination Question 27g.

Indicator 2:  At the termination of temporary shelter, the project staff reported that the youth's problems with sex had been resolved or somewhat resolved.
Data Source:  Staff Termination Question 31g.

Indicator 3:  At the time of the follow-up interview, the youth reported that his or her problems with sex had been resolved or somewhat resolved.
Data Source:  Youth Follow-Up Question 23g.

Indicator 4:  At the time of the follow-up interview, the project staff reported that the youth's problems with sex had been resolved or somewhat resolved.
Data Source:  Staff Follow-Up Question 14g.

Indicators 1 through 4 are applicable to all youth who reported problems with sex at termination from temporary shelter.

Criterion IV-D-5. Did the project help the youth resolve his or her problem with getting a job or job training?

Indicator 1: At the termination of temporary shelter, the youth reported that his or her problems with getting a job or job training had been resolved or somewhat resolved.
Data Source: Youth Termination Question 27g.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's problems with getting a job or job training had been resolved or somewhat resolved.
Data Source: Staff Termination Question 31g.

Indicator 3: At the time of the follow-up interview, the youth reported that his or her problems with getting a job or job training had been resolved or somewhat resolved.
Data Source: Youth Follow-Up Question 23g.

Indicator 4: At the time of the follow-up interview, the project staff reported that the youth's problems with getting a job or job training had been resolved or somewhat resolved.
Data Source: Staff Follow-Up Question 14g.

Indicators 1 through 4 are applicable to all youth who reported problems with getting a job or job training at termination from temporary shelter.

---

Criterion IV-D-6. Did the project help the youth resolve his or her behavioral or psychological problems?

Indicator 1: At the termination of temporary shelter, the youth reported that his or her behavioral or psychological problems had been resolved or somewhat resolved.
Data Source: Youth Termination Questions 27i, j.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's behavioral or psychological problems had been resolved or somewhat resolved.
Data Source: Staff Termination Questions 31i, j.

Indicator 3: At the time of the follow-up interview, the youth reported that his or her behavioral or psychological problems had been resolved or somewhat resolved.
Data Source: Youth Follow-Up Questions 23i, j.

Indicator 4: At the time of the follow-up interview, the project staff reported that the youth's behavioral or psychological problems had been resolved or somewhat resolved.
Data Source: Staff Follow-Up Questions 14i, j.

Indicators 1 through 4 are applicable to all youth who reported behavioral or psychological problems at termination from temporary shelter.

---

Criterion IV-D-7. Did the project help the youth resolve his or her problems about where to live?

Indicator 1: At the termination of temporary shelter, the youth reported that his or her problems about where to live had been resolved or somewhat resolved.
Data Source: Youth Termination Questions 27i, j.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's problems about where to live had been resolved or somewhat resolved.
Data Source: Staff Termination Questions 31i, j.

Indicator 3: At the time of the follow-up interview, the youth reported that his or her problems about where to live had been resolved or somewhat resolved.
Data Source: Youth Follow-Up Questions 23i, j.

Indicator 4: At the time of the follow-up interview, the project staff reported that the youth's problems about where to live had been resolved or somewhat resolved.
Data Source: Staff Follow-Up Questions 14i, j.

Indicators 1 through 4 are applicable to all youth who reported problems about where to live at termination from temporary shelter.

---

Criterion IV-D-8. Did the project help the youth resolve his or her problems with alcohol or drugs?

Indicator 1: At the termination of temporary shelter, the youth reported that his or her problems with alcohol or drugs had been resolved or somewhat resolved.
Data Source: Youth Termination Questions 27i, j.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's problems with alcohol or drugs had been resolved or somewhat resolved.
Data Source: Staff Termination Questions 31i, j.

Indicator 3: At the time of the follow-up interview, the youth reported that his or her problems with alcohol or drugs had been resolved or somewhat resolved.
Data Source: Youth Follow-Up Questions 23i, j.

Indicator 4: At the time of the follow-up interview, the project staff reported that the youth's problems with alcohol or drugs had been resolved or somewhat resolved.
Data Source: Staff Follow-Up Questions 14i, j.

Indicators 1 through 4 are applicable to all youth who reported problems with alcohol or drugs at termination from temporary shelter.

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Table E-16

Performance on Goal 4: To Help Youth Decide Upon a Future Course of Action

| Criteria/Indicators | Percent Positive Outcomes | N= Number of Cases Where Indicator is Defined |
|---|---|---|
| IV-A: Did project assist the youth in assuming responsibility? | | |
| Indicator 1: Youth had a say, overall | 73 | 184 |
| Indicator 2: Youth helped develop service plan | 51 | 184 |
| Indicator 3: Youth helped develop service goals | 53 | 184 |
| Indicator 4: Youth had a say in where to live | 60 | 184 |
| Indicator 5: Youth had a say in other choices about future | 36 | 184 |
| IV-B: Is the youth better able to make decisions about the future? | | |
| Indicator 1: Counselor at termination | 63 | 252 |
| Indicator 2: Youth at termination | 73 | 113 |
| Indicator 3: Parent at termination | 37 | 89 |
| Indicator 4: Counselor at follow-up | 67 | 67 |
| Indicator 5: Youth at follow-up | 76 | 68 |
| Indicator 6: Parent at follow-up | 51 | 57 |
| IV-C: Did the youth learn about other community resources? | | |
| Indicator 1: Youth had learned (termination) | 73 | 184 |
| IV-D: Did the project help resolve non-family problems? | | |
| IV-D-1 Did the project help resolve problems about school? | | |
| Indicator 1: Youth at termination | 48 | 56 |
| Indicator 2: Counselor at termination | 53 | 70 |
| Indicator 3: Youth at follow-up | 54 | 26 |
| Indicator 4: Counselor at follow-up | * | 18 |
| IV-D-2 Did the project help resolve problems about friends? | | |
| Indicator 1: Youth at termination | * | 21 |
| Indicator 2: Counselor at termination | 46 | 46 |
| Indicator 3: Youth at follow-up | * | 14 |
| Indicator 4: Counselor at follow-up | * | 9 |
| IV-D-3 Did the project help resolve problems with the law? | | |
| Indicator 1: Youth at termination | 78 | 32 |
| Indicator 2: Counselor at termination | 65 | 55 |
| Indicator 3: Youth at follow-up | * | 14 |
| Indicator 4: Counselor at follow-up | * | 18 |
| IV-D-4 Did the project help resolve problems about sex? | | |
| Indicator 1: Youth at termination | * | 16 |
| Indicator 2: Counselor at termination | 45 | 47 |
| Indicator 3: Youth at follow-up | * | 9 |
| Indicator 4: Counselor at follow-up | * | 13 |
| IV-D-5 Did the project help resolve problems about getting a job? | | |
| Indicator 1: Youth at termination | 30 | 50 |
| Indicator 2: Counselor at termination | 67 | 43 |
| Indicator 3: Youth at follow-up | * | 23 |
| Indicator 4: Counselor at termination | * | 16 |

Table E-16, cont.

| Criteria/Indicators | Percent Positive Outcomes | N= Number of Cases Where Indicator is Defined |
|---|---|---|
| IV-D-6 Did the project help resolve behavioral or psychological problems? | | |
| Indicator 1: Youth at termination | * | 8 |
| Indicator 2: Counselor at termination | 57 | 68 |
| Indicator 3: Youth at follow-up | * | 4 |
| Indicator 4: Counselor at follow-up | * | 13 |
| IV-D-7 Did the project help resolve problems about where to live? | | |
| Indicator 1: Youth at termination | 88 | 25 |
| Indicator 2: Counselor at termination | 85 | 34 |
| Indicator 3: Youth at follow-up | * | 11 |
| Indicator 4: Counselor at follow-up | * | 11 |
| IV-D-8 Did the project help resolve alcohol and drug problems? | | |
| Indicator 1: Youth at termination | * | 5 |
| Indicator 2: Counselor at termination | * | 19 |
| Indicator 3: Youth at follow-up | * | 0 |
| Indicator 4: Counselor at follow-up | * | 6 |

*No client impact findings are reported for this indicator, since we have data on fewer than 25 cases.

Table E-17

Variations in Success on Criterion IV-A, Indicator 1,

According to Key Client and Service Characteristics

| Performance on Criterion IV-A, Indicator 1: Did the youth have a say in what happened to him or her while at the project? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 184 | 73 |
| 1. By Race or Ethnic Origin (N=180) | | |
| a. White | 127 | 79 |
| b. Non-white | 53 | 60 |
| Chi Square Significance Level = .02 | | |
| 2. By Youth Motivation Relative to Other Youth (N=180) | | |
| a. More motivated | 68 | 88 |
| b. About the same | 60 | 63 |
| c. Less motivated | 52 | 62 |
| Chi Square Significance Level = .00 | | |
| 3. By Length of Stay in Temporary Shelter (N=180) | | |
| a. One night | 23 | 48 |
| b. Two to seven nights | 63 | 70 |
| c. Eight to 14 nights | 51 | 80 |
| d. Over 14 nights | 43 | 81 |
| Chi Square Significance Level = .01 | | |
| 4. By Family Contact with Project (N=181) | | |
| a. No | 68 | 68 |
| b. Yes | 113 | 75 |
| Chi Square Significance Level = .35 | | |

Table E-18

Variations in Success on Criterion IV-B, Indicator 1,

According to Key Client and Service Characteristics

| Performance on Criterion IV-B, Indicator 1: Is the youth better able to make decisions about the future? (Counselor at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 252 | 63 |
| 1. By Youth Motivation Relative to Other Youth (N=249) | | |
| a. More motivated | 83 | 84 |
| b. About the same | 79 | 67 |
| c. Less motivated | 87 | 40 |
| Chi Square Significance Level = .00 | | |
| 2. By Length of Stay in Temporary Shelter (N=251) | | |
| a. One night | 35 | 43 |
| b. Two to seven nights | 98 | 56 |
| c. Eight to 14 nights | 67 | 63 |
| d. More than 14 nights | 51 | 90 |
| Chi Square Significance Level = .00 | | |
| 3. By Family Contact with Project (N=252) | | |
| a. No | 106 | 51 |
| b. Yes | 146 | 72 |
| Chi Square Significance Level = .00 | | |
| 4. By Participation in Family Counseling (N=252) | | |
| a. No | 155 | 57 |
| b. Yes | 97 | 73 |
| Chi Square Significance Level = .01 | | |

Table E-19

Variations in Success on Criterion IV-C, Indicator 1,

According to Key Client and Service Characteristics

| Performance on Criterion IV-C, Indicator 1: Did the youth learn about other resources in the community where he or she could get help? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 184 | 73 |
| 1. By Race or Ethnic Origin (N=180) | | |
| a. White | 126 | 68 |
| b. Non-white | 54 | 85 |
| Chi Square Significance Level = .02 | | |

Table E-20

Criteria and Indicators to Address Overall Program Performance

V. Standard for Overall Program Performance: To Assist Youth in Addressing Their Most Important Problems

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Criterion V-A. Did project services assist in the resolution of the youth's most important problem(s)?

