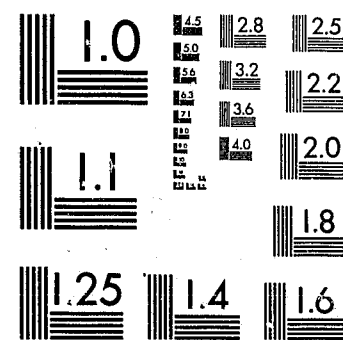


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FY 1979 Annual Report on the Status and Accomplishments of  
Runaway Youth Programs (Title III of the Juvenile Justice and  
Delinquency Prevention Act of 1974, P.L. 93-415, as amended by  
the Juvenile Justice Amendments of 1977, P.L. 95-115)

Submitted by the:

Department of Health and Human Services  
Office of Human Development Services  
Administration for Children, Youth and Families  
YOUTH DEVELOPMENT BUREAU

U.S. Department of Justice  
National Institute of Justice

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October 1980

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## FOREWORD: A NOTE ON THE HISTORY OF RUNAWAY PROGRAMS

Community-based runaway youth centers evolved over the past fifteen years in response to the needs of thousands of disaffected youth of the late sixties and early seventies who left home and were on the move across the country. Unconnected with any part of "establishment" systems, the centers offered young people neutral ground and protection from the exploitation and dangers on the street.

Community-based runaway centers are not unique in social service history. Early YWCAs, for example, offered temporary shelter and services to homeless young women moving from the country to the cities during the late nineteenth century. Settlement houses in lower income areas also offered community-based social services and met a variety of needs, including temporary shelter, food and employment assistance. During the Great Depression, when large numbers of youth and adults migrated to seek better living conditions, the Federal government established Federal Transient Centers that provided temporary shelter and crisis intervention.

In recent years, the first programs to focus on runaway problems were known as "crashpads." Located in apartments, old single-family dwellings, or storefronts in urban neighborhoods where young people regularly gathered, they were staffed by volunteers and supported by churches and community groups.

The programs were often viewed with suspicion by law enforcement agencies. Since running away was considered a "status offense," it was often viewed as a crime that required police and juvenile court action. Law enforcement officials often searched runaway facilities for young people whose parents had filed petitions declaring them "beyond parental control." Few runaway programs were ever closed by authorities however, because they served needs unmet by the social service and juvenile justice systems.

In vivid contrast to traditional institutions and services, runaway programs became the expression of a philosophy of youth enablement -- valuing youths' right to self-determination and involvement in decisions and policies affecting them.

Since needs were often immediate, 24-hour services were developed, featuring open access and crisis intervention.

Runaway centers developed home-like atmospheres. Counselors mingled with youth on the streets, listening to their needs and hopes, and deciding with the young people what was best for them.

Counselors resisted labeling youth as "sick," "deviant," or "in need of treatment" because they had run away. A belief developed that runaway programs should be flexible and responsive to changing needs in the community. An agency that provided only shelter and counseling might open a long-term group foster home or offer job training and placement when there was evidence of need.

As a result, runaway programs have grown from simple residential programs 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 services either directly or through referral.

In recent years, runaway programs have developed capabilities to provide prevention, community education, and aftercare.

Funding bases for these programs have also expanded as financial support from a variety of Federal and private sources has been secured and sustained.

In the latter part of 1973, the Secretary of Health, Education, and Welfare established an Intra-Departmental Committee on Runaway Youth in response to growing national awareness and concern about the problems of runaway youth. Through this committee of several agencies and offices, research, information and data gathering, service and training, community education model demonstrations and evaluations, development of program standards and guidelines, and provision of technical assistance and training were undertaken.

The passage of the Juvenile Justice and Delinquency Prevention Control Act of 1974, of which the Runaway Youth Act constitutes Title III, provided, for the first time, ongoing Federal support to Runaway Youth Programs. Responsibility for the Runaway Youth Act was placed with the Department of Health, Education, and Welfare, while the responsibility for the remaining Titles of the legislation resided with the Department of Justice.

One major outgrowth of the National Runaway Program has been the sustained dialogue among service providers. The result has been an improved level of response to the needs of young people.

In addition to the Youth Development Bureau, other Department of Health and Human Services activities such as the National Institute on Drug Abuse, National Institute of Mental Health and Social Security Act Title XX monies have supported expanded services to runaway and otherwise homeless youth. As well, the Office of Juvenile Justice and Delinquency Prevention in the Department of Justice, has been instrumental in broadening the scope of runaway centers.

Runaway centers are broadening their funding bases to include state and local support under programs such as Title XX and the Comprehensive Employment and Training Act. Several states are developing legislation that parallels the Runaway Youth Act. Runaway youth programs are now integrated with state and local coalitions that coordinate services and influence local, state and national policy.

Two national organizations, the National Network of Runaway and Youth Services and the National Youth Work Alliance (formerly the National Youth Alternatives Project) are part of this network.

Today, the National network of runaway programs ranges from small independent community-based programs to state and county-level programs as well as those operated by private, nonprofit organizations such as Red Cross, YMCA's Travellers Aid, YWCAs, churches, Indian Tribal Councils and the Salvation Army.

## PREFACE

The Juvenile Justice Amendments of 1977 (Public Law 95-115), which reauthorized and expanded the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415), were signed into law on October 3, 1977. The Runaway Youth Act, Title III of this legislation, was included in this legislation 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.

Section 315 of the legislation requires the Secretary of the Department of Health and Human Services to report annually to the Congress on the status and accomplishments of the programs which are supported under Title III. This Fourth Annual Report covers Fiscal Year 1979 and is submitted in response to the legislative requirement.

The findings and conclusions in this report are based upon data and information obtained from the following sources:

- Management Information System (Youth Development Bureau)
- Annual Reports to Congress (YDB), FY'77 and FY'78
- Inspector General's Report (DHEW)
- Reports from grantees, contractors and Department administrators.

This Annual Report focuses on the development, operation and accomplishments of the community-based runaway youth programs funded by YDB under the Runaway Youth Act. Section I provides a description of the services provided by runaway programs and their relationship to legislative goals. Section II illustrates, in tabular form, with accompanying explanations, the characteristics of the clients served during FY'79. Section III describes recent program efforts to expand the range of services provided for our client population by supporting demonstration projects which test innovative approaches in meeting service needs. Section IV presents a discussion of the National Toll-Free Communications System which is an integral part of the runaway program system. Appended are evaluative conclusions on the operation of runaway programs and their success in meeting the legislative goals established under the Runaway Youth Act.

## 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 youth and their families. The 1977 Juvenile Justice Amendments expanded the scope of the Program to include otherwise homeless youth.

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.

The legislative goals of the Runaway Youth Act are:

- (1) To alleviate the problems of runaway youth;
- (2) To reunite youth with their families and to encourage the resolution of intrafamily problems through counseling and other services;
- (3) To strengthen family relationships and to encourage stable living conditions for youth; and,
- (4) To help youths examine and make choices regarding potential future courses of action.

