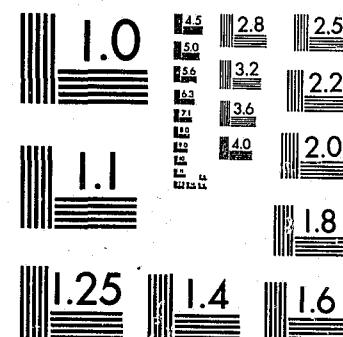


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

10/13/82

MF-1

FY 1979 Annual Report on the Status and Accomplishments of
Runaway Youth Programs (Title III of the Juvenile Justice and
Delinquency Prevention Act of 1974, P.L. 93-415, as amended by
the Juvenile Justice Amendments of 1977, P.L. 95-115)

EXECUTIVE SUMMARY

U.S. Department of Justice
National Institute of Justice

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FOREWORD: A Note on the History of Runaway Programs

Community centers responding to the needs of runaway youth developed over the past fifteen years. Community-based runaway centers, however, are not unique in social service history. Early YWCA's, for example, offered temporary shelter and services to homeless young women moving from the country to the cities during the late nineteenth century.

In recent years, the first programs to focus on runaway problems were known as "crashpads." The programs were often viewed with suspicion by law enforcement agencies. Since running away was a "status offense," it often precipitated police and juvenile court action. Few runaway centers were ever closed by the authorities, however, because these centers served needs unmet by the social service and juvenile justice systems.

Runaway programs developed into multi-service youth and family centers, providing family and group counseling, short and long-term foster placements, and supplemental services such as educational, legal, vocational and medical help. More recently, services have been broadened to include prevention, community education and aftercare. In addition, local programs have broadened their funding bases to include a variety of federal, state, local and private sources.

ENCLOSURE

NOV 16 1981

ACQUISITIONS

PREFACE

The Juvenile Justice Amendments of 1977 (P.L. 95-115), which reauthorized and expanded the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415), were signed into law on October 3, 1977. The Runaway Youth Act^{1/}, Title III of this legislation, was included in response to the continuing concern over the number of youths who leave home without parental permission and who, while away from home, are vulnerable and exposed to exploitation and other dangers.

This Annual Report for FY 1979 is submitted in accordance with Section 315 of the legislation.

^{1/} References to "runaways" found throughout this report include "runaway and otherwise homeless youth."

INTRODUCTION

The purpose of the Runaway Youth Program is to provide financial support to public and private nonprofit agencies -- or networks of these agencies -- for developing and strengthening community-based programs that address the immediate needs of runaway youths and their families. The 1977 Juvenile Justice Amendments expanded the scope of the Program to include youths, other than runaways, who are also homeless.

Grants are made available to communities for projects which are independent of local law enforcement structures and juvenile justice systems. Temporary shelter, counseling and aftercare services are the essential services provided to meet the legislative goals of these programs. Table 2 in Section I describes the relationship between program components and legislative goals.

As expressed in the Final Report of the Berkeley Planning Associates' evaluation (See Appendix to the full FY '79 Annual Report represented by this Executive Summary), the National Runaway Youth Program is having significant impact on the lives of runaway and homeless youth and their families.

During FY '79, through its community-based centers, the Runaway Youth Program served more than 160,000 youths. Table 1 illustrates the development of Youth Development Bureau (YDB) funded programs.

Table 1: YDB Administrative Overview

Fiscal Year	Programs Funded	Dollars Expended	# of Youth served by Programs	# of Youth Served by National Toll-Free Communications System	# youth served on drop-in, one-time basis
1975	66	\$ 4,146,826	*	*	
1976	129	\$ 7,903,734	15,000	19,000	
1977	129	\$ 7,710,000	29,595	102,106	
1978	166**	\$10,240,000	32,000	135,880	
1979	164	\$10,740,000	43,000	143,000	118,950 ***

* Data were not available on the number of youth served by programs or by the National Toll-Free Communications System.