Indicator 1: At the termination of temporary shelter, project staff reported that the services provided had helped the youth overall with his or her problem(s).
Data Source: Staff Termination Question 32.

Indicator 2: At the termination of temporary shelter, the project staff reported that the youth's major problem(s) had been resolved or somewhat resolved.
Data Source: Staff Termination Question 31.

Indicator 3: At the termination of temporary shelter, the youth reported that his or her major problem(s) had been resolved or somewhat resolved.
Data Source: Youth Termination Question 27.

Indicator 4: At the termination of temporary shelter, the youth's parent reported that the youth's major problem(s) had been resolved or somewhat resolved.
Data Source: Parent Termination Question 15.

Indicator 5: At the time of the follow-up interview, the project staff reported that the youth's major problem(s) had been resolved or somewhat resolved.
Data Source: Staff Follow-Up Question 14.

Indicator 6: At the time of the follow-up interview, the youth reported that his or her major problem(s) had been resolved or somewhat resolved.
Data Source: Youth Follow-Up Question 23.

Indicator 7: At the time of the follow-up interview, the youth's parent reported that the youth's major problem(s) had been resolved or somewhat resolved.
Data Source: Parent Follow-Up Question 19.

The indicators for Criterion V-A are applicable to all youth in the client sample.

---

Criterion V-B. Would the youth and/or his or her family return to the project for help in the future?

Indicator 1: At the time of the follow-up interview, the youth said that he or she would consider going back to the project for help in the future.
Data Source: Youth Follow-Up Question 27.

Indicator 2: At the time of the follow-up interview, the parent said that he or she would consider going back to the project for help in the future.
Data Source: Parent Follow-Up Question 24.

Indicators 1 and 2 are applicable to all youth in the client sample.

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Table E-21

Performance on Overall Program Standard:

To Assist Youth in Addressing Their Most Important Problems

| Criteria/Indicators | Percent Positive Outcomes | N= Number of Cases Where Indicator is Defined |
|---|---|---|
| **V-A: Did project assist in resolution of youth's major problem?** | | |
| Indicator 1: Did project services help the youth overall? (Counselor at Termination) | 72 | 271 |
| Indicator 2: Was the major problem resolved? (Counselor at Termination) | 59 | 252 |
| Indicator 3: Was the major problem resolved? (Youth at Termination) | 53 | 174 |
| Indicator 4: Was the major problem resolved? (Parent at Termination) | 47 | 96 |
| Indicator 5: Was the major problem resolved? (Counselor at Follow-Up) | 70 | 76 |
| Indicator 6: Was the major problem resolved? (Youth at Follow-Up) | 60 | 96 |
| Indicator 7: Was the major problem resolved? (Parent at Follow-Up) | 52 | 73 |
| **V-B: Would the youth or family seek help from the project in the future?** | | |
| Indicator 1: Youth at Follow-Up | 82 | 100 |
| Indicator 2: Parent at Follow-Up | 61 | 86 |

Table E-22

Variations in Success on Criterion V-A, Indicator 1,

According to Key Client and Service Characteristics

| Performance on Criterion V-A, Indicator 1: Did project services help the youth overall with his or her problems? (Counselor at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 271 | 72 |
| 1. By Youth Motivation Relative to Other Youth (N=268) | | |
| a. More motivated | 91 | 89 |
| b. About the same | 85 | 66 |
| c. Less motivated | .92 | 61 |
| Chi Square Significance Level = .00 | | |
| 2. By Length of Stay in Temporary Shelter (N=270) | | |
| a. One night | 36 | 58 |
| b. Two to seven nights | 104 | 66 |
| c. Eight to 14 nights | 74 | 76 |
| d. Over 14 nights | 56 | 86 |
| Chi Square Significance Level = .01 | | |
| 3. By Family Contact with Project (N=271) | | |
| a. No | 117 | 67 |
| b. Yes | 154 | 76 |
| Chi Square Significance Level = .12 | | |
| 4. By Participation in Family Counseling (N=271) | | |
| a. No | 171 | 68 |
| b. Yes | 100 | 79 |
| Chi Square Significance Level = .07 | | |

Table E-23

Variations in Success on Criterion V-A, Indicator 3,

According to Key Client and Service Characteristics

| Performance on Criterion V-A, Indicator 3: Was the youth's most important problem resolved or somewhat resolved? (Youth at Termination) | Number of Cases | Percent Success |
|---|---|---|
| Entire Client Impact Sample | 252 | 59 |
| 1. By Age (N=171) | | |
| a. Nine to 14 | 50 | 62 |
| b. 15 to 16 | 84 | 42 |
| c. 17 to 19* | 37 | 68 |
| Chi Square Significance Level = .01 | | |
| 2. By Living Situation Before Arrival at Project (N=167) | | |
| a. One natural or step-parent | 39 | 59 |
| b. Two natural or step-parents | 70 | 46 |
| c. Foster parent(s), group home, or secure institution | 28 | 61 |
| d. With other relative, on own or with friends, or other | 30 | 53 |
| Chi Square Significance Level = .44 | | |
| 3. By Referral Source (N=169) | | |
| a. Came on own or referred by parents | 60 | 55 |
| b. Public or private agency | 92 | 47 |
| c. Project outreach or other | 17 | 65 |
| Chi Square Significance Level = .38 | | |
| 4. By Family Motivation, Relative to Other Families (N=171) | | |
| a. More motivated | 29 | 66 |
| b. About the same | 38 | 50 |
| c. Less motivated | 31 | 39 |
| Chi Square Significance Level = .03 | | |

*One youth in the client impact sample was 19 years old.

Table E-23, Cont.

| Performance on Criterion V-A, Indicator 3 | Number of Cases | Percent Success |
|---|---|---|
| 5. By Length of Stay in Temporary Shelter (N=170) | | |
|    a. One night | 20 | 50 |
|    b. Two to seven nights | 62 | 42 |
|    c. Eight to 14 nights | 49 | 53 |
|    d. Over 14 nights | 39 | 72 |
| Chi Square Significance Level = .03 | | |
| 6. By Family Contact with Project (N=171) | | |
|    a. No | 64 | 47 |
|    b. Yes | 107 | 56 |
| Chi Square Significance Level = .31 | | |
| 7. By Participation in Family Counseling (N=171) | | |
|    a. No | 101 | 50 |
|    b. Yes | 70 | 57 |
| Chi Square Significance Level = .41 | | |

Table E-24

Client Variables:  Variation Among Projects

| Project | Number of Clients | % Female | AGE 9-14 | AGE 15-16 | AGE 17-19 | Percent Non-White | Percent With Juvenile Arrest | LIVING SITUATION PRIOR TO COMING TO THE PROJECT — Single Parent Family | Two Parent Family | Foster Home, Group Home, Other Institution | On Own, Relatives, Friends | REFERRAL SOURCE — On Own | Project Outreach | Public Agency | Juvenile Justice System | Private Agency | Other | COUNSELOR'S PERCEPTION OF MAJOR PROBLEM — Family | Behavioral | Other | Percentage of Youth With Actual or Feared Physical/Sexual Abuse |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| New York | 19 | 42% | 11% | 37% | 52% | 95% | 33% | 6% | 28% | 44% | 22% | 10% | 11% | 16% | 16% | 47% | - | 21% | 26% | 53% | 21% |
| Hyattsville | 18 | 61% | 28% | 39% | 33% | 28% | 39% | 12% | 56% | 19% | 13% | 55% | -- | 6% | 11% | 11% | 17% | 61% | 28% | 11% | 22% |
| Charleston, WV | 16 | 56% | 12% | 75% | 13% | 19% | 53% | 27% | 40% | 13% | 20% | 31% | - | 6% | 44% | -- | 19% | 50% | 6% | 44% | 19% |
| Louisville | 15 | 47% | 18% | 44% | 38% | 48% | * | * | * | * | * | 40% | - | 13% | 27% | 7% | 14% | * | * | * | 18% |
| Nashville | 15 | 88% | 31% | 44% | 25% | 12% | * | 33% | 53% | 7% | 7% | 20% | - | 27% | 33% | 13% | 7% | * | * | * | 25% |
| Charleston, SC | 17 | 47% | 24% | 64% | 12% | 18% | 56% | 19% | 25% | 25% | 31% | 12% | 6% | 82% | - | - | - | 35% | 12% | 53% | 23% |
| Cleveland | 18 | 61% | 35% | 35% | 30% | 44% | 35% | 33% | 33% | 12% | 22% | 55% | - | 17% | 17% | 6% | 5% | 59% | 23% | 18% | 28% |
| Milwaukee | 22 | 64% | 45% | 46% | 9% | 36% | 55% | 23% | 45% | 27% | 5% | 45% | 9% | 13% | 23% | 5% | 5% | 71% | 9% | 19% | 32% |
| New Orleans | 18 | 33% | 33% | 56% | 11% | 22% | 35% | 33% | 33% | 22% | 12% | 39% | 11% | 28% | 22% | - | - | 53% | 18% | 29% | 33% |
| University City | 31 | 48% | 29% | 52% | 19% | 32% | 39% | 19% | 39% | 19% | 23% | 27% | 3% | 13% | 44% | 3% | 10% | 71% | 6% | 23% | 3% |
| Denver | 20 | 43% | 29% | 48% | 23% | 24% | 38% | 24% | 14% | 33% | 29% | 28% | 6% | 55% | 11% | - | - | 24% | 33% | 43% | 19% |
| Tucson | 26 | 58% | 42% | 42% | 16% | 35% | 42% | 24% | 64% | 4% | 8% | 19% | 4% | 8% | 50% | - | 19% | 58% | 8% | 34% | 31% |
| National Average | 278 | 56% | 30% | 46% | 24% | 33% | 42% | 23% | 38% | 24% | 16% | 31% | 5% | 23% | 25% | 7% | 5% | 53% | 16% | 31% | 23% |