The Youth Development Bureau (YDB) is located within the Administration for Children, Youth and Families (ACYF), a component of the Office of Human Development Services, a principal agency of the Department of Health and Human Services. YDB is responsible for the implementation and administration of the National Runaway Youth Program and has the leadership role in increasing public awareness with respect to aspects of the runaway problem. In addition, YDB is responsible for planning, developing and implementing an integrated program of research, demonstration, and evaluation activities related to youth needs, problems, and developmental issues. YDB disseminates information on youth needs, concerns and program approaches, and serves as an advocate for youth with Federal agencies whose programs impact on youth. As expressed in the Final Report of the Berkeley Planning Associates' evaluation (Executive Summary appended), the National Runaway Youth Program is having significant impact on the lives of runaway and homeless youth, and their families.

Runaway Youth Legislation, which requires the integration of the family into the range of services, is an important social service initiative. Youth people and their families now have access to a wide-ranging network of community-based services designed to meet their needs.

During FY'79, through its community-based centers, the Runaway Youth Program served a total of 304,962 youths. This figure includes 43,013 youths who received shelter and/or counseling. This number represents a 34% increase over 1978. One hundred forty-three thousand (143,000) youths used the National Toll-Free Communications System and 118,949 were seen on a one-time, drop-in basis.



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 was 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.

YDB has assumed a leadership role to increase public awareness of problems and issues associated with running away. These include pregnancy, prostitution and a variety of other predatory situations that might victimize a young person. To stimulate awareness of these problems, YDB has promoted public affairs activities and media productions. It is anticipated that activities in this area will step up in FY'80 since several ventures are still in the planning stages.

#### Summary of FY'79 Accomplishments

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 youths' prospects for employment in occupations which would lead to productive working lives. (See Section III.)

- 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 IV.)
- Completion of extensive evaluations of a representative sample of programs funded under the Runaway Youth Act by an independent contractor.
- 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 III.)
- 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.

This Annual Report to Congress builds upon the substance of previous annual reports and highlights the progress and accomplishments of Runaway Youth Programs since Federal intervention.

## SECTION I - DESCRIPTION OF SERVICES PROVIDED BY RUNAWAY 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.

This section of the Annual Report presents an overview of the basic services offered by runaway programs throughout the country. This list is not exhaustive of all activities that have been designed and implemented in response to the Runaway Youth Act, but is representative of the essential operating components of a typical program. Section III of this report describes a series of additional services designed to meet the needs of runaway youth. These services are highlighted because they have good potential replicability. They have been funded as demonstration efforts through the Youth Development Bureau.

Table 2 shows how these services apply to the four goals of the Runaway Youth Act.

### Essential Services

#### ● Outreach

Outreach services include those activities which provide visibility for, and create awareness of, the services offered by the Program. Outreach includes public relations and community education efforts. For example, a program may sponsor a van which travels to schools and youth gathering places to provide them with information and/or services such as counseling and medical services.

#### ● Information and Referral

All YDB-funded Title III programs offer information and referral services to runaway and homeless youth and their families. At the national level, the runaway Metro-Help Toll-Free Hotline in Chicago provides, on request, information regarding programs for runaway and homeless youth in the nation, the names of agencies offering special services to runaway youth and, in specific cases, refers cases to agencies in the communities where runaway and homeless youth are in a state of crisis.

On the project level, information and referral services take the form of descriptive brochures, TV and radio public announcements, public education workshops and seminars which are considered community education and public awareness activities. These activities are considered to be essential as they secure a positive image for the program with the community-at-large.

#### ● Individual Intake

Individual intake is a process for identifying the emergency needs of a young person, establishing a dialogue through which the youth becomes acquainted with the kinds of services available. Information communicated this way helps a young person to decide whether he or she will participate in the program. During intake, when the clients' needs are determined, the youth is apprised of all services available, either by that project or

through linkages with other programs. This activity represents a critical first step in providing services to youth. The intake process helps to establish rapport between the person seeking help and project staff. This process sets a tone that can greatly influence the outcome of the relationship.

#### ● Temporary Shelter

Temporary shelter is short-term room and board and core crisis intervention services provided on a 24-hour basis by a runaway youth project. There are two types of temporary shelters: a group facility and an individual family or foster home. A group facility provides temporary shelter and at least two meals a day to a maximum of twenty clients at a time. Supervision is provided by adult staff. At least one adult staff member is on the premises when youths are in the facility. The majority of the program activities take place at the facility. An individual family home or foster home provides shelter and meals using a volunteer or paid family that enters into a contract with the project to provide shelter in their own home. Youths are placed singularly or in pairs and, in this setting, they spend the majority of their time away from the facility. All facilities must be in compliance with minimum state and local licensing requirements and may have a youth no longer than 15 days at any given time.

#### ● 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. These staff members or volunteers are responsible for various counseling tasks during the stay of the youth in the facility. These include contacting the parents of the runaway or homeless youth, establishing a positive rapport with the family and client, scheduling counseling sessions, and providing feedback to the youth and families. Intake counseling for the youth, the first contact with the program, is an important aspect of the individual counseling program. At this point, the youth is asked to discuss his or her situation. He or she is informed of house rules and a case plan is established.

### Supplementary Services

Additional services rendered by programs during the runaway episode include:

#### ● 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. Generally, family counseling focuses on the relationships between family members. Rather than viewing the youth or the parents as the "cause" of the problem, such counseling focuses

upon improving relationships to promote shared problem solving. This type of counseling is available at most of the runaway centers. The use and effectiveness of this approach depends upon the availability and cooperation of parents and other relatives and friends during the runaway crisis and the aftercare period. The nature of the counseling provided ranges from clinical to instructional.

- Medical Services

Medical, dental, and allied health services are available at all YDB-funded runaway centers, either directly by means of paid or volunteer medical-nursing personnel or, on a referral basis to clinics, hospitals and private physicians in the neighborhoods where the runaway houses are located. A few of the centers employ mobile health units which reach out to runaway and homeless youth on the streets and in neighborhoods not served by a runaway facility. Medical, dental, and other diagnostic examinations are available as well as limited treatment programs.

- Legal Services

Closely related to the case and class advocacy services described in this section are legal services available to runaway and homeless youth and their families in the communities where runaway centers are located. These legal services are provided either by legal rights, processing of court or police actions which involve the youth, resolution of questions regarding the right of the youth to marry, to work, to drop out of school and to seek ordered emancipation.

- Advocacy

Advocacy is the utilization of power to bring about change for a specific group by means of speaking, writing and/or activity in support of someone or a cause. Advocacy has motivated the growth and development of runaway centers. In runaway centers and within the larger runaway system, there are three forms of advocacy: direct client services, casework, and system change. Direct client services are provided at many YDB-funded runaway centers. These services help runaway and homeless youth to better understand the legal aspects of their difficulties, the nature of the applicable governing laws. These services establish a process for sharing information with youths and their families regarding their legal rights and the legal procedures available to them.

In advocacy casework, the runaway center staff member assists runaway and homeless youth in understanding and negotiating with the community agencies and resources available to them and their families. An example is staff involvement in the selection of a foster home or an independent living situation into which the youth can be placed once he or she leaves the shelter.

While the first two types of advocacy were youth-oriented and utilized a counseling relationship, system change advocacy is more oriented to youth as a class of citizens in special need. Here a change in the police, court, correctional youth service policies or delivery system is indicated. Changes in current policies and practices which impact on the lives of runaway and homeless youth are proposed. Some of these proposed changes may take the form of legal reform and revision of the Juvenile Code in which the runaway program is located. The Congress, in authorizing the support of coordinated networks of the service providers for runaway and homeless youth, has sanctioned the process of system advocacy. Some of the YDB-funded networks have played a major role in advocating legal reform and changes in current practices and policies which affect runaway and homeless youth.