** The Total number of programs includes the new programs funded as of September 30, 1978.

***Data collection in this category began in Fiscal Year 1979.

Significant accomplishments of the National Runaway Youth Program in FY '79 include:

- Provision of funding for 164 Runaway Youth Programs which have provided services to over 43,000 runaway youth and their families located in 47 States, Puerto Rico, the District of Columbia and Guam.
- Development of an Interagency Agreement with the Office of Juvenile Justice and Delinquency Prevention (Department of Justice) and the Office of Youth Programs (Department of Labor) for the purpose of expanding the services provided to youth. The Interagency Agreement provides funds for 17 demonstration grants to 23 community-based runaway youth programs to enable them to test innovative approaches for dealing with the unemployment problems of youth and to enhance the youth's prospects for employment in occupations which would lead to productive working lives. (See Section IV.)
- Continuation of seven demonstration grants to Runaway Youth Programs to enable them to provide comprehensive services to address the needs of youth and families in crisis.
- Funding of the National Toll-Free Communications System for the fifth year as a vehicle to serve runaway and otherwise homeless youth and families. This communication network served over 143,000 youth in FY '79. (See Section V.)
- Completion of extensive evaluations of a representative sample of programs funded under the Runaway Youth Act by an independent contractor. (See Section V.)
- Implementation and automation of a Management Information System to provide accurate and timely quantitative information on participant characteristics and rendered program services.
- Development of a contract to conduct a state-wide demonstration project within the Ohio Network of Runaway Youth Services, utilizing Title XX resources to expand runaway youth activities. (See Section IV.)
- Hiring of a permanent Director of the Division of Runaway Youth Programs.
- An award of recognition from the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention for the youth employment demonstrations and Title XX initiatives sponsored by the Youth Development Bureau.
- Development of model regulations for the Runaway Youth Legislation which eliminates duplication and red tape.
- Implementation and modification of the Program Performance Standards, which are integral to the successful monitoring of Title III grantees.
- Provision of project-specific technical assistance and training by an independent contractor for 164 grantees.

- Convening of the first Youth Services Institute, offering three courses of study to selected YDB grantees and program staff.
- Review and revision of the mandated statistical reporting requirements which resulted in the development and implementation of the Information Collection and Research Evaluation Form.

SECTION I - DESCRIPTION OF SERVICES PROVIDED BY RUNAWAY YOUTH PROGRAMS AND THEIR RELATIONSHIP TO THE FOUR LEGISLATIVE GOALS OF THE RUNAWAY YOUTH ACT

The basic purpose of the National Runaway Youth Program is to develop and expand a network of community-based facilities to respond to the needs of runaway and otherwise homeless youth. Toward this end, and in response to the legislative goals of the Program, a series of essential services, supplemental services, and operating procedures have been set in place. While this section does not describe every service or type of activity implemented in response to the Act, it does represent the essential operating components of a typical program.

Table 2: Relationship Between Program Services and Goals of the Runaway Youth Act

	OUTREACH	INFORMATION & REFERRAL	INDIVIDUAL INTAKE	TEMPORARY SHELTER	INDIVIDUAL COUNSELING	FAMILY COUNSELING	GROUP COUNSELING	MEDICAL SERVICES	LEGAL SERVICES	ADVOCACY	AFTERCARE	PLACEMENT	REFERRAL LINKAGES MAINTENANCE
	ESSENTIAL SERVICES					SUPPLEMENTARY SERVICES							PROCEDURAL
Goal One: To alleviate the needs of youth during the runaway episode.	•	•	•	•	•	•		•	•				
Goal Two: To reunite youth with their families and encourage the resolution of intra-family problems.		•			•	•				•	•		•
Goal Three: To strengthen family relationships and encourage stable living conditions for youth.		•			•	•						•	
Goal Four: To help youth decide upon a future course of action.		•			•	•	•			•	•		

Essential Services

- Outreach

Outreach services include those activities which are designed to provide visibility for, and create awareness of, the service offered by the program.