*Missing data on certain questions reduced the project's total sample to less than 15 for this variable.

Table E-25

Service Variables:  Variation Among Projects

| Project | Number of Clients | LENGTH OF TIME IN TEMPORARY SHELTER | | | | | | PERCENTAGE OF CLIENTS RECEIVING THE FOLLOWING SERVICES | | | | | | | | | Percentage of Clients With Whom Project Had Contact After Termination | Percentage Receiving Individual Counseling On Aftercare Basis | Percentage Receiving Family Counseling On Aftercare Basis |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 1 Night | 2-7 Nights | 8-14 Nights | 15+ Nights | Mean | Median | Individual Counseling | Group Counseling | Family Counseling | Employment | Medical | Legal | Educational | Transportation | Financial | | | |
| New York | 19 | 5% | 26% | 21% | 48% | 19.3 | 14.0 | 95% | 95% | 21% | 21% | 32% | 21% | 16% | 95% | 21% | 47% | 16% | - |
| Hyattsville | 18 | - | 44% | 33% | 22% | 12.1 | 8.5 | 100% | 94% | 39% | 17% | 28% | 6% | 17% | 44% | 6% | 29% | 12% | 6% |
| Charleston, WV | 16 | 25% | 50% | 12% | 13% | 5.6 | 3.0 | 100% | 88% | 38% | 25% | 19% | 25% | 12% | 31% | 6% | 56% | 44% | 19% |
| Louisville | 15 | 7% | 53% | 27% | 13% | 8.6 | 7.0 | 100% | 73% | 60% | 33% | - | 27% | 13% | 67% | 13% | 94% | 6% | - |
| Nashville | 15 | 13% | 40% | 20% | 17% | 14.1 | 7.0 | 93% | 87% | 53% | 20% | 40% | 13% | 20% | 67% | 13% | 73% | 60% | 40% |
| Charleston, SC | 17 | 29% | 71% | - | - | 7.6 | 2.2 | 100% | 18% | 18% | 12% | 12% | 18% | - | 29% | 6% | 65% | 12% | - |
| Cleveland | 18 | 11% | 39% | 39% | 11% | 8.2 | 7.5 | 100% | 44% | 56% | 17% | 39% | 28% | 22% | 22% | 17% | 50% | 17% | 6% |
| Milwaukee | 22 | 27% | 22% | 51% | - | 7.1 | 7.5 | 96% | 91% | 41% | - | 73% | 14% | 9% | 27% | - | 59% | 9% | 9% |
| New Orleans | 18 | 11% | 17% | 28% | 44% | 13.8 | 13.5 | 94% | 100% | 22% | - | 56% | 17% | - | 67% | 17% | 33% | - | - |
| University City | 31 | 6% | 39% | 42% | 13% | 9.2 | 8.0 | 71% | 71% | 29% | 10% | 7% | - | - | 3% | - | 39% | 13% | - |
| Denver | 20 | 5% | 45% | 25% | 25% | 12.7 | 6.5 | 95% | 57% | 19% | 20% | 25% | - | 14% | 81% | 62% | 48% | 14% | - |
| Tucson | 26 | 15% | 54% | 23% | 8% | 6.5 | 5.2 | 92% | 15% | 54% | 4% | 11% | - | 15% | 35% | 12% | 35% | 19% | 8% |
| National Average | 278 | 13% | 39% | 27% | 20% | - | - | 94% | 64% | 37% | 16% | 27% | 13% | 13% | 49% | 22% | 50% | 17% | 6% |

Table E-26

Project Performance on Selected Indicators

In Terms of the Generic Guideline Typology

| Criteria/Indicators | Percentage of Positive Outcome | | | | Chi-Square Signi-ficance |
|---|---|---|---|---|---|
| | National Sample | Type A Projects | Type B Projects | Type C Projects | |
| II-A: Were Services Helpful? | | | | | |
| Indicator 1: Youth at Termination | 81% (156)* | 93% (42) | 76% (91) | 78% (23) | .06 |
| III-A: Is the Youth Going To (Living In) the "Best Place"? | | | | | |
| Indicator 1: Staff at Termination | 81% (238) | 88% (73) | 80% (120) | 64% (45) | .01 |
| IV-A: Did Project Assist Youth In Assuming Responsibility? | | | | | |
| Indicator 1: Youth had say "overall" | 73% (184) | 90% (51) | 64% (106) | 74% (27) | .00 |
| Indicator 2: Youth helped develop service plan | 51% (184) | 75% (51) | 41% (106) | 48% (27) | .00 |
| Indicator 3: Youth helped develop service goals | 53% (184) | 73% (51) | 47% (106) | 41% (27) | .00 |
| Indicator 4: Youth had a say in where to live | 60% (184) | 75% (51) | 53% (106) | 63% (27) | .03 |
| IV-B: Is the Youth Better Able To Make Decisions About the Future? | | | | | |
| Indicator 1: Staff at Termination | 63% (252) | 74% (76) | 59% (129) | 57% (47) | .07 |
| Indicator 2: Youth at Termination | 73% (113) | 81% (31) | 72% (68) | ** | .05 |
| Indicator 4: Staff at Follow-Up | 67% (67) | 81% (21) | 67% (36) | ** | .07 |
| V-A: Did Project Assist In Resolution of Youth's Major Problem? | | | | | |
| Indicator 1: Did project services help the youth overall? | 72% (271) | 78% (82) | 75% (141) | 52% (48) | .00 |
| Indicator 3: Was the youth's major problem resolved? (Youth at Termination) | 53% (174) | 62% (50) | 50% (100) | 46% (24) | .06 |
| Indicator 6: Was the youth's major problem resolved? (Youth at Follow-Up) | 60% (96) | 41% (22) | 69% (62) | ** | .02 |

*Numbers in parentheses represent the total number of cases for that particular category.

**Too few cases on which to base a conclusion.

Table E-27

Project Performance on Selected Indicators

In Terms of Goal-Specific Typologies

| Criteria/Indicators | Percentage of Positive Outcome | | | | Chi-Square Signi-ficance |
| --- | --- | --- | --- | --- | --- |
| | National Sample | Type A Projects | Type B Projects | Type C Projects | |
| GOAL 2 TYPOLOGIES | | | | | |
| II-A: Were Services Helpful? | | | | | |
| Indicator 1: Youth at Termination | 81% (156)* | 90% (80) | 71% (76) | N.A. | .01 |
| II-C: Have Family Relations Improved? | | | | | |
| Indicator 6: Youth said more time with family | 50% (82) | 61% (36) | 41% (46) | N.A. | .04 |
| Indicator 8: Youth said easier to talk | 51% (82) | 60% (37) | 40% (45) | N.A. | .04 |
| Indicator 9: Parent said easier to talk | 45% (72) | 63% (32) | 35% (40) | N.A. | .04 |
| GOAL 3 TYPOLOGIES | | | | | |
| III-B: Is Youth Living Situation Stable? | | | | | |
| Indicator 4: Youth probably won't run in the future (Youth at Follow-Up) | 62% (95) | 28% (43) | 60% (30) | 27% (22) | .01 |
| GOAL 4 TYPOLOGIES | | | | | |
| IV-A: Did Project Assist Youth In Assuming Responsibility? | | | | | |
| Indicator 1: Youth had say "overall" | 73% (184) | 81% (52) | 78% (71) | 61% (61) | .03 |
| Indicator 2: Youth helped develop own service plan | 52% (184) | 67% (52) | 52% (71) | 36% (61) | .00 |
| Indicator 3: Youth helped develop service goals | 53% (184) | 69% (52) | 54% (71) | 39% (61) | .01 |
| Indicator 4: Youth had a say in where to live | 60% (184) | 67% (52) | 66% (71) | 47% (61) | .04 |
| IV-B: Is the Youth Better Able To Make Decisions About the Future? | | | | | |
| Indicator 1: Staff at Termination | 63% (252) | 75% (73) | 70% (94) | 45% (85) | .00 |
| Indicator 2: Youth at Termination | 73% (113) | 72% (36) | 82% (45) | 59% (32) | .08 |
| IV-C: Did the Youth Learn About Other Community Resources? | | | | | |
| Indicator 1: Youth at Termination | 73% (184) | 76% (53) | 79% (70) | 64% (61) | .07 |

*Numbers in parentheses represent the total number of cases for the particular category.