- Aftercare Services

The Runaway Youth Act regulations define aftercare as the "provision of services to runaway or otherwise homeless youth and their families following the youth's return home or placement in alternative living arrangements which may be associated with their adjustment to placement after leaving the runaway program." Aftercare services include pre-release counseling of youth and family; planning the return home or to an alternative placement such as foster care or independent living arrangement; and, periodic follow-up conversations (usually for up to a year) with the client to ascertain how adjustment is being made. In addition, the aftercare component provides referrals when necessary to the youth and family for appropriate resources in the community to which the youth returns. All of these services are designed to facilitate the transition from temporary shelter services to the home or to other living arrangements by providing a continuity of care. Effective aftercare services are seen as instrumental in reducing the recurrence of runaway episodes.

- Group Counseling

Group counseling builds upon the individual counseling component of a runaway program's operation. Most of the YDB-funded runaway youth centers bring together clients on a scheduled basis for group discussions. These sessions may focus on individual client problems and needs or may encompass general topics related to group living and/or adolescent life. 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

The programs maintain referral and coordination linkages with several sources, including the police, juvenile courts and probation office,

social services, schools, and other runaway centers/crisis intervention units. 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.

Runaway programs accept the majority of youth they serve through self-referrals, referrals from other youth, and referrals from community-based, youth-serving agencies. Receiving youths through self-referrals or other informal referrals demonstrates the accessibility of programs to youths in need of services.

Thus, runaway projects maintain active referral and coordination linkages with agencies that offer counseling and other support services to youth and families, including:

- family counseling agencies;
- legal assistance agencies;
- social service and welfare agencies;
- housing authorities; and,
- other family support 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.

For other youth with deep-rooted family problems, encouraging stable living conditions may involve the identification of other living arrangements and advocacy in whatever legal actions are necessary to effect a change in the youth's residence. Regardless of the type of placement, aftercare services are provided to determine if the placement is working successfully, and to determine if other services are required. To a large extent, the flexibility of the legislative goals and the interpretations of them developed by the Youth Development Bureau have created an environment that allows individual programs to stress activities that best fill the service gaps in the community.

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	
<u>Goal One:</u> To alleviate the needs of youth during the runaway episode.	•	•	•	•	•	•		•	•				
<u>Goal Two:</u> To reunite youth with their families and encourage the resolution of intra-family problems.		•			•	•				•	•		•
<u>Goal Three:</u> To strengthen family relationships and encourage stable living conditions for youth.		•			•	•						•	
<u>Goal Four:</u> To help youth decide upon a future course of action.		•			•	•	•			•	•		



SECTION II - CHARACTERISTICS OF YOUTH SERVED

This section presents data selected through the Youth Development Bureau's Information-System (MIS) during FY '79. This information is gathered in response to the Congressional directive mandating the collection of statistical data on each client served by YDB-funded centers. The data base represents the intake and service summaries of the 43,000 clients served by 164 YDB-funded centers. Youth who came to a program on a one-time, drop-in basis or youth who called the program's emergency telephone number are not included in the data base. Information gathered from more than 43,000 clients, is organized into eleven 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.

The remainder of this section provides specificity and breadth to the profiles in Table 3. These topics are presented and discussed separately.

- 1. Youth Types
- 2. Sex Distribution
- 3. Age Distribution
- 4. Race Distributions
- 5. Living Situation at Time of Service Request
- 6. School Status
- 7. Reasons for Seeking Service
- 8. Referral Source
- 9. Reasons for Leaving Temporary Shelter and for Project Service Termination
- 10. Disposition

1. Youth Types

Runaway Youth Centers are serving six distinct youth populations. The major groupings are categorized in the following manner:

- o Runaway Youth - youth who are away from home without permission of their parent(s) or legal guardian(s);
- o Push-Out Youth - youth who leave home with parental encouragement or direction;
- o Mutual Agreement Departures - youth who leave home with knowledge/approval of parent(s) or legal guardian(s) and who desire to move from the family home;

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)

- Potential Runaway Youth - youth who are still living at home but are considering leaving home without permission of their parent(s) or legal guardian(s);
- Non-Runaway Crisis Youth - youth who are living in a situation, other than those described above, which is unstable or critical and who are not planning to depart;
- Other - youth who are not included in the above categories, but who come to the project for services.

Table 4 illustrates the distribution of the youth served during FY '79 by the six categories. Each category is further delineated by sex. It should be noted that the Runaway Youth category is significantly larger than any other category (42% of the total). This trend is consistent with the findings of FY '78 but does show a slight decrease in proportion to the total population (FY '78-45.2% of the total population). These data also show that there is a significantly larger female population being served by YDB-funded programs. It is interesting to note that the next largest type of youth being served are those in a non-runaway crisis, with male and female in this category being evenly distributed. This category is slightly increased over FY '78 findings and may imply that more youth are using the centers as preventive resources.

#### Sex Distribution

Table 5 displays the distribution of youth by sex according to the six types. Of the total youth served in FY '79, 17,980 (42%) were males and 25,033 (58%) were females.

These data show that females are not only a significantly larger proportion of the total population served, they represent a larger proportion of the runaway youth category (34.6% male to 65.4% female). Interestingly enough, just the opposite trend appears for the push-out category. A larger proportion of the push-outs are male (52.8% male to 47.2% female). Only thirty percent (30.8%) of those contemplating running away are males. These trends are consistent with the FY '78 trends and seem to indicate that fewer males tend to deal with or have the opportunity to deal with their problems in the home through negotiation than do females.

#### Age

The age distribution of the youth served during FY '79 followed a pattern similar to FY '78 in that a majority of the youth served were between the ages of 14 and 17. The 14-17 age grouping represented 83% of the youth served in FY '79 as compared to 84% in FY '78. Table 6 shows that the predominant age was almost equally divided between ages 15 and 16. Of the remainder of the youth served, 2.8% were between the ages of 18 and 20, 13.3% were between the ages of 9 and 13.

Table 4: Youth Types

		% OF TOTAL YOUTH
Total Youth	43,013	100.00
Runaway Youth	18,168	42.00
Male	6,280	15.00
Female	11,888	28.00
Pushout Youth	5,154	12.00
Male	2,720	6.00
Female	2,434	6.00
Mutual Agreement	6,903	16.00
Male	3,099	7.00
Female	3,804	9.00
Contemplating Running	1,865	4.00
Male	575	1.00
Female	1,290	3.00
Non-Runaway Crisis	8,568	20.00
Male	4,168	10.00
Female	4,400	10.00
Other Reasons	2,355	5.50
Male	1,138	2.60
Female	1,217	2.90

Table 5: Sex Distribution

	Total	Runaway	Pushout	Mutual Agreement	Contemplating Running	Non-Runaway Crisis	Other	Don't know
Total	43,013	18,168	5,154	6,903	1,865	8,568	2,355	253
Male	17,980	6,280	2,720	3,099	575	4,168	1,138	106
Column%	41.8	34.6	52.8	44.9	30.8	48.6	48.3	41.7
Row%		34.7	15.0	17.1	3.0	23.1	6.3	.5
Female	25,033	11,888	2,434	3,804	1,290	4,400	1,217	147
Column%	58.0	65.4	47.2	55.1	69.2	51.3	54.6	58.3
Row%		47.4	9.5	15.0	5.0	17.4	4.8	.5

Table 6: Age Distribution

Age	Total
Total Youth	43,013*
Age Nine	107
Age Ten	205
Age Eleven	382
Age Twelve	1,325
Age Thirteen	3,737
Age Fourteen	7,509
Age Fifteen	10,358
Age Sixteen	10,314
Age Seventeen	7,650
Age Eighteen	919
Age Nineteen	217
Age Twenty	97

\* A total of 193 clients under the age of nine received services.