- Information and Referral

All YDB-funded Title III programs offer information and referral services. At the national level, the runaway, Metro-Help Toll-Free Hotline in Chicago provides these services.

- Individual Intake

Individual intake is a process for identifying the emergency needs of a young person, for establishing a dialogue through which the youth becomes acquainted with the kinds of services available through the program.

- Temporary Shelter

Temporary shelter is the provision of short-term room and board.

- Individual Counseling

Individual counseling, provided to each youth admitted into the program, takes the form of a one-to-one guidance relationship. Paid staff and trained volunteers are assigned to each youth, usually upon entry into the program.

Supplementary Services

- Family Counseling

Family counseling, provided by runaway program staff, is available to each parent or legal guardian and the youth admitted to the program who requests such services.

- Medical Services

Medical, dental, and allied health services are available at all YDB-funded runaway centers, either directly or on a referral basis.

- Legal Services

Legal services are related to the advocacy services available to runaways and homeless youth and their families. These services are provided either by volunteer legal staff or by local public defender agencies.

- Aftercare Services

Aftercare services include pre-release counseling of youth and family, planning the return home, or alternative placement, and periodic contact with client to ascertain the level of adjustment.

- Group Counseling

Group counseling is provided under the guidance of mental health and social work professionals and may be clinical, instructional and/or non-directive in nature.

Procedural Requirements

- Referral Linkages

Maintaining referral and coordination linkages with key sources is essential to reaching runaways and youth in crisis. The referral network is used in two directions: to identify youth who would benefit from runaway program services, and to secure community services for youth and families working to resolve long-term problems.

- Accessibility

Runaway programs accept the majority of youth they serve through self-referrals, referrals from other youths, and referrals from community-based, youth-serving agencies.

Summary

The four legislative goals of the Runaway Youth Act are broadly stated and allow for a wide range of service responses to the needs of youth. The legislative goals offer a structural and philosophical framework for addressing the needs of runaway and homeless youth, while permitting variation in program design.

SECTION II - DESCRIPTIVE CHARACTERISTICS OF YOUTH SERVED

This section presents data selected through the Youth Development Bureau's Management Information System (MIS) during FY '79. The data base represents the intake and service summaries of 43,000 clients served by 164 YDB-funded centers. One-time, drop-in clients or youth who called the program's hotline are not included in the data base. Information gathered from this data base is organized into selected categories from which profiles can be drawn. Table 3, for example, presents profiles for three categories of youth that represent 74% of the 43,000 youths served. While the profile data appears in this Executive Summary, full tabulations and observations on eleven selected categories appear in Section II in the full text of the FY '79 Annual Report.

Table 3: Three Sets of Profile Data on Youths Served by YDB-Funded Programs

TYPE	RUNAWAY		PUSHOUT		NONRUNAWAY CRISIS	
	18,168		5154		8513	
SEX	F(65.5%)		M(52.9%)		F(51.2%)	
RACE	Caucasian	(75.8)	Caucasian	(65.8)	Caucasian	(70.7)
AGE	fourteen	(20.2)	fourteen	(11.8)	fourteen	(16.3)
	fifteen	(26.9)	fifteen	(20.3)	fifteen	(20.0)
	sixteen	(24.2)	sixteen	(23.9)	sixteen	(20.3)
	seventeen	(14.2)	seventeen	(27.3)	seventeen	(18.1)
LAST GRADE COMPLETED	seventh	(13.7)	seventh	(8.8)	seventh	(20.3)
	eighth	(22.3)	eighth	(17.4)	eighth	(18.3)
	ninth	(26.9)	ninth	(27.0)	ninth	(22.4)
	tenth	(16.0)	tenth	(21.2)	tenth	(15.8)
	eleventh	(5.8)	eleventh	(9.9)	eleventh	(7.9)
REASON FOR SEEKING SOURCE	No Commu. w/Parent	(58.1)	Pushed out No Comm. w/Parent	(72.5) (46.6)	No Comm. w/Parent	(43.3)
	Parent too Strict	(42.4)			Parent too Strict	(19.9)
REFERRAL SOURCES	Self	(22.2)	Self	(19.3)	Self	(13.0)
	Police	(15.8)	Other Pub. agencies	(11.9)	Parent or Guardian	(12.0)