APPENDIX F

COST ANALYSIS: SUPPORTIVE DATA

LIST OF TABLES

APPENDIX F

F-3

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The numbers across the top of those tables that list data for the 17 individual projects participating in the cost study correspond to the projects in the following manner:

| | | | |
|---|---|---|---|
| 01 | Country Roads<br>Montpelier, VT | 12 | Ozone House<br>Ann Arbor, MI |
| 03 | Sanctuary<br>Huntington, NY | 13 | Pathfinders<br>Milwaukee, WI |
| 04 | Second Mile<br>Hyattsville, MD | 14 | The Greenhouse<br>New Orleans, LA |
| 05 | Voyage House<br>Philadelphia, PA | 15 | Amistad<br>Albuquerque, NM |
| 06 | Patchwork<br>Charleston, WV | 16 | Youth Emergency Services<br>University City, MO |
| 07 | Center for Youth<br>Alternatives<br>Louisville, KY | 18 | Berkeley Youth Alternatives<br>Berkeley, CA |
| 08 | Oasis House<br>Nashville, TN | 19 | Open Inn<br>Tucson, AZ |
| 09 | Crossroads<br>Charleston, SC | 20 | Skagit Group Ranch Homes<br>Burlington, WA |
| 10 | Safe Space<br>Cleveland, OH | | |

Table F-1
Funding, Fiscal Year 1978-1979

| Project | YDB | LEAA | Title XX | CETA | State | County | City | Other | Total Funding |
|---|---|---|---|---|---|---|---|---|---|
| Country Roads, Montpelier VT | $46,500 | -- | -- | -- | -- | -- | -- | $ 5,480 | $ 51,980 |
| Sanctuary, Huntington NY | $64,000 | -- | -- | $16,494 | -- | -- | $20,074 | -- | $100,568 |
| Second Mile, Hyattsville MD | $68,500 | -- | -- | -- | -- | -- | -- | $42,100 | $110,600 |
| Voyage House, Philadelphia PA | $73,000 | -- | -- | -- | -- | -- | -- | $15,388 | $ 88,388 |
| Patchwork, Charleston WV | $71,900 | -- | -- | $18,600 | -- | -- | -- | $21,900 | $112,400 |
| Center for Youth Alternatives, Louisville KY | $75,000 | -- | -- | $17,300 | -- | $32,450 | -- | $12,300 | $137,050 |
| Oasis House, Nashville TN | $85,000 | -- | $40,500 | -- | -- | -- | -- | $15,075 | $140,575 |
| Crossroads, Charleston SC | $65,823 | -- | -- | -- | $33,617 | -- | -- | -- | $ 99,440 |
| Safe Space, Cleveland OH | $85,000 | -- | -- | -- | -- | -- | -- | $91,162 | $176,162 |
| Ozone House, Ann Arbor MI | $70,000 | -- | -- | -- | -- | -- | -- | $ 1,800 | $ 71,800 |
| Pathfinders, Milwaukee WI | $70,000 | $ 8,359 | -- | -- | -- | $ 4,500 | -- | $47,041 | $129,900 |
| The Greenhouse, New Orleans LA | $73,000 | -- | $75,000 | -- | -- | -- | -- | $49,111 | $197,111 |
| Amistad, Albuquerque NM | $73,000 | $11,136 | -- | $ 5,088 | -- | $ 2,347 | -- | $ 8,000 | $ 92,136 |
| YES, University City MO | $66,712 | -- | $55,000 | $10,000 | -- | -- | -- | $84,975 | $216,687 |
| BYA, Berkeley CA | $70,104 | $50,000 | -- | 307,292 | -- | $80,080 | $ 7,000 | $12,500 | $526,976 |
| Open Inn, Tucson AZ | $67,000 | $61,000 | -- | $14,000 | -- | -- | -- | $ 6,700 | $148,700 |
| Skagit Group Ranch Homes Burlington WA | $25,114 | $44,370 | -- | $ 7,635 | $ 7,500 | $ 2,790 | -- | $ 4,930 | $ 92,330 |

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Table F-2
Measures of Project Size

| Projects | Total August Hours Worked by Staff | Full-Time Equivalent Staff | Total Number of Reported Clients | Average Staff Hours Per Client | Average Clients Per Full-Time Equivalent Staff |
|---|---|---|---|---|---|
| Country Roads, Montpelier VT | 789 | 4.9 | 32 | 24.6 | 6.5 |
| Sanctuary, Huntington NY | 1,663 | 10.3 | 53 | 31.3 | 5.1 |
| Second Mile, Hyattsville MD | 2,229 | 12.1 | 56 | 39.8 | 4.6 |
| Voyage House, Philadelphia PA | 2,588 | 14.0 | 23 | 112.5 | 1.6 |
| Patchwork, Charleston WV | 1,643 | 8.9 | 37 | 44.4 | 4.1 |
| Center for Youth Alternatives, Louisville KY | 2,383 | 12.9 | 113 | 21.0 | 8.8 |
| Oasis House, Nashville TN | 2,653 | 15.4 | 74 | 35.8 | 4.8 |
| Crossroads, Charleston SC | 1,229 | 6.6 | 111 | 11.0 | 16.8 |
| Safe Space, Cleveland OH | 2,730 | 14.8 | 80 | 34.1 | 5.4 |
| Ozone House, Ann Arbor MI | 2,280 | 12.3 | 42 | 54.3 | 3.4 |
| Pathfinders, Milwaukee WI | 2,919 | 18.1 | 37 | 78.9 | 2.0 |
| The Greenhouse, New Orleans LA | 2,112 | 13.1 | 77 | 27.4 | 5.9 |
| Amistad, Albuquerque NM | 1,767 | 10.2 | 29 | 60.9 | 2.8 |
| YES, University City MO | 1,961 | 12.1 | 58 | 33.8 | 4.8 |
| BYA, Berkeley CA | 3,331 | 20.6 | 59 | 56.5 | 2.9 |
| Open Inn, Tucson AZ | 2,961 | 18.3 | 59 | 50.2 | 3.2 |
| Skagit Group Ranch Homes Burlington WA | 1,809 | 10.5 | 17 | 106.4 | 1.6 |

[a]Totals may be off 1% due to rounding.

Table F-3

Paid Staff Hours Distributed Across All Project Activities

| Service Categories | Average for All Projects | Maximum Time Spent | Minimum Time Spent |
|---|---|---|---|
| **Indirect Services** | | | |
| • Vacation | 6% | 14% | 0% |
| • Administrative activities | 23% | 37% | 5% |
| • Case management | 7% | 12% | 3% |
| • Volunteer recruitment and training | 2% | 5% | 0% |
| • Community education activities | 3% | 6% | 1% |
| **Direct Services** | | | |
| • Emergency counseling, information and referral | 8% | 39% | 1% |
| • Intake | 2% | 4% | 0% |
| • Shelter management | 25% | 60% | 2% |
| • Individual counseling | 8% | 19% | 2% |
| • Family counseling | 3% | 9% | 1% |
| • Group counseling | 3% | 9% | 0% |
| • Other group activities | 6% | 26% | 0% |
| • Placement | 1% | 2% | 0% |
| • Support and advocacy | 2% | 4% | 1% |
| • Follow-up | 1% | 4% | 0% |
| • Other direct services | 1% | 6% | 0% |
| **Total Percentage of Time on:** | | | |
| • Indirect services | 41% | 60% | 22% |
| • Direct services | 59% | 78% | 40% |

Table F-4

Indirect Service Activities

(Percent of Total Time)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Indirect Services | 49 | 60 | 44 | 56 | 42 | 38 | 34 | 40 | 25 | 48 | 43 | 42 | 22 | 44 | 41 | 32 | 37 |
| Vacation | 12 | 14 | 3 | 5 | 6 | 10 | 0 | 3 | 2 | 11 | 3 | 7 | 9 | 7 | φ | φ | 7 |
| Administrative | 26 | 31 | 28 | 37 | 18 | 17 | 22 | 26 | 11 | 27 | 25 | 21 | 5 | 30 | 33 | 17 | 19 |
| Case Management | 8 | 8 | 7 | 8 | 7 | 6 | 9 | 9 | 6 | 5 | 8 | 9 | 6 | 5 | 3 | 12 | 3 |
| Volunteer Recruitment and Training | 1 | 1 | 3 | 5 | 5 | 2 | 1 | 1 | 5 | 1 | 5 | 2 | φ | 1 | 1 | 1 | 1 |
| Community Education Activities | 2 | 6 | 3 | 1 | 6 | 3 | 2 | 1 | 1 | 4 | 2 | 3 | 2 | 1 | 4 | 2 | 2 |

[a]Totals may be 1% off due to rounding error.

Table F-5

Direct Service Activities By Client Type

(Percent of Total Time)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Direct Services | 51 | 40 | 56 | 44 | 58 | 62 | 66 | 60 | 75 | 52 | 57 | 58 | 78 | 56 | 59 | 68 | 63 |
| Emergency Counseling and Information and Referral | 2 | 2 | 3 | 1 | 5 | 2 | 1 | 2 | 16 | 35 | 7 | 7 | 1 | 12 | 2 | 3 | 39 |
| Intake | 2 | 0 | 1 | 1 | 4 | 2 | 1 | 4 | 1 | 1 | 2 | 1 | 1 | 2 | 0 | 1 | 2 |
| All Services to Housed Youth | 19 | 23 | 40 | 12 | 37 | 55 | 61 | 50 | 49 | 3 | 39 | 46 | 72 | 40 | 37 | 62 | 21 |
| All Services to Nonhoused Youth | 25 | 14 | 3 | 27 | 12 | 3 | 2 | 3 | 9 | 11 | 4 | 2 | 2 | 1 | 20 | 2 | 6 |
| Miscellaneous Direct Services | 2 | 1 | 0 | 4 | 0 | 0 | 1 | 0 | 0 | 1 | 6 | 2 | 2 | 1 | 0 | 1 | 1 |

[a]Totals may be 1% off due to rounding error.