### Ethnicity Distribution

Of the 43,000 clients served by YDB-funded centers during FY '79, 31,182 or 72% were Caucasian/White. The next larger grouping was Black/Negro, accounting for 16% of the total client population, an increase of 3% over FY '78. The remaining ethnic categories follow in the order of their frequency: Hispanics were 6% of the population, 2% of the population were American Indians and 1% were Asian/Pacific Islanders. Table 7 displays these figures. With the exception of the increase in the number of Black/Negro youth served, the racial/ethnic distribution has remained constant for the past 2 years. The increase of Black/Negro clients may be associated with the concomitant increases in Black unemployment and inflation which are having a devastating effect on Black families.

Table 7: Ethnicity Distribution

	Total in Category	% of Total Youth Served
American Indians	989	2.0
Asian/Pacific Islanders	596	1.0
Black/Negro	7,049	16.0
Caucasian/White	31,182	72.0
Hispanic	2,581	6.0
Don't Know	616	1.0

### Living Situations/Family Configurations

Of the youth who come to the shelters as runaways, the largest proportion (81.6%) were living at home with parent(s) or legal guardian(s). Table 8 displays the frequency of runaway youth in accordance with the categories of places they lived prior to the runaway episode.

While the proportion of youth in living arrangements other than "home" or "legal group" is relatively small, Table 8 does illustrate the variety of living situations from which youth run. The majority of these figures have remained constant over the 1978 and 1979 fiscal years. However, several differences are noted. While the foster home population fell from 4.1% in FY '78 to 3.9% in FY '79, the number of youth running from the homes of relatives also fell from 3.0% in FY '78 to 2.7% in FY '79.

Given the fact that over 80% of the youth served in the runaway category were living with their parents or legal guardian, it would be useful to review the family setting at the time of the runaway episode. Table 9 provides an illustration of the distribution of runaway youth by family composition.



Table 8: Living Situations

		% of Total Youth
Total Runaway	18,168	100.0
Home or Legal Group	14,805	81.5
Relatives Home	489	2.7
Friends Home	264	1.4
Foster Home	711	3.9
Group Home	655	3.6
Boarding Home	40	.2
Mental Hospital	63	.3
Correction Institutions	70	.4
Other Institution	243	1.3
Independent Living	35	.2
On the Run	87	.5
Runaway Crisis House	238	1.3
Other	164	.9
Don't Know	122	.6
No Response	182	1.0

Table 9: Family Composition

	Number of Runaways	% of Runaways
Total Runaway	18,168	100.00
No Adult in Home	299	1.6
Father/Mother	6,947	38.3
Father/Stepmother	1,017	5.6
Father/Other Adult Female	169	.9
Father Only	508	2.8
Mother/Stepfather	2,851	15.7
Mother/Other Adult Male	841	4.6
Mother Only	2,861	15.8
Stepfather/Other Female	6	.0
Stepfather Only	22	.1
Stepmother/Other Male	6	.0
Stepmother Only	26	.1
Other Male/Other Female	480	2.6
Other Adult Male	26	.1
Other Adult Female	200	1.1
Don't Know	1,596	8.7
No Response	313	1.7

The predominant family composition according to this table is the father/mother type. Other major family make-ups which appear in the data are: mother only (15.8% of the population) and mother/stepfather (15.7% of the runaway population). There were relatively few youth with no adult in the home (1.6%). Family configurations such as father/stepmother and mother with other adult male were of moderate frequency (5.6% and 4.5% respectively). The remaining categories were only slightly represented (2.6% to less than .1%). From the above data, it could be concluded that the majority (61.7%) of runaway youth do come from homes that have been altered in some fashion.

#### School Status

Over half of the youth seeking services (58%) were attending school regularly. Dropouts represented the next largest portion of the service population (17%). Eleven percent of the youth served have truancy problems; and those that had either been suspended, expelled or graduated represented two percent of the population, respectively. The figures in Table 10 show no significant change from those appearing in the youth population served during FY '78.

Table 10: School Status

	Number of Youth by School Status	% of Total Youth in Each Category
Total Youth	43,013	100.0
Attending	24,822	58.0
Truant	4,603	11.0
Suspended	1,032	2.0
Expelled	847	2.0
Dropped Out	7,456	17.0
Graduated	680	2.0
Other	1,422	3.0
Don't Know	1,572	4.0
No Response	572	1.0

#### Reasons for Seeking Services

During intake, youth coming to the shelters are asked to give their reasons for seeking services. Their responses are assigned to 36 possible response categories. The following table represents the ten most frequently stated reasons for seeking service(s) in the order of their frequency. Since up to five responses can be recorded each client, Table 11 exhibits many more responses than the total number of youth served. As the data indicate, youth gave "poor communication with parents" as the reason most frequently cited for seeking services. Although this pattern appears to be true for all youth types (push-outs, runaways, etc.) when compared to the FY '78 data, some slight variations begin to appear. Slightly larger portions of the youth served reported "lack of communication with parents" as the major problem area in FY '79 than did in FY '78 (29.8% in FY '79 to 27.6% in FY '78). The percent reporting "parents too strict" and "truancy" as the major problem were the same for each year. However, "emotional problems of youth" increased from 7.7% in FY '78 to 8.3% in FY '79. The category "push-outs" remained the same over the two-year period while "emotional neglect" showed a slight drop from 8% in FY '78 to 7.6% in FY '79. "Sibling rivalry" and "bad grades in school" remained constant while "parental conflict" was reported less frequently in FY '79 as the cause for leaving home (FY '78 reported 5.1% compared to 4.6% in FY '79). An interesting pattern is the emergence of "physical abuse" as one of the ten most frequently reported reasons for leaving home. In FY '79, it was the tenth ranked issue. "Peer problems" emerged as the seventh ranked issue in FY '78. In FY '79, this issue did not appear in the ranking.

#### Referral Source

Table 12 displays the referral source and the frequency with which these categories were the primary source through which youth came in contact with the centers. These data indicate that the majority of youth make their own decisions about coming to the shelter for service (19% are self-referred). The next most frequent source of referral is through the police (12%). The interesting point here is that there is a significant difference between "self-referral" and all other sources. Analysis of this trend on an individual shelter basis could be extremely useful in developing effective outreach programs. For example, the national data show that police and courts taken together represent 21% of all referrals and, therefore, may indicate the need to place more outreach efforts in areas that might more effectively divert the youth from the juvenile justice system as well as direct training and technical assistance efforts in the criminal justice area to assure program understanding and improve communication. Another interesting observation is the fact that only 4% of the referrals come from the schools. When this is looked at in light of the fact that 58% of youth coming to the shelter are attending school, one would assume that a great deal of work needs to be done with the school systems in early detection and prevention.