SECTION III - SERVICE EXPANSION THROUGH DEMONSTRATIONS

During FY '78 and '79, the Youth Development Bureau supported demonstration projects which have potential for enhancing the planning and delivery of services to runaway youth and their families. Demonstration projects are defined as activities which test the practical application and appropriateness of theories, methods and/or models. A wide range of new services, all consistent with the philosophy and intent of Title III, are being tested through these demonstration efforts. Each demonstration project, in addition, responds to needs thoroughly documented by YDB through quantitative and qualitative analyses. (See Youth Development Bureau, Annual Report to Congress, Fiscal Year 1978 for a presentation and discussion of this data.) The demonstration efforts are being conducted within selected existing YDB-funded programs.

Presently, YDB is using research monies (Section 426 of the Social Security Act) and entering into intra and interdepartmental agreements with the Department of Justice, Department of Labor, and Alcohol, Drug Abuse and Mental Health Administration within DHHS to support its demonstration efforts. These funds and agreements are being used to support program innovations which address service needs in such areas as youth employment, adolescent neglect and abuse. An overview of current demonstration efforts listed below appear in the full text of the FY '79 Annual Report.

- Child Welfare Demonstration Grants (Section 426 of the Social Security Act)
- Youth Participation and Community Services/Job Development Demonstration Grants
- Streamlining Title XX Systems for Effective Utilization by Runaway Shelters - Development of a Statewide Model
- Adolescent Male Prostitution: A Study of Sexual Exploitation, Etiological Factors and Runaway Behavior

SECTION IV - NATIONAL TOLL-FREE COMMUNICATIONS SYSTEM FOR RUNAWAY YOUTH

In August 1974, the Youth Development Bureau funded a national runaway hotline. The National Runaway Switchboard became a 24-hour toll-free telephone service established to test the feasibility of operating a confidential communication channel nationally, through which runaway youth might contact their families and/or be directed to services in the communities from which they were calling.

Based on the success of the demonstration effort, YDB has continued to support the operation of the hotline, a national toll-free communications system, through Metro-Help, Inc., of Chicago, Illinois. The foundation of the communications system continues to be the National Runaway Switchboard (NRS), a toll-free telephone referral service. Funded at a level of \$260,000, the Switchboard operates 24 hours a day, seven days a week and employs a staff of nine full-time individuals, five to fifteen part-time individuals, and over 100 trained volunteers.

APPENDIX: EVALUATION OF THE RUNAWAY YOUTH PROGRAM

The Youth Development Bureau has been involved in a number of initiatives designed to measure the effectiveness of the runaway and homeless youth programs and their impact on the youth and families they serve. A discussion of these initiatives appears in the Appendix in the main text of the YDB FY 1979 Annual Report.

One of the initiatives to assess program effectiveness is a comprehensive evaluation of the program completed by Berkeley Planning Associates (BPA) in 1979. Conducted over a nineteen-month period under a contract with YDB, this study evaluated a representative sample of YDB-funded runaway youth programs. One of the key findings of the evaluation reveals that YDB funded projects have been successful in expanding their total resources with substantial volunteer staff time as well as additional Federal, state and local funding. According to the study, 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 used by the projects include the Law Enforcement Assistance Administration, National Institute of Mental Health, Title XX, local, state, and county agencies, and private foundations. In addition to obtaining other direct funding, the projects have also been successful in recruiting volunteers and soliciting 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.

An Executive Summary of the BPA report is appended to the full text of the YDB FY 1979 Annual Report. Additional copies of the Executive Summary: National Evaluation of the Runaway Youth Program (DHHS Publication Number OHDS-80-32008) are available from the U.S. Government Printing Office, Dept. 76, Washington, D.C. 20401.

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