Table F-6
Direct Service Activities By Activity Type
(Percent of Total Time)[a]

|  | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Direct Services | 51 | 40 | 56 | 44 | 58 | 62 | 66 | 60 | 75 | 52 | 57 | 58 | 78 | 56 | 59 | 68 | 63 |
| Emergency Counseling and Information and Referral | 2 | 2 | 3 | 1 | 5 | 2 | 1 | 2 | 16 | 35 | 7 | 7 | 1 | 12 | 2 | 3 | 39 |
| Intake | 2 | 0 | 1 | 1 | 4 | 2 | 1 | 4 | 1 | 1 | 2 | 1 | 1 | 2 | 0 | 1 | 2 |
| Shelter Management | 2 | 15 | 36 | 8 | 11 | 28 | 46 | 24 | 29 | 2 | 21 | 28 | 60 | 32 | 20 | 50 | 17 |
| Individual Counseling | 17 | 9 | 9 | 6 | 19 | 8 | 6 | 14 | 18 | 2 | 5 | 7 | 7 | 2 | 4 | 6 | 2 |
| Family Counseling | 6 | 5 | 4 | 0 | 2 | 2 | 4 | 2 | 5 | 9 | 1 | 2 | 2 | 1 | 2 | 2 | 3 |
| Group Counseling | 3 | 2 | 0 | φ | 10 | 3 | 1 | 3 | 0 | 1 | 6 | 9 | 2 | 3 | 3 | 1 | 1 |
| Other Group Activities | 15 | 1 | 3 | 26 | 2 | 12 | 5 | 4 | 1 | φ | 5 | 3 | 3 | 1 | 23 | 2 | φ |
| Placement Activities | 2 | 2 | 0 | 1 | 1 | 0 | 1 | 1 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| Support and Advocacy | 1 | 3 | 1 | 1 | 2 | 2 | 1 | 4 | 3 | 1 | 2 | 1 | 1 | 1 | 4 | 3 | 5 |
| Follow-Up | 0 | 0 | 0 | 0 | 2 | 2 | φ | 0 | 1 | 0 | 4 | 0 | 1 | 1 | 0 | 0 | 0 |
| Miscellaneous Direct Services | 2 | 1 | 0 | 4 | 0 | 0 | 1 | 0 | 0 | 1 | 6 | 2 | 2 | 1 | 0 | 1 | 1 |

[a]Totals may be 1% off due to rounding error.

F-11

Table F-7

Payroll Resources Distributed Across All Project Activities

| Service Categories | Average for All Projects | Maximum Percent Spent | Minimum Percent Spent |
|---|---|---|---|
| **Indirect Services** | | | |
| ● Vacation | 8% | 18% | 0% |
| ● Administrative | 26% | 39% | 6% |
| ● Case management | 9% | 17% | 4% |
| ● Volunteer recruitment and training | 2% | 7% | 0% |
| ● Community education activities | 4% | 7% | 1% |
| **Direct Services** | | | |
| ● Emergency counseling, information and referral | 6% | 38% | 1% |
| ● Intake | 1% | 4% | 0% |
| ● Shelter management | 19% | 56% | 0% |
| ● Individual counseling | 8% | 22% | 1% |
| ● Family counseling | 4% | 16% | 0% |
| ● Group counseling | 3% | 9% | 0% |
| ● Other group activities | 5% | 20% | 0% |
| ● Placement | 1% | 3% | 0% |
| ● Support and advocacy | 2% | 6% | 0% |
| ● Follow-up | 1% | 4% | 0% |
| ● Other direct services | 1% | 4% | 0% |
| **Total Percent of the Budget Spent on:** | | | |
| ● Total Indirect | 49% | 70% | 27% |
| ● Total Direct | 51% | 73% | 30% |

Table F-8

Indirect Service Activities

(Percent of Payroll Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Indirect Services | 48 | 70 | 47 | 62 | 47 | 41 | 41 | 42 | 29 | 67 | 58 | 57 | 27 | 57 | 48 | 48 | 48 |
| Vacation | 10 | 18 | 4 | 16 | 6 | 13 | 0 | 3 | 1 | 17 | 4 | 11 | 12 | 8 | φ | φ | 7 |
| Administrative | 27 | 34 | 29 | 34 | 23 | 17 | 26 | 26 | 13 | 36 | 35 | 26 | 6 | 39 | 38 | 28 | 32 |
| Case Management | 7 | 11 | 9 | 8 | 7 | 7 | 11 | 10 | 8 | 6 | 11 | 11 | 7 | 7 | 4 | 17 | 4 |
| Volunteer Recruitment and Training | 1 | 1 | 3 | 3 | 3 | 1 | 1 | 1 | 4 | 1 | 7 | 3 | φ | 2 | 1 | 1 | 2 |
| Comprehensive Community Activities | 3 | 7 | 3 | 1 | 7 | 4 | 2 | 1 | 1 | 7 | 2 | 7 | 2 | 2 | 5 | 3 | 4 |

[a]Totals may be 1% off due to rounding error.

Table F-9

Direct Service Activities By Activity Type

(Percent of Payroll Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Direct Services | 52 | 30 | 53 | 38 | 53 | 59 | 59 | 58 | 71 | 33 | 42 | 43 | 73 | 43 | 52 | 52 | 52 |
| Emergency Counseling and Information and Referral | 2 | 3 | 3 | 1 | 6 | 2 | 1 | 2 | 9 | 12 | 5 | 4 | 1 | 5 | 3 | 3 | 38 |
| Intake | 3 | 0 | 1 | φ | 4 | 2 | 1 | 4 | 1 | 0 | 1 | 1 | 1 | 2 | 0 | 1 | 2 |
| Shelter Management | 3 | 1 | 30 | 9 | 12 | 24 | 38 | 24 | 27 | 2 | 13 | 18 | 56 | 27 | 14 | 30 | 0 |
| Individual Counseling | 15 | 10 | 11 | 5 | 13 | 9 | 8 | 15 | 22 | 1 | 6 | 5 | 6 | 2 | 5 | 7 | 2 |
| Family Counseling | 8 | 6 | 4 | 0 | 3 | 2 | 5 | 2 | 5 | 16 | 2 | 3 | 2 | 0 | 2 | 3 | 2 |
| Group Counseling | 4 | 2 | 0 | φ | 9 | 3 | 2 | 3 | 0 | 0 | 5 | 9 | 2 | 3 | 3 | 1 | 1 |
| Other Group Activities | 12 | 1 | 2 | 20 | 2 | 12 | 2 | 1 | 1 | φ | 2 | 1 | 2 | 0 | 19 | 2 | φ |
| Placement | 3 | 2 | 0 | 1 | 1 | 0 | 1 | ·1 | 2 | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 |
| Support and Advocacy | 0 | 3 | 1 | 1 | 1 | 2 | 1 | 4 | 4 | 0 | 0 | 1 | 1 | 2 | 6 | 4 | 6 |
| Follow-Up | 0 | 0 | 0 | 0 | 1 | 3 | φ | 0 | 0 | 0 | 4 | 0 | 1 | φ | 1 | 1 | 0 |
| Miscellaneous Direct Services | 2 | 1 | 0 | 2 | 0 | 0 | 1 | 0 | 1 | 0 | 4 | 3 | 1 | 1 | 0 | 1 | 1 |

[a]Totals may be 1% off due to rounding error.

Table F-10

All Staff Hours Distributed Across All Project Activities

| Service Categories | Average for All Projects | Maximum Time Spent | Minimum Time Spent |
|---|---|---|---|
| Indirect Services | | | |
| • Vacation | 6% | 14% | 0% |
| • Administrative | 25% | 38% | 6% |
| • Case management | 7% | 13% | 3% |
| • Volunteer recruitment and training | 2% | 7% | 0% |
| • Community education activities | 3% | 6% | 1% |
| Direct Services | | | |
| • Emergency counseling information and referral | 9% | 45% | 1% |
| • Intake | 2% | 4% | 0% |
| • Shelter management | 22% | 57% | 1% |
| • Individual counseling | 8% | 19% | 2% |
| • Family counseling | 3% | 11% | 0% |
| • Group counseling | 3% | 9% | 0% |
| • Other group activities | 6% | 26% | 0% |
| • Placement | 1% | 2% | 0% |
| • Support and advocacy | 2% | 5% | 0% |
| • Follow-up | 1% | 4% | 0% |
| • Other direct services | 1% | 6% | 0% |
| Total Percentage of Time On: | | | |
| • Total Indirect | 44% | 62% | 28% |
| • Total Direct | 56% | 72% | 38% |

Table F-11

Indirect Service Activities

(Percent of Total Human Resources, Including Donated Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| All Indirect Services | 47 | 62 | 44 | 58 | 43 | 44 | 42 | 44 | 31 | 42 | 44 | 49 | 25 | 56 | 44 | 36 | 31 |
| Vacation | 7 | 17 | 3 | 11 | 5 | 14 | 0 | 4 | 2 | 9 | 2 | 9 | 10 | 8 | φ | φ | 7 |
| Administration | 27 | 29 | 28 | 34 | 22 | 19 | 27 | 28 | 14 | 23 | 26 | 24 | 6 | 38 | 35 | 19 | 19 |
| Case Management | 8 | 9 | 7 | 7 | 6 | 6 | 10 | 9 | 7 | 5 | 8 | 10 | 7 | 7 | 4 | 13 | 3 |
| Volunteer Recruitment and Training | 1 | 0 | 3 | 5 | 3 | 1 | 1 | 1 | 7 | 1 | 5 | 3 | φ | 1 | 2 | 1 | 1 |
| Comprehensive Community Activities | 3 | 6 | 3 | 1 | 6 | 4 | 3 | 2 | 1 | 4 | 2 | 4 | 2 | 2 | 4 | 2 | 2 |

[a]Totals may be 1% off due to rounding error.