Table 11: Reasons for Seeking Services

	Total Number of Responses Per category	% of Responses to Total Youth	% of Response to Total Youth (FY 1978)
Total Responses	74,075	100.0	
No Communication with Parents	22,114	29.8	27.8
Parents too Strict	13,586	18.3	18.3
Truancy	7,084	9.5	9.6
Emotional Problems Youth	6,207	8.3	7.7
Pushed Out of Home	5,852	7.8	7.9
Emotional Neglect	5,684	7.6	8.0
Sibling Rivalry	3,899	5.2	5.1
Bad Grades In School	3,683	4.9	5.1
Parental Conflict	3,418	4.6	5.1
Physical Abuse	2,548	3.4	3.4

Table 12: Referral Source

	Youth Referred by Each Source	Percent of Total Youth by Source
Total	43,013	100.00
Self	8,194	19.0
Another Youth	3,270	8.0
Parent or Guardian	2,984	7.0
Other Adults	2,801	7.0
Hotline	804	2.0
Outreach	355	1.0
Other Staff	652	2.0
School	1,632	4.0
Protective Services	3,367	8.0
Mental Health	535	1.0
Other Public Agencies	4,068	9.0
Police	5,219	12.0
Court Intake	3,906	9.0
Court Hearing	356	1.0
Probation Supervision	1,023	2.0
Other Juvenile Justice Agencies	1,341	3.0
Clergy	159	0.4
Other Private Agencies	1,272	3.0
Others	616	1.4
Don't Know	177	0.4
No Response	228	0.5

## Services

In an attempt to be responsive to the numerous service needs presented by youth seeking assistance, the Runaway Youth Programs are involved in the provision of a wide spectrum of services. The Intake and Service Summary (ISS) Form provides a means for the identification of services provided by or arranged by the programs. These services include:

- Counseling (Family, Group, Individual)
- Educational
- Employment
- Financial
- Legal
- Living Arrangement
- Psychological
- Shelter
- Transportation

## Shelter

Shelter is the cornerstone service of the Runaway Youth Program and, therefore, will be examined separately from the other services provided. Table 13 displays the proportion of sheltered and non-sheltered youth to the total population served during FY '79.

Table 13

		% of Total Youth Served
Total Youth Served	43,013	100.0
Shelter Youth	32,833	76.3
Non-Sheltered Youth	10,180	23.7

The most frequently provided service is temporary shelter, which is provided through residences maintained by the programs, or through temporary foster homes and other community-based resources. The majority of youth served were provided with shelter (76.3%); however, 23.7% did not require shelter services. The figures for FY '79 show that there is a change over the figures recorded in FY '78. In FY '78, 81.1% of the youth received shelter. The decrease of 7.8% in youth sheltered from FY '78 to FY '79 could indicate that crisis intervention efforts by the program without sheltering the youth are becoming more effective.

Table 14 shows sheltered and non-sheltered youth by client type. The percent of youth in each category is computed by comparing the number in each youth type with the total for that respective column. Therefore, 15,181 runaway youth represent 46.2% of the total youth provided shelter. The runaway youth category represents the largest proportion of the youth sheltered. However, it should be noted that a significant portion of sheltered youth are in non-runaway crises (14.6%).

The provision of shelter to potential runaways and youth who are experiencing a non-runaway crisis may help the youth to better cope with their problems and serve as an alternative to running away. Given the relatively high incidence of police and court referrals discussed above, shelter services provided by runaway youth programs may serve as an alternative to detention in some instances.

This table shows that 37.1% (the largest percent for non-sheltered youth) are in a non-runaway crisis. This is what would normally be expected. However, the next largest proportion of non-sheltered youth is found among runaways. It would be assumed that a much smaller proportion of the non-sheltered youth would be runaways (assume that runaways need shelter) with the higher proportion of non-sheltered youth falling in the "contemplating running away" and "non-runaway crisis" categories. The reason for the high proportion of non-sheltered runaways will have to be examined more carefully during the coming year.

## Supportive Services

Table 15 lists all services provided (with the exception of shelter) showing the frequency with which youth participated in each service. The frequencies are distributed by "sheltered" and "non-sheltered" youth with percents in each category showing the proportion of times the service was used to the total number of times all services were provided.

It can be noted from Table 15 that individual counseling is by far the most frequently used service. This indication is consistent with data gathered in FY '78. "Group counseling" and "family counseling" follows in order of frequency of use by sheltered youth. However, non-sheltered youth show a deviation from this pattern. A far greater proportion of non-sheltered youth participate in family counseling than do sheltered youth, while a very small proportion of the services participated in by non-sheltered youth was group counseling. The large number of non-sheltered participants in family counseling may again reflect the fact that shelters are increasing their efforts to reach out into the community and bring in both the youth and their families in an effort to avoid a critical breaking point in communication or traumatic family episodes. As expected, the sheltered youth appear to be more frequent users of medical, education, transportation and living arrangement services than non-sheltered youth.



Table 14: Sheltered and Non-Sheltered Youth by Type

	Total	Runaway	Pushout	Mutual Agreement	Contemplating Running	Non-Runaway Crisis	Other Responses	Don't Know
Shelter Provided	32,833	15,181	4,485	6,206	678	4,796	1,443	190
% of Sheltered Youth	100	46.2	13.7	18.9	2.1	14.6	4.3	.5
Non-Shelter Provided	10,180	2,987	669	697	1,187	3,772	912	63
% of Non-Sheltered Youth	100	29.3	6.6	6.8	11.7	37.1	8.9	.5

Table 15: Services Provided

	Number of Services Pro- vided Sheltered Youth	% of Services in Each Category	Number of Services Provided Non-Sheltered Youth	% of Services in Each Category
Total Services Provided	97,402	100.0	18,283	100.0
Individual Counseling	31,778	32.6	8,445	46.1
Group Counseling	19,142	19.6	868	4.7
Family Counseling	13,011	13.3	5,177	28.3
Medical Services	5,204	5.3	328	1.7
Psychological	1,531	1.5	297	1.6
Legal Services	1,531	1.5	353	1.9
Educational Services	5,107	5.2	506	2.7
Transportation Services	10,709	10.9	867	4.7
Living Arrangement Services	6,203	6.3	740	4.0
Employment Services	1,600	1.6	516	2.8
Financial Support	1,586	1.6	186	1.0

Disposition

Table 16 shows where the sheltered youth plan to go after they leave the project.

Table 16: Where Youth are Planning to Live

	Number of Youth by Category	% of Youth by Category
Total Sheltered Youth	32,833	100.00
Home	14,176	43.00
Relative's Home	2,182	6.60
Friend's Home	1,839	5.60
Foster Home	2,011	6.10
Group Home	2,209	6.70
Boarding School	90	.20
Mental Institution	277	.60
Correctional Institution	621	1.80
Other Institution	808	2.40
Independent Living	957	2.90
On the Road/Street	4,333	13.10
Runaway or Crisis House	716	2.10
Other	1,401	4.20
Don't Know	1,031	3.10
No Response	182	0.50

The data indicate that most of the youth (43%) plan to return to their home or legal guardian. The next most frequently reported planned disposition was to return to the streets or remain on the run (13.1% or 4,333). Given the fact that approximately 82% of the runaway youth ran from their home, a return of 43% would appear to indicate a significant amount of program success. It is interesting to note that 13.1% (4,333) plan to continue running or to stay on the street. This supports the fact that there is a great need for alternative living arrangements for youth seeking help from the runaway shelters.