## Table F-12

### Direct Service Activities By Activity Type

(Percent of Total Human Resources, Including Donated Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Direct Services | 53 | 38 | 56 | 42 | 57 | 56 | 58 | 56 | 69 | 58 | 56 | 51 | 74 | 44 | 56 | 64 | 69 |
| Emergency Counseling and Information and Referral | 2 | 3 | 3 | 1 | 5 | 2 | 1 | 2 | 13 | 41 | 7 | 6 | 1 | 10 | 2 | 3 | 45 |
| Intake | 2 | 0 | 1 | 1 | 4 | 2 | 1 | 4 | 1 | 1 | 2 | 1 | 1 | 2 | 0 | 1 | 2 |
| Shelter Coverage | .2 | 13 | 36 | 7 | 12 | 22 | 36 | 22 | 25 | 1 | 20 | 21 | 57 | 23 | 17 | 45 | 14 |
| Individual Counseling | 18 | 9 | 8 | 5 | 18 | 9 | 7 | 14 | 19 | 2 | 5 | 6 | 8 | 2 | 4 | 6 | 2 |
| Family Counseling | 7 | 5 | 4 | 0 | 2 | 2 | 4 | 2 | 5 | 11 | 1 | 2 | 2 | 1 | 2 | 2 | 3 |
| Group Counseling | 3 | 2 | 0 | φ | 9 | 3 | 2 | 3 | 0 | 1 | 6 | 8 | 2 | 2 | 3 | 1 | 1 |
| Other Group Activities | 16 | 1 | 3 | 26 | 2 | 12 | 5 | 4 | 1 | φ | 5 | 3 | 3 | 0 | 21 | 1 | φ |
| Placement | 2 | 2 | 0 | 1 | 1 | 0 | 1 | 1 | 2 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| Support and Advocacy | 1 | 3 | 1 | 0 | 1 | 2 | 1 | 4 | 3 | 1 | 2 | 1 | 1 | 1 | 5 | 3 | 3 |
| Follow-Up | 0 | 0 | 0 | 0 | 1 | 2 | φ | 0 | 0 | 0 | 4 | 0 | 1 | 1 | 0 | 0 | 0 |
| Miscellaneous Direct Services | 2 | 1 | 0 | 4 | 0 | 0 | 1 | 0 | 0 | 1 | 6 | 3 | 1 | 1 | 0 | 1 | 0 |

[a] Totals may be 1% off due to rounding error.

Table F-13

Dollar Values for All Direct Services

| Direct Services | Average for All Projects | Maximum Dollar Figure | Minimum Dollar Figure |
|---|---|---|---|
| Emergency counseling, information and referral | 476 | 2,178 | 62 |
| Intake | 102 | 355 | 0 |
| Shelter management | 1,730 | 3,877 | 2 |
| Individual counseling | 718 | 2,554 | 77 |
| Family counseling | 315 | 1,006 | 31 |
| Group counseling | 257 | 944 | 0 |
| Other group activities | 479 | 2,885 | 0 |
| Placement | 69 | 194 | 3 |
| Support and advocacy | 196 | 881 | 13 |
| Follow-up | 77 | 406 | 0 |
| Other direct services | 115 | 407 | 5 |
| Total | 4,533 | 8,438 | 1,538 |

**Table F-14**

**Total Project Labor Expenditures On Direct Services By Activity Type[a]**

|  | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Emergency Counseling, Information and Referral | 62 | 304 | 247 | 74 | 461 | 198 | 131 | 140 | 1,038 | 789 | 522 | 399 | 72 | 447 | 423 | 302 | 2,178 |
| Intake | 85 | 49 | 68 | 0 | 355 | 229 | 100 | 287 | 127 | 3 | 135 | 87 | 40 | 164 | 19 | 103 | 88 |
| Shelter Coverage | 92 | 84 | 2,468 | 892 | 985 | 2,312 | 3,877 | 1,593 | 3,227 | 148 | 1,393 | 1,892 | 2,986 | 2,403 | 2,090 | 2,852 | 2 |
| Individual Counseling | 438 | 1,055 | 873 | 497 | 1,094 | 812 | 827 | 1,038 | 2,554 | 77 | 714 | 490 | 327 | 192 | 714 | 701 | 142 |
| Family Counseling | 234 | 649 | 357 | 31 | 243 | 179 | 481 | 146 | 618 | 1,006 | 211 | 281 | 85 | 39 | 274 | 252 | 118 |
| Group Counseling | 128 | 210 | 36 | 0 | 760 | 279 | 192 | 235 | 56 | 12 | 530 | 944 | 128 | 234 | 489 | 54 | 74 |
| Other Group Activities | 344 | 103 | 173 | 1,971 | 169 | 1,138 | 212 | 85 | 131 | 0 | 174 | 70 | 123 | 35 | 2,885 | 155 | 0 |
| Placement | 82 | 187 | 23 | 101 | 95 | 46 | 94 | 67 | 194 | 10 | 91 | 46 | 17 | 20 | 87 | 25 | 3 |
| Support and Advocacy | 13 | 335 | 75 | 69 | 111 | 165 | 88 | 251 | 417 | 19 | 39 | 72 | 55 | 137 | 881 | 346 | 333 |
| Follow-Up | 6 | 49 | 17 | 23 | 63 | 247 | 0 | 27 | 5 | 2 | 406 | 23 | 38 | 0 | 100 | 60 | 5 |
| Miscellaneous Direct Services | 54 | 119 | 37 | 241 | 31 | 5 | 129 | 23 | 71 | 12 | 407 | 357 | 57 | 127 | 36 | 116 | 38 |
| Total | 1,538 | 3,144 | 4,374 | 3,899 | 4,367 | 5,610 | 6,131 | 3,892 | 8,438 | 2,069 | 4,622 | 4,661 | 3,928 | 3,798 | 7,998 | 4,966 | 2,981 |

[a]Totals may be 1% off due to rounding error.

Table F-15

Imputed Dollar Values for All Direct Services

| Direct Services | Average for All Projects | Adjusted Maximum Figure | Adjusted Minimum Figure |
|---|---|---|---|
| Emergency counseling, information and referral | 1,103 | 5,532 | 88 |
| Intake | 154 | 364 | 47 |
| Shelter management | 2,779 | 6,936 | 99 |
| Individual counseling | 925 | 2,925 | 198 |
| Family counseling | 381 | 1,113 | 27 |
| Group counseling | 344 | 1,146 | 0 |
| Other group activities | 848 | 4,706 | 0 |
| Placement | 81 | 235 | 17 |
| Support and advocacy | 254 | 1,222 | 27 |
| Follow-up | 102 | 661 | 0 |
| Other direct services | 203 | 1,105 | 5 |
| Total | 7,174 | 12,799 | 2,277 |

Table F-16

Total Project Labor Expenditures On Direct Services By Activity Type

(Giving Value To Donated Human Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Emergency Counseling, Information and Referral | 88 | 317 | 298 | 101 | 469 | 229 | 147 | 112 | 1,943 | 4,218 | 1,233 | 818 | 104 | 1,102 | 556 | 504 | 5,532 |
| Intake | 97 | 52 | 73 | 110 | 364 | 274 | 109 | 222 | 144 | 62 | 282 | 125 | 55 | 175 | 47 | 211 | 286 |
| Shelter Coverage | 99 | 1,543 | 3,905 | 960 | 1,067 | 2,533 | 4,641 | 1,235 | 3,909 | 150 | 3,579 | 2,844 | 4,151 | 2,641 | 3,837 | 6,936 | 1,669 |
| Individual Counseling | 719 | 1,091 | 906 | 760 | 1,710 | 1,001 | 920 | 779 | 2,925 | 221 | 800 | 823 | 617 | 246 | 982 | 886 | 198 |
| Family Counseling | 282 | 670 | 400 | 27 | 212 | 205 | 542 | 116 | 745 | 1,113 | 189 | 319 | 118 | 61 | 467 | 371 | 378 |
| Group Counseling | 141 | 229 | 38 | 0 | 840 | 395 | 209 | 173 | 60 | 123 | 1,091 | 1,146 | 157 | 261 | 663 | 88 | 69 |
| Other Group Activities | 653 | 143 | 283 | 3,648 | 189 | 1,386 | 686 | 229 | 144 | 0 | 866 | 407 | 189 | 49 | 4,706 | 217 | 0 |
| Placement | 88 | 189 | 26 | 79 | 114 | 53 | 101 | 44 | 235 | 34 | 101 | 50 | 25 | 33 | 114 | 28 | 17 |
| Support and Advocacy | 27 | 335 | 75 | 69 | 134 | 237 | 92 | 208 | 442 | 69 | 271 | 81 | 69 | 169 | 1,222 | 441 | 332 |
| Follow-Up | 13 | 46 | 16 | 24 | 128 | 242 | 0 | 20 | 75 | 18 | 661 | 27 | 53 | 117 | 112 | 72 | 26 |
| Miscellaneous Direct Services | 70 | 107 | 40 | 517 | 33 | 5 | 141 | 20 | 63 | 134 | 1,105 | 463 | 95 | 156 | 93 | 164 | 57 |
| Total | 2,277 | 4,722 | 6,044 | 6,295 | 5,260 | 6,560 | 7,588 | 3,158 | 10,685 | 6,142 | 10,178 | 7,103 | 5,633 | 5,010 | 12,709 | 9,918 | 8,564 |

[a]Totals may be 1% off due to rounding error.

Table F-17

Dollar Values for All Direct Services by Client Type

| Client Type | Average for All Projects | Maximum Dollars Allocated | Minimum Dollars Allocated |
|---|---|---|---|
| Services to housed youth only | 3,017 | 5,990 | 196 |
| Services to non-housed youth only | 822 | 2,887 | 34 |
| Services to both housed and non-housed youth | 693 | 2,304 | 191 |

Table F-18

Imputed Dollar Values for All Direct Services by Client Type

| Client Type | Average for All Projects | Maximum Dollars Allocated | Minimum Dollars Allocated |
|---|---|---|---|
| Services to housed youth only | 4,525 | 8,752 | 260 |
| Services to non-housed youth only | 1,189 | 4,311 | 48 |
| Services to both housed and non-housed youth | 1,460 | 5,875 | 255 |

## Table F-19

### Total Project Labor Expenditures On Direct Services By Client Type[a]

|  | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Emergency Counseling, Information and Referral | 62 | 304 | 247 | 74 | 461 | 198 | 131 | 140 | 1,038 | 780 | 522 | 399 | 72 | 447 | 423 | 302 | 2,178 |
| Intake | 85 | 49 | 68 | 0 | 355 | 229 | 100 | 287 | 127 | 3 | 135 | 87 | 40 | 164 | 19 | 103 | 88 |
| Services to Housed Youth | 557 | 905 | 3,757 | 1,263 | 3,223 | 4,863 | 5,364 | 3,231 | 5,990 | 196 | 3,040 | 3,411 | 3,571 | 3,026 | 4,633 | 4,229 | 225 |
| Services to Non-Housed Youth | 780 | 1,767 | 265 | 2,321 | 299 | 315 | 407 | 211 | 1,212 | 1,078 | 518 | 405 | 188 | 34 | 2,887 | 216 | 452 |
| Miscellaneous Direct Services | 54 | 119 | 37 | 241 | 31 | 5 | 129 | 23 | 71 | 12 | 407 | 357 | 57 | 127 | 36 | 116 | 38 |
| Total | 1,538 | 3,144 | 4,374 | 3,899 | 4,367 | 5,610 | 6,131 | 3,982 | 8,438 | 2,069 | 4,622 | 4,661 | 3,928 | 3,798 | 7,998 | 4,966 | 2,981 |

[a]Totals may be 1% off due to rounding error.

## Table F-20

### Total Project Labor Expenditures On Direct Services By Client Type
### (Giving Value To Donated Human Resources)[a]

|  | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Emergency Counseling, Information and Referral | 88 | 317 | 282 | 101 | 469 | 229 | 147 | 112 | 1,943 | 4,218 | 1,233 | 818 | 104 | 1,102 | 556 | 504 | 5,532 |
| Intake | 97 | 52 | 73 | 110 | 364 | 274 | 109 | 222 | 144 | 62 | 282 | 125 | 55 | 175 | 47 | 211 | 286 |
| Services to Housed Youth | 854 | 2,437 | 5,337 | 1,495 | 3,465 |  | 6,723 | 2,650 | 7,023 | 260 | 6,627 | 5,142 | 5,101 | 3,529 | 7,792 | 8,752 | 2,134 |
| Services to Non-Housed Youth | 1,168 | 1,809 | 312 | 4,072 | 931 | 318 | 468 | 154 | 1,512 | 1,468 | 931 | 555 | 278 | 48 | 4,311 | 287 | 555 |
| Miscellaneous Direct Services | 70 | 107 | 40 | 517 | 33 | 5 | 141 | 20 | 63 | 134 | 1,105 | 463 | 95 | 156 | 95 | 164 | 57 |
| Total | 2,277 | 4,722 | 6,044 | 6,295 | 5,260 | 6,560 | 7,588 | 3,158 | 10,685 | 6,018 | 10,178 | 7,103 | 5,633 | 5,010 | 12,799 | 9,918 | 8,564 |

[a]Totals may be 1% off due to rounding error.

Table F-21

Per Client Costs by Client Type and Key Activities

| Category | Average Per Client Cost | Average Number of Clients | Maximum Cost Per Client | Minimum Cost Per Client |
|---|---|---|---|---|
| All services to housed youth | $159 | 23 | $386 | $10 |
| All services to non-housed youth | $36 | 30 | $211 | $1 |
| Emergency counseling and information and referral | $11 | 164 | $80 | <$1 |
| Individual counseling | $18 | 38 | $41 | $6 |
| Family counseling | $27 | 15 | $144 | $2 |
| Shelter coverage | $75 | 23 | $199 | $2 |
| Total costs per client | $96 | 53 | $175 | $48 |

Table F-22

Costs Per Client By Client Type and By Selected Activities[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20[b] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Payroll Costs | 1,538 | 3,144 | 4,374 | 3,899 | 4,367 | 5,610 | 6,151 | 3,892 | 8,438 | 2,069 | 4,622 | 4,661 | 3,928 | 3,798 | 7,998 | 4,966 | 2,981 |
| Total Number of Clients | 32 | 53 | 56 | 23 | 37 | 113 | 74 | 111 | 80 | 42 | 37 | 77 | 29 | 58 | 59 | 59 | 17 |
| Total Costs Per Client | 48 | 59 | 78 | 169 | 118 | 50 | 83 | 35 | 105 | 49 | 125 | 60 | 135 | 65 | 136 | 84 | 175 |
| Total Costs For Services To Housed Youth | 557 | 905 | 3,757 | 1,263 | 3,223 | 4,863 | 5,364 | 3,231 | 5,990 | 196 | 3,040 | 3,411 | 3,571 | 3,026 | 4,633 | 4,229 | 225 |
| Total Number of Housed Clients | 17 | 3 | 28 | 12 | 16 | 40 | 24 | 36 | 42 | 20 | 23 | 40 | 15 | 34 | 12 | 37 | 1 |
| Costs Per Housed Client | 33 | 302 | 134 | 105 | 201 | 122 | 224 | 90 | 143 | 10 | 132 | 85 | 238 | 89 | 386 | 114 | 225 |
| Total Costs For Services To Non-Housed Youth | 780 | 1,767 | 265 | 2,321 | 299 | 315 | 407 | 211 | 1,212 | 1,078 | 518 | 405 | 188 | 34 | 2,887 | 216 | 452 |
| Total Number of Non-Housed Youth | 15 | 50 | 31 | 11 | 21 | 73 | 50 | 75 | 38 | 22 | 14 | 37 | 14 | 24 | 47 | 22 | 16 |
| Costs Per Non-Housed Youth | 52 | 35 | 9 | 211 | 14 | 4 | 8 | 3 | 32 | 49 | 37 | 11 | 13 | 1 | 61 | 10 | 28 |
| Total Costs For Emergency Counseling Services | 62 | 304 | 247 | 74 | 461 | 198 | 131 | 140 | 1,038 | 780 | 522 | 399 | 72 | 447 | 423 | 302 | 2,178 |
| Total Number of Clients Receiving Service[c] | NA | 35 | 133 | 6 | 36 | 40 | 26 | 25 | 114 | 164 | 818 | 5 | 13 | 308 | 25 | 737 | 2 |
| Costs Per Client | NA | 9 | 2 | 12 | 13 | 5 | 5 | 6 | 9 | 5 | 1 | 80 | 6 | 2 | 17 | 0.41 | 1,089 |
| Total Costs For Individual Counseling | 438 | 1,055 | 873 | 497 | 1,094 | 812 | 827 | 1,038 | 2,554 | 77 | 714 | 490 | 327 | 192 | 714 | 701 | 142 |
| Total Number of Clients Receiving Service | NA | 32 | 44 | 23 | 37 | 51 | 40 | 111 | 62 | 14 | 37 | 70 | 29 | 24 | 32 | 59 | 17 |
| Costs Per Client | NA | 33 | 20 | 22 | 30 | 16 | 21 | 9 | 41 | 6 | 19 | 7 | 11 | 8 | 22 | 12 | 8 |
| Total Costs For Family Counseling | 234 | 649 | 357 | 31 | 243 | 179 | 481 | 146 | 618 | 1,006 | 211 | 281 | 85 | 39 | 274 | 252 | 118 |
| Total Number of Clients Receiving Service | NA | 16 | 12 | 10 | 23 | 12 | 30 | 22 | 28 | 7 | 11 | 10 | 8 | 16 | 7 | 27 | 15 |
| Costs Per Client | NA | 41 | 30 | 3 | 11 | 15 | 16 | 7 | 22 | 144 | 19 | 28 | 11 | 2 | 39 | 9 | 8 |
| Total Costs For Shelter Management | 92 | 84 | 2,468 | 892 | 985 | 2,312 | 3,877 | 1,593 | 3,227 | 148 | 7,393 | 1,892 | 2,986 | 2,403 | 2,090 | 2,852 | 2 |
| Total Number of Housed Youth | 17 | 3 | 28 | 12 | 16 | 40 | 24 | 36 | 42 | 20 | 23 | 40 | 15 | 34 | 12 | 37 | 1 |
| Costs Per Client | 5 | 28 | 88 | 74 | 62 | 58 | 162 | 44 | 77 | 7 | 61 | 47 | 199 | 70 | 174 | 77 | 2 |

[a] Totals may be 1% off due to rounding error.