Reasons for Leaving Temporary Shelter and Reason for Program Service Termination for Non-Sheltered Youth

Table 17 displays the number of youth leaving the temporary shelter in accordance with their stated reason for departure.

Table 17: Reasons for Leaving Temporary Shelter

	Total Sheltered Youth by Category	% of Total Sheltered Youth
Total Sheltered Youth	32,833	100.00
Mutually Agreed	22,718	69.20
Asked to Leave	2,485	7.60
Voluntarily Left	5,769	17.60
Removed by Parents	461	1.40
Removed by Police or Courts	336	1.07
Other	980	3.00
Don't Know	84	0.23

It can be noted that 69.2% of the sheltered youth reached an agreement with the project staff to end services. The next highest percent (17.6%) left the program without consultation with the staff. This represents a fairly large proportion of sheltered youth who apparently have not reached some resolution with the staff as to a course of action. Of the remaining youth, 7.6% were asked to leave and the youth removed by parent or by courts and police (1.4% and 1.07%, respectively) were commensurate with the figures reported in FY '78.

Non-sheltered youth appear to follow the same pattern, with the majority reaching some agreement with center staff to terminate services (35%), the second highest proportion (23%) leaving the program voluntarily.

SECTION III - SERVICE EXPANSION THROUGH DEMONSTRATIONS

Introduction

During FY '78 and '79, the Youth Development Bureau has 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 analysis. (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 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 and adolescent neglect and abuse. An overview of current demonstration efforts follows.

Child Welfare Demonstration Grants (Section 426 of the Social Security Act)

Beginning in FY '78, YDB funded demonstrations to seven of the Runaway Youth Act centers which were projects designed to test the centers' capacity to address the needs and problems of youth and families beyond those directly associated with running away from home. In FY '79, these seven projects received continuation funding at an average level of \$73,257.

The specific problems addressed by these demonstrations are youth and family needs that are not being adequately met within the community. They include services to pregnant adolescents, youth requiring intermediate placements and independent living situations, youth from families in transition due to the divorce, death, or relocation of their families, youth in need of independent living skills training, and adolescent prostitution.

Youth Participation and Community Services/Job Development Demonstration Grants

In response to the needs for developing viable approaches to youth employment problems, YDB has entered into an interagency agreement with the Department of Justice (Office of Juvenile Justice and Delinquency Prevention) and the Department of Labor (Employment and Training Administration, Office of Youth Programs) to support demonstration projects within twenty-three organizations currently receiving YDB funding. The goal of these youth employment demonstration projects is to improve employment training and career development services for youth, with special emphasis on minority youth, through the development and evaluation of innovative program approaches. In addition, these Youth Participation and Community Services/Job Development Demonstration grants are intended to demonstrate the impact of direct employment and supportive services;

to improve the quality of youth work experience; to foster youth growth and development involving youth in planning and decision-making activities; to promote linkages between education and work activities; to expand the service capabilities of Runaway Youth Centers by utilizing youth as human service providers; and to develop programs to employ youth at the local community level.

Projects funded under this interagency agreement fall into three major categories of models; Youth Participation Projects, Community Services/Job Development Projects, and combined or dual Youth Participation/Community Services Projects. The first year average funding level for these projects is \$125,000.

The Youth Participation model is intended to develop and test strategies to involve youth in responsible, challenging work roles which provide developmental opportunities for decision-making, career exploration and educational growth. This program component is targeted for youth aged 14-18 who are identified as low achievers, potential dropouts, push-outs, or status offenders who have had little constructive involvement in community activities. Priority is given to youth who are economically or educationally disadvantaged.

The emphasis of the Community Services/Job Development model is on the development and implementation of community service jobs for youth within the local community. This program component is targeted for homeless, severely disadvantaged, and/or minority youth aged 16-21 with histories of low academic achievement, high unemployment rates, poor job search and retention skills, youth with dependent children, and youth with special familial or social adjustment problems. The model provides for an integrated program of employment, training, and educational services for youth in need of stabilized living and working environments.

Finally, the combined, or dual, project model utilizes both Community Service and Youth Participation concepts. Youth are trained in program development so that they can actively participate with program administration and staff in the development, implementation and assessment of policies and projects. The dual model is one method that can be used to expand the numbers and kinds of individuals who develop programs and provide services.

Demonstration projects operating under each type of model are identified below:

#### YOUTH PARTICIPATION MODEL

The Bridge  
Boston, MA

GLIE  
Bronx, NY

Wales Tale  
Pittsburgh, PA

The Relatives  
Charlotte, NC

Chicago, Youth Network Council  
Chicago, IL

#### COMMUNITY SERVICES MODEL

Covenant House  
New York, NY

SAJA (Special Approaches in Juvenile Assistance)  
Washington, D.C.

Mt. Plains Youth Services Coalition  
Pierre, SD

Huckleberry House  
San Francisco, CA

The Shelter  
Seattle, WA

#### DUAL PROGRAM MODEL

Country Roads  
Montpelier, VT

The Corner Drugstore  
Gainesville, FL

New Life For Girls  
Cincinnati, OH

Team Resources  
Amarillo, TX

Family Connection  
Houston, TX

Head Rest  
Modesto, CA

San Diego Youth Services  
San Diego, CA

#### Streamlining Title XX Systems for Effective Utilization by Runaway Youth Shelters - Development of a Statewide Model

This demonstration project, awarded to the Ohio Youth Services Network, was a joint effort of the YDB and HDS Title XX Agency. The Title XX legislation established a consolidated program of Federal financial assistance to encourage the provision of social services by the States consistent with four broad human service goals.



The project serves as a model for establishing the viability of linking systemically the resources of the Runaway Youth Act and those of Title XX in an effort to identify and strengthen the accessibility of social services resources to runaway centers.

The approach will assist runaway centers in the target state (Ohio) to comprehensively address the needs of runaway and otherwise homeless youth. Through this joint project, new staff within the Ohio Department of Public Welfare/Title XX and the Ohio Youth Services Network are assigned to work with nine runaway youth programs across the State to strengthen their outreach, aftercare and follow-up service components and to increase their utilization of Title XX State resources. The demonstration will be fully documented, resulting in a how-to manual which will be disseminated for replication in other States.

Adolescent Male Prostitution: A Study of Sexual Exploitation, Etiological Factors, and Runaway Behavior

The purpose of this initiative is to develop an in-depth demographic and descriptive knowledge base focusing on adolescent males involved in prostitution, and to determine the relatedness of this problem to runaway behavior. The data generated will be utilized as a basis for identifying the needs of these youth and for facilitating future planning.

The specific activities to be undertaken through this initiative include: documentation of the nature and extent of adolescent male sexual exploitation; identification and descriptive analysis of State, local, public and private programs which have been implemented to address male and female adolescent prostitution; interviews with male youth involved in prostitution; comparative analysis of adolescent female and adolescent male prostitution; development of a resource manual related to adolescent prostitution for community policy-makers and program planners; development of a bibliography of information sources (research, programmatic, and policy) related to adolescent prostitution and sexual exploitation.