[b] The highest-paid person at Skagit Group Ranch Homes -- the Executive Director -- worked several unpaid emergency shifts during August. When these are valued at her hourly rate, the total value for donated resources moves up astronomically.

[c] Includes telephone calls as client "contacts."

## Table F-23

### Per Client Costs by Client Type and Key Activities

### Giving Value to Donated Labor

| Category | Average Per Client Costs | Average Number of Clients | Maximum Cost Per Client | Minimum Cost Per Client |
|---|---|---|---|---|
| All services to housed youth | $250 | 23 | $649 | $ 13 |
| All services to non-housed youth | $ 56 | 30 | $370 | $ 2 |
| Emergency counseling and information and referral services | $ 20 | 164 | $164 | $ 1 |
| Individual counseling | $ 23 | 38 | $ 47 | $ 10 |
| Family counseling | $ 30 | 15 | $159 | $ 3 |
| Shelter coverage | $150 | 23 | $320 | $ 6 |
| Total costs per client | $141 | 53 | $275 | $ 28 |

## Table F-24

### Per Client Dollar Value of Direct Services
### (Giving Value To Donated Human Resources)[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 17 | 20[b] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Payroll Costs | 2,277 | 4,722 | 6,014 | 6,295 | 5,260 | 6,560 | 7,588 | 3,158 | 10,685 | 6,142 | 10,178 | 7,105 | 5,635 | 5,010 | 12,799 | 9,918 | 8,564 |
| Total Number of Clients | 32 | 53 | 56 | 25 | 37 | 113 | 74 | 111 | 80 | 42 | 37 | 77 | 29 | 58 | 59 | 59 | 17 |
| Total Costs Per Client | 71 | 89 | 108 | 245 | 142 | 58 | 103 | 28 | 134 | 146 | 275 | 92 | 194 | 86 | 217 | 168 | 504 |
| Total Costs For Services To Housed Youth | 854 | 2,437 | 5,337 | 1,495 | 3,465 | 5,734 | 6,723 | 2,650 | 7,023 | 260 | 6,627 | 5,142 | 5,101 | 3,529 | 7,792 | 8,752 | 2,134 |
| Total Number of Housed Clients | 17 | 3 | 28 | 12 | 16 | 40 | 24 | 36 | 42 | 20 | 23 | 40 | 15 | 34 | 12 | 37 | 1 |
| Cost Per Housed Client | 50 | 812 | 190 | 125 | 217 | 145 | 280 | 74 | 167 | 13 | 288 | 129 | 340 | 104 | 649 | 237 | 2,134 |
| Total Costs For Services To Non-Housed Youth | 1,168 | 1,809 | 312 | 1,072 | 951 | 318 | 468 | 154 | 1,512 | 1,468 | 951 | 555 | 278 | 48 | 4,311 | 287 | 555 |
| Total Number of Non-Housed Youth | 15 | 50 | 31 | 11 | 21 | 75 | 50 | 75 | 38 | 22 | 14 | 37 | 14 | 24 | 47 | 22 | 16 |
| Costs Per Non-Housed Youth | 78 | 36 | 10 | 370 | 14 | 4 | 9 | 2 | 40 | 67 | 67 | 15 | 20 | 2 | 92 | 13 | 35 |
| Total Costs For Emergency Counseling Services | 88 | 317 | 282 | 101 | 469 | 229 | 147 | 112 | 1,943 | 4,218 | 1,233 | 818 | 104 | 1,102 | 556 | 504 | 5,532 |
| Total Number of Clients Receiving Service[c] | NA | 35 | 133 | 6 | 36 | 40 | 26 | 25 | 114 | 164 | 818 | 5 | 13 | 308 | 25 | 737 | 2 |
| Costs Per Client | -- | 9 | 2 | 17 | 13 | 6 | 6 | 4 | 17 | 26 | 2 | 164 | 8 | 4 | 22 | 0.68 | 2,766 |
| Total Costs For Individual Counseling | 719 | 1,091 | 906 | 760 | 1,710 | 1,001 | 920 | 779 | 2,925 | 221 | 800 | 823 | 617 | 246 | 982 | 886 | 198 |
| Total Number of Clients Receiving Service | NA | 32 | 44 | 23 | 37 | 51 | 40 | 111 | 62 | 14 | 37 | 70 | 29 | 24 | 32 | 59 | 17 |
| Costs Per Client | -- | 31 | 21 | 33 | 46 | 20 | 23 | 7 | 47 | 16 | 22 | 12 | 21 | 10 | 31 | 15 | 12 |
| Total Costs For Family Counseling | 282 | 670 | 400 | 27 | 212 | 205 | 542 | 116 | 745 | 1,113 | 189 | 319 | 118 | 61 | 467 | 371 | 378 |
| Total Number of Clients Receiving Service | NA | 16 | 12 | 10 | 23 | 12 | 30 | 22 | 28 | 7 | 11 | 10 | 8 | 16 | 7 | 27 | 15 |
| Costs Per Client | -- | 42 | 33 | 3 | 9 | 17 | 18 | 5 | 27 | 159 | 17 | 32 | 15 | 4 | 67 | 14 | 25 |
| Total Costs For Shelter Management | 99 | 1,545 | 3,905 | 960 | 1,067 | 2,535 | 4,641 | 1,235 | 3,909 | 150 | 3,579 | 2,844 | 4,151 | 2,641 | 3,837 | 6,936 | 1,669 |
| Total Number of Housed Youth | 17 | 3 | 28 | 12 | 16 | 40 | 24 | 36 | 42 | 20 | 23 | 40 | 15 | 34 | 12 | 37 | 1 |
| Costs Per Client | 6 | 514 | 139 | 80 | 67 | 63 | 193 | 34 | 93 | 8 | 156 | 71 | 277 | 78 | 320 | 187 | 1,669 |

[a]Totals may be 1% off due to rounding error.

[b]The highest-paid person at Skagit Group Ranch Homes -- the Executive Director -- worked several unpaid emergency shifts during August. When these are valued at her hourly rate, the total value for donated resources moves up astronomically.

[c]Includes telephone calls as client "contacts."

Table F-25

Total August Costs: The Effect of Fixed Costs

on Project Expenditures

| Category | Average for All Projects | Maximum Spent by Projects | Minimum Spent by Projects |
|---|---|---|---|
| Total August payroll | $ 4,533 | $ 8,438 | $ 1,538 |
| Total August fixed costs | $ 2,269 | $ 5,528 | $ 368 |
| Total project budget for August | $ 6,802 | $12,551 | $ 3,044 |
| Number of clients | 53 | 113 | 17 |
| Total cost per client (including fixed costs) | $ 141 | $ 229 | $ 66 |
| Donated non-payroll resources | $ 352 | $ 2,280 | $ 0 |
| Total budget (including value to all donated resources, labor and non-labor) | $ 9,795 | $17,845 | $ 3,783 |
| Total cost per client (including value to all donated resources) | $ 218 | $ 342 | $ 79 |

Table F-26

Total August Costs: The Effects of Fixed Costs In Project Expenditures[a]

| | 01 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 12 | 13 | 14 | 15 | 16 | 18 | 19 | 20[b] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total August Payroll | 1,538 | 3,144 | 4,374 | 3,899 | 4,307 | 5,610 | 6,131 | 3,892 | 8,438 | 2,069 | 4,622 | 4,661 | 3,928 | 3,798 | 7,998 | 4,966 | 2,981 |
| Total August Fixed Costs | 1,506 | 368 | 1,670 | 1,364 | 3,024 | 2,419 | 1,853 | 1,204 | 2,661 | 1,128 | 1,236 | 5,528 | 1,607 | 3,796 | 4,553 | 3,037 | 560 |
| Total Project Budget For August | 3,044 | 3,512 | 6,044 | 5,263 | 7,391 | 8,029 | 7,984 | 5,096 | 11,099 | 3,197 | 5,858 | 10,189 | 5,535 | 7,594 | 12,551 | 8,003 | 3,541 |
| Number of Clients Served In August | 32 | 53 | 56 | 23 | 37 | 113 | 74 | 111 | 80 | 42 | 37 | 77 | 29 | 58 | 59 | 59 | 17 |
| Total Cost Per Client (Including Fixed Costs) | 95 | 66 | 108 | 229 | 200 | 71 | 108 | 46 | 139 | 76 | 158 | 132 | 191 | 131 | 213 | 136 | 208 |
| Total Labor Costs, Including Donated Human Resources In August | 2,277 | 4,722 | 6,044 | 6,295 | 5,260 | 6,560 | 7,588 | 3,158 | 10,685 | 6,142 | 10,178 | 7,103 | 5,633 | 5,010 | 12,799 | 9,918 | 8,504 |
| Donated Non-Labor Resources In August | 0 | 325 | 250 | 200 | 1,825 | 0 | 2,280 | 0 | 30 | 100 | 0 | 0 | 100 | 0 | 493 | 0 | 25 |
| Total Budget, Including All Donated Resources | 3,783 | 5,415 | 7,964 | 7,859 | 10,109 | 8,979 | 11,721 | 4,362 | 13,376 | 7,370 | 11,414 | 12,631 | 7,340 | 8,806 | 17,845 | 12,955 | 9,149 |
| Total Cost Per Client (Including All Donated Resources) | 118 | 102 | 142 | 342 | 273 | 79 | 158 | 39 | 167 | 175 | 308 | 164 | 253 | 152 | 302 | 220 | 538 |

[a] Totals may be 1% off due to rounding error.

[b] The highest-paid person at Skagit Group Ranch Homes -- the Executive Director -- worked several unpaid emergency shifts during August. When these are valued at her hourly rate, the total value for donated resources moves up astronomically.

END