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

In 1973, Secretary of Health, Education, and Welfare, Casper Weinberger requested that an extensive effort within the Department of Health, Education, and Welfare be focused on the growing problem of runaway youth. Funds were made available to support a variety of studies and to conduct several demonstration projects through various agencies within the Department. One of these projects, a demonstration effort for a national runaway hotline, was funded in August 1974 through the Youth Development Bureau. 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.

The interstate character of the runaway problem and the evident unavailability of specialized resources and services for dealing with the runaway problem were among the chief points of rationale for the new service. In addition, since poor communication between youth and parents seemed to be a causative factor in a large proportion of runaway incidents, a national, neutral channel of communication for the runaway seemed to be a potentially useful service.

The hotline was directed at reaching large numbers of runaway youth. It was hoped that a well-publicized telephone service would provide incentive and opportunity for a significant number of young people to attempt to make contact with relatives or to find appropriate service providers who could assist them in their crisis. The service provides a function for parents in that it assists in relieving anxieties and concerns regarding the health and safety of their runaway youth.

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 15 part-time individuals, and over 100 trained volunteers.

Through the Switchboard, youth can receive information, referral, and counseling services at the time of initial contact, regardless of location. An extensive resource file listing information on 7,000 agencies which provide services to assist young people is also available to callers. The telephone service can help youth establish contact with the home through conference calls, "patching" calls, or by conveying messages back and forth. The NRS handled 143,000 calls during Fiscal Year 1979, and was accessible to youth in 48 states, excluding Alaska and Hawaii. Shelter and help with family problems were the most frequently requested needs expressed by the youth callers.

An additional component of the toll-free communications system, established in Fiscal Year 1977, is designed to facilitate networking among youth agencies. This component, the Agency Information Service (AIS), assists youth-serving agencies by allowing, without charge, long distance phone communication about specific client cases. The AIS helps insure continuity in service provision, assists in processing requests for parental consent, and helps facilitate

discussion around mutual program concerns. Accessible only to agencies, the AIS can only be utilized through an unpublished, toll-free telephone number obtainable from Metro-Help, Inc. Funded at a level of \$40,000, it operates ten-hours a day, five days a week. In Fiscal Year 1979, the AIS facilitated 13,000 calls between runaway youth programs across the country.

Since its inception, the National Toll-Free Communications System has obtained a high level of visibility through television, radio, newspaper and magazine coverage. Various local services clubs and thousands of public and private agencies throughout the country have promoted and publicized the system as an effective aid in responding to the needs of runaway or otherwise homeless youth.

APPENDIX I LIST OF 1979 RUNAWAY YOUTH PROGRAM GRANTEEES BY REGION/STATE AND LEVEL OF SUPPORT

Region/State	Grantee	Project Total	Region/ State Totals
<u>Region I</u>			
Connecticut	Bridge of Education Resources, Inc.	50,000	100,000
	Bridgeport Council of Churches	50,000	
Maine	Youth Services Planning & Development Council, Inc.	42,000	42,000
Massachusetts	Boston Network of Alternative Runaway Services	62,500	152,550
	Franklin Hampshire Community Mental Health	56,000	
	Newton-Wellesley-Weston	34,050	
New-Hampshire	Child & Family Services of New Hampshire	59,000	59,000
Rhode Island	Rhode Island Depart of Child and Family. Runaway Services	46,500	46,500
Vermont	Country Roads	46,500	130,522
	Spectrum, Inc.	46,000	
	St. Johnsbury Area Youth Services	38,022	
			530,572
<u>Region II</u>			
New Jersey	Crossroads Runaway Program	57,000	250,000
	New Jersey Division of Youth and Families	65,000	
	Together, Inc.	60,000	
	Tri-City Youth Services, Inc.	68,000	
New York	Center for Youth Services, Inc.	63,760	686,071
	Compass House, Inc.	60,000	
	Covenant House (Boys)	72,047	
	Covenant House (Girls)	68,000	
	Educational Alliance Project Contact	73,000	
	Family of Woodstock, Inc.	70,000	
	GLIE Community Youth Program, Inc.	74,607	
	Nassau County Youth Board	67,647	
	Project Equinox, Inc.	70,000	
Town of Huntington Youth Board	67,010		
Puerto Rico	Municipality of San Juan Human Resources Dept.	70,000	70,000
			1,006,071

Region/State	Grantee	Project Total	Region/ State Totals
<u>Region III</u>			
District of Columbia	Special Approaches in Juvenile Assistance Zocalo, Inc.	63,000 63,500	126,500
Maryland	Boys/Girls Home of Montgomery County, Inc. Family Service of Montgomery County Fellowship of Lights, Inc. Services to Alienated Youth Southern Area Youth Services, Inc. Youth Resources Center, Inc.	38,000 38,000 69,500 58,565 59,500 65,500	329,065
Pennsylvania	The Bridge Helpline Center, Inc. Valley Youth House Committee, Inc. Voyage House, Inc. The Whale's Tale	59,000 55,500 63,000 108,353 60,000	345,853
Virginia	Juvenile Assistance of McLean, Ltd.	50,000	50,000
West Virginia	Day Mark, Inc. Southwest Community Action Council	70,900 47,875	118,775 970,193
<u>Region IV</u>			
Alabama	American Red Cross (Decatur) American National Red Cross (Gadsden) American Red Cross (Birmingham)	64,000 64,000 25,000	153,000
Florida	Alternative Human Services, Inc. Catholic Services Bureau, Inc. The Corner Drugstore, Inc. Crosswinds Runaway Center, Inc. Department of Human Resources/Child Services Div. Human Resources Center of Volusia County, Inc. Switchboard of Miami, Inc. Tallahassee Family YMCA Youth Programs, Inc.	60,000 76,000 72,000 75,000 60,000 71,000 73,600 90,000 81,000	658,600
Georgia	Metro Atlanta Mediation Center	79,000	79,000
Kentucky	YMCA of Greater Louisville	90,000	90,000
Mississippi	Mile High Youth Center	75,000	75,000
North Carolina	The Relatives	78,000	78,000
South Carolina	South Carolina Dept. of Youth Services Admin.	78,000	78,000
Tennessee	Child and Family Services ES, Inc./Oasis House Runaway House, Inc.	60,000 85,000 42,000	187,000 1,398,600

Region/State	Grantee	Project Total	Region/ State Totals
<u>Region V</u>			
Illinois	Children's Home and Aid Society Lake County Youth Services Board Salvation Army New Life House Youth Network Council of Chicago, Inc.	55,000 26,017 90,000 167,052	338,069
Indiana	Indiana U. Foundation Development Trng. Center Lincoln Hills Development Corporation Stopover, Inc. Salvation Army Sonshine House Switchboard, Inc. Youth Crisis Center, Inc. Youth Services Bureau	70,000 65,000 85,157 76,853 61,043 78,000 67,970	504,023
Michigan	The Bridge for Runaways, Inc. C.O.R.Y. Place, Inc. Detroit Transit Alt., Inc. The Link Crisis Intervention Center Ozone House, Inc.	68,000 22,700 66,800 68,000 70,000	295,500
Minnesota	The Bridge for Runaway Youth, Inc. United Indians, Inc.	84,000 74,900	158,900
Ohio	Black Focus on the West Side Connecting Point, Inc. Daybreak, Inc. Daybreak II Huckleberry House, Inc. Junior League of Akron New Life for Girls, Inc. Safe Space Station Youth Services Bureau	70,000 82,000 82,270 70,000 65,012 45,000 100,000 85,032 65,539	
Wisconsin	Briarpatch, Inc. Pathfinders Racine Runaway, Inc. Walker's Point Project	63,500 80,000 72,611 80,219	296,330 2,257,675
<u>Region VI</u>			
Arkansas	Central Arkansas Human Services Council	72,567	72,567
Louisiana	Youth Alternatives, Inc.	73,000	73,000
New Mexico	A New Day, Inc. Youth Development, Inc.	72,500 71,000	143,500
Oklahoma	Cherokee National Youth Services Youth Services for Oklahoma County, Inc. Youth Services Center of N. Central Oklahoma, Inc.	72,500 73,000 73,000	218,500





## APPENDIX II: EVALUATION OF THE RUNAWAY YOUTH PROGRAM

### Overview

The Youth Development Bureau has been involved in a number of initiatives designed to measure the effectiveness of runaway youth programs and the impact that services have on youth. These program evaluation measures are an essential part of the National Runaway Youth Program. They serve not only as a means for determining whether local programs are operating in accordance with Federal mandates, but also serve as tools for planning and enhancing service delivery to runaway youth. In this section, YDB will provide a brief description of several tools which are employed to determine program effectiveness.

### Intake and Service Summary (ISS) Form

One assessment tool, which has been in use since October 1977, is the Intake and Service Summary (ISS) Form. This instrument provides uniform data on every youth served by YDB-funded programs and is used to develop a profile of the types of youth served and the patterns of service that they require or need. The data compiled through the ISS form include: basic demographic characteristics of youth; family settings/living situations prior to program contact; source of referral to the program; previous runaway history; history of contacts with the juvenile justice system; summary of services received from the program and through referrals to other service providers; and living arrangements at the termination of program services, including reasons for not returning home, if applicable.

### Research Initiatives

The Youth Development Bureau has undertaken several research initiatives designed to examine specific major subpopulations of runaway youth and to provide a knowledge base to strengthen the provision of services to these youth. Some of the major recent research efforts have included investigations into typology, adolescent abuse and neglect, aftercare service provision, and the special needs of subpopulations of runaway youth.

The special needs study was undertaken in response to indications from statistical data suggesting that demographic and socioeconomic factors, such as age, sex, race, ethnicity, and economic status, served to differentiate youth into specific sub-groups within the runaway population. It was shown, through a secondary analysis of client information, that each sub-group has its own particular problems in terms of family, school, and other settings. The findings of this study confirm that age, race, sex and ethnicity are significant factors in assessing the problems, behavior and service requirements of runaway youth; and provides a useful tool in identifying the special needs within the various subpopulations of runaway youth.

Traditionally, aftercare services have been considered the weakest program component of runaway youth programs; however, detailed information about the

nature and provision of aftercare services was lacking. Therefore, a study was commissioned to collect data on aftercare needs, the direct provision of such services through programs, resource needs, and on the obstacles to effective service provision. The study documented the following: (1) disparity between youth needs for aftercare services and the availability of continuing care; (2) the importance of improving interagency relationships to offer youth long-term services (aftercare) through referrals to other social service agencies in the community; (3) the lack of consistent aftercare needs assessment, evaluation and other record-keeping procedures necessary for improving services; (4) the absence of formalized aftercare service techniques; and (4) inadequate allocation of staff time both to aftercare services advocacy and the identification of aftercare resources. It is anticipated that, based on a clear definition of aftercare, the findings of this research project, and the use of a how-to-guide on the provision of effective aftercare services, runaway youth programs will be able to improve program operations in this area and to handle encountered obstacles to aftercare service delivery.

Adolescent abuse and neglect is another area of concern brought to YDB's attention through data collection and feedback from runaway program staff. A research project to focus on the issues of identification and intervention associated with adolescent abuse and neglect was undertaken. The study found that: (1) nationally, subsequent to review of the incidence of adolescent abuse and neglect, it was determined that the ratio is nearly proportionate to the percentage of adolescents in the minor age group of the youth population; (2) despite an increase in the reporting of adolescent abuse and neglect cases, by workers in the service delivery system, there is not a recognition of the extent of adolescent abuse/neglect; (3) abused and neglected youth are more likely to be dealt with in the court system under status offense and delinquency petitions than under dependency and neglect (abuse and neglect) petitions; and (4) generally, there are inadequate community based interagency systems for identifying service gaps, planning and reviewing abuse and neglect cases, and monitoring and evaluating the effectiveness of the services networks in dealing with the problems of adolescent abuse and neglect.

Based on these findings, a series of special projects are being sponsored by YDB in Fiscal Year 1980 to demonstrate new methods. Agencies funded under the Runaway Youth Act are eligible to compete for funds to expand the range of services provided and the types of clients served to more comprehensively address the needs of youth (10-18) and families experiencing crisis associated with either adolescent abuse or crisis due to the separation, divorce or reconstitution of the nuclear family. The projects funded under this demonstration program will permit the testing and assessment of innovative approaches for the provision of social and supportive services to these target groups.

YDB has become aware of the service problems of youth for whom a family setting is not appropriate in its interactions with funded runaway projects. A research project was undertaken to determine what services are available and utilized by these youth and their families; and what service needs still exist. The typology study found that, overall, the most available and utilized services were individual counseling, emergency shelter, food, family counseling, and group counseling.

Furthermore, the most pressing need for youth who are unable or unwilling to return home is long-term, non-institutional housing. Some of the conclusions drawn from the findings are:

- (1) Various indices of family disruption show that a large number of youth who do not return home are from families which evidence instability, conflict, and/or rejection;
- (2) The data collected on physical and sexual abuse, although limited, support the contention that such abuse is widespread and has definite negative consequences for its victims; and
- (3) YDB-funded programs are an integrated part of the social service networks in their communities. In some communities, the local project is an important, if not singular, resource for sheltering adolescents on an emergency basis.

#### The Status of the Effectiveness of the Runaway Youth Program - A Special Study

During 1979, Berkeley Planning Associates (BPA), under a contract with YDB, completed a comprehensive evaluation of the National Runaway Youth Program. Conducted over a nineteen month period, 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'79 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, Department 76, Washington, D.C. 20401.

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES  
Office of Human Development Services  
Administration for Children, Youth and Families  
Youth Development Bureau

**hds**  
human  
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#### APPENDIX III

## **EXECUTIVE SUMMARY: National Evaluation of the Runaway Youth Program**

## EXECUTIVE SUMMARY

### 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%.<sup>1</sup> 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<sup>2</sup> attend school only sporadically. Running away

<sup>1</sup> Juvenile Court Statistics, Office of Youth Development, 1972, p. 415.

<sup>2</sup> 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)<sup>1</sup> 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.<sup>2</sup> 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;
- (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.<sup>3</sup>

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

<sup>1</sup>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. \*

<sup>2</sup>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.

<sup>3</sup>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.<sup>1</sup> 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:

<sup>1</sup>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 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 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.<sup>1</sup>

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 provides 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

<sup>1</sup>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).<sup>1</sup>

<sup>1</sup>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 projects 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.

**